

Analysis of national institutions and ongoing or planned initiatives in the Volta Basin

(Regional Summary)

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Table of Contents

List of abbreviations and acronyms

List of tables

1

- Introduction
 - 1.1 Context
 - 1.2 Objectives of the survey and expected results
 - 1.3 Methodology
 - 1.4 Report Drafting Plan
- 2. Policy and standard framework for the management of the Volta Basin
 - 2.1 Policy framework
 - 2.2 Standard framework
- 3. Analysis of national/regional institutions of the Basin
 - 3.1 Identification of relevant institutions for the management of the Volta Basin
 - 3.1.1 Institutions under state control
 - 3.1.2 National non-state players
 - 3.1.3 Regional and international institutions
 - 3.2 Analysis of the capacity of national and international institutions
 - 3.2.1 Strengths of the institutions
 - 3.2.2 Weaknesses and constraints of players
- 4 Training plan for the management international basins
 - 4.1 Review of the proposed national training programmes
 - 4.2 Detail of the proposed regional training programme
 - 4.2.1 Objectives of the regional training programme and training themes
 - 4.2.2 Target groups
 - 4.2.3 Implementation strategy of the training programme
 - 4.2.4 Duration and schedule of the training programme
 - 4.2.5 Monitoring and evaluation of the training programme
- 4.3 Alternative regional training programme
 - Collaborative plan with ongoing and/or planned initiatives
 - 5.1 Priorities within the Basin
 - 5.2 Ongoing/planned initiatives and link with the project
 - 5.3 Concerns and perception of partners on the GEF Volta Project
 - 5.4 Regional collaborative plan
 - 5.4.1 Importance and objectives of the collaborative plan
 - 5.4.2 Activities requiring collaboration with other initiatives and institutions
 - 5.4.3 Impacts and risks related to collaboration with initiatives
 - 5.5 Implementation strategy and monitoring and evaluation of the collaborative plan
 - 5.5.1 Implementation strategy of the collaborative plan
 - 5.5.2 Monitoring and evaluation mechanism of the collaborative plan
- 6 Appendices
 - 6.1 Appendix A: Priority training themes, target persons and cost estimates
 - 6.2 Appendix B: Terms of reference of the study

List of abbreviations and acronyms

Abbreviation	Definition	
EAB	Environmental Agency of Benin	
VBA	Volta Basin Authority	
AMCOW	Council of African Ministers responsible for Water	
TDA	Transboundary Diagnostic Analysis	
WADB	West African Development Bank	
CCWS/ECOWAS	Coordination Centre for Water Resources of the Economic Community of	
	West African States	
ECOWAS	Economic Community of West African States	
CONIWAS	Coalition of NGOs in Water and Sanitation	
PFCM/IMWS/WA	Permanent Framework for Coordination and Monitoring of the Integrated	
	Management of Water Resources	
DWA	Directorate for Water Resources	
EPA	Environmental Protection Agency	
GEF	Global Environment Facility	
GIDA	Ghana Irrigation Development Authority	
IMWR	Integrated Management of Water Resources	
GWP	Global Water Partnership	
GP-WAWP	Global Water Partnership – West Africa Water Partnership	
IWMI	International Water Management Institute	
IGO	Intergovernmental organization	
IDPNR	Ivorian Department of Parks and Natural Reserves	
MDG	Millennium Development Goals	
NGO	Non Governmental Organization	
VRWGIP	Volta River Water Governance Improvement Project	
IMWRAP	Integrated Management of Water Resources Action Plan	
NAP/FAD	National Action Plan on the Fight against Desertification (Burkina Faso)	
RAP/IMWR	Regional Action Plan for the Integrated Management of Water Resources (ECOWAS)	
SAP	Strategic Action Plan	
APU	Agricultural Policy of the Union (WAEMU)	
GIS	General Information System	
WAEMU	West African Economic and Monetary Union	
IUCN	International Union for the Conservation of Nature and Natural Resources	
Volta-HYCOS	Volta Hydrological Cycle Observing System	
WRC	Water Resources Commission	
WRI	Water Research Institute	
WUA	Water Users Union	
WUA	water Users Union	



List of Tables

- Table 1:
 Summary of policy document on water and environmental management (countries of the Volta Basin and sub-regional organizations)
- Table 2:
 Summary of the standard framework document on water and environmental management (countries of the Volta Basin and sub-regional organizations)
- Table 3: Conventions, treaties and protocols ratified by Countries of the Volta Basin
- Table 4:
 Summary of major national institutions responsible for water and environmental management in the riparian countries of the Volta Basin
- Table 5: Some NGOs and Associations of the Volta Basin
- Table 6:
 International organizations working in the area of water and environment in the riparian countries of the Volta Basin
- Table 7: Strengths and weaknesses of national institutions
- Table 8: Training schedule
- Table 9: Summary of ongoing/ planned initiatives and link with the project
- Table 10: Summary of activities requiring collaboration with institutions and ongoing/planned initiatives



1 Introduction

1.1 Context

- 1. The Volta is a transboundary river shared among six West African countries, namely Benin, Ghana, Côte d'Ivoire, Burkina Faso, Mali and Togo. It covers a distance of 1,850 km with a watershed of about 400,000 km². It, therefore, plays an important role in energy production, irrigation, fishery and provision of potable water to the countries of the sub-region.
- 2. In a bid to promote the integrated management of the Volta River Basin, the project known as "Addressing transboundary concerns in the Volta Basin and its downstream coastal area or the GEF-Volta" has been drawn up.
- 3. Within the framework of the implementation of its activities, the GEF-Volta Project decided to undertake a series of preliminary surveys with the aim of ensuring strategic coherence of future and ongoing actions and effective implementation of the project. It is in line with this framework that the Analysis study of national institutions, which aims at building their capacity in the management of transboundary river basins, has been undertaken.

1.2 Study objectives and expected results

- 4. The objectives of the Study are three-fold:
 - Comprehensive analysis of national and regional institutions: identification and assessment of institutions (strengths, constraints, weaknesses). It covers all players working at national and/or regional levels within the Basin;
 - Drawing up of a training plan for national institutions: beginning with a prior identification of training needs and the preparation of a training schedule on international water basin management taking into account the concerns of various stakeholders;
 - Development of a partnership plan between national institutions and ongoing or planned activities within the framework of the GEF Project that is, designing a strategy for a better involvement of national and regional institutions in project activities. The GEF Project is, in effect, based on the principle of the involvement of national stakeholders in its implementation.
 - The expected results are summarized as follows:
 - National and regional institutions analyzed and analysis approved by the Project Coordinating Unit (PCU) and the National Focal Points;
 - International watershed management training plan prepared and approved by the PCU and the National Focal Points;
 - The collaborative plan with ongoing/planned projects and programmes drawn up and approved by PCU and National Focal Points.

1.3 Methodology

- 5. The following methodology has been adopted by the National Consultant for the preparation of the regional summary:
 - Consultation held for the take-off of the surveys: this meeting which took place between the Regional Coordinator and the Project Coordinating Unit in Accra enabled them to reach a common understanding on the terms of reference. It enabled the Regional Consultant to prepare his preliminary report which contains the following points:
 - o common methodology;
 - the framework for national reports;
 - draft user or investigation guide with stakeholders.
 - Exploitation of national reports:
 - Qualitative and quantitative analysis of national reports;
 - o Extraction of relevant information for the preparation of the regional summary.



1.4 Report drafting plan

6. The current summary of the Study on the analysis of national institutions and ongoing/planned initiatives in the Volta Basin has been drawn out of national reports prepared on the six countries. It is in four parts: presentation of the policy, standard and institutional framework; analysis of national and regional institutions operating in the Basin; formulation of the training programme on transborder river basin management; preparation of a collaborative plan between the GEF/Volta Project and the ongoing and/or planned initiatives in the Basin. The regional summary also includes formulation and collaborative plans as appendices.

2. Policy and standard framework for the management of the Volta Basin

2.1 Policy framework

- 7. The policy framework for the management of water resources in the Volta Basin countries is made up of policy documents and strategies adopted by the former to ensure sustainable management of water resources and, beyond it, the environment. In the area of water resources, some countries already have a policy document (Burkina Faso, 1998) while others have several informal documents in which their water management strategies have been defined (Togo). In more concrete terms, all countries within the Basin are at various levels of commitment to the IMWR process. Burkina Faso and Mali have drawn up national action plans for IMWR. Burkina Faso and Côte d'Ivoire have recently done an evaluation of the IWMR process. Togo, on her part, has just begun the process.
- 8. In a more general area relating to the environment, majority of countries can boast of environmental policies, global or sector-based environmental action plans.
- 9. Besides, sub-regional integration organizations to which the countries of the Basin belong have developed policy documents on water and environment. A case in point is the ECOWAS which has adopted two major documents in the area of water, Project Coordinating Unit (PCU) of ECOWAS (2001) and the Policy document on water resources in West Africa (2007). The institution has also adopted the Environmental policy for West Africa (2008). WAEMU, on its part, adopted the Agricultural policy of the Union (APU, 2001) and the 2008 Common policy on the improvement of the environment.
- 10. The policy documents on water resources and environment as well as those of the countries of the Basin and other sub-regional organizations are captured in Table 1.

Country	Policy framework: Water	Policy framework: environment
BENIN	Integrated management of water resources strategy (IMWR) (being drawn up)	 Environmental Action Plan(1993) National Agenda 21 (1997) National Strategy for biodiversity management and action plan
		 National Action Plan on fight against desertification (PANLCCD)
		National Strategy on fight against air pollution
		National Strategy on management of wetlands
BURKINA FASO	• Water policy and strategy (1998)	National Action Plan/Fight
	• Action Plan for the integrated	against desertification (2000)

Table 1: Summary of water and environmental management policy documents (countries of the Volta Basin and sub-regional organizations)



	 management of water resources (PAGIRE, 2003) National programme on provision of potable water (PN-AEP) 	 National policy on the environment (2007) Environmental plan for sustainable environment (at completion stage)
CÔTE D'IVOIRE	Policy on integrated management of water resources (prepared and awaiting adoption)	• National environmental policy (prepared and awaiting adoption)
GHANA	 Nation Water Policy IMWR Action Plan for three basins: Densu, Ankobra, White Volta 	• National policy on environment
MALI	 National Water Policy National Action Plan on Integrated Management of Water Resources 	National policy on environmental protection
TOGO	Policy and strategies for the integrated management of water resources (IMWR) (draft)	 National Environmental Policy (1998) National Action Plan on the environment
ECOWAS	 ECOWAS Regional Plan of Action on the integrated management of water resources Policy document on water resources in West Africa 	 Regional programme on fight against floating plants (1996) Environmental policy for West Africa (2008)
WAEMU		 WAEMU Agricultural policy of the Union (APU) (2001) WAEMU Common policy on environmental improvement (2008)

2.2 Standard framework

- 11. The standard framework for the management of water resources in the various countries is quite full of substance. Internally, this legislative framework is made up of various legislative documents and statutory instruments on water. Some of these documents such as national laws on water are specific to the water sector (Benin, 1987 but being currently revised; Côte d'Ivoire, 1998, currently under revision; Mali, 2002; Burkina Faso, 2001; Ghana, 2001) while others, such as the framework laws on the environment (Togo), are generally on natural resources. The latter does not have a specific law on water but is governed by the Environmental Code.
- 12. Beyond water resources, the Volta Basin countries have a well-developed standard framework on the environment.
- 13. One must also take into account the sub-regional organizations that have international instruments on environment and water resources.
- 14. A summary of standard framework documents on management of water and environmental resources is shown in Table 2.
- 15. With regard to international conventions, the countries are signatories to several conventions directly or indirectly related to water resources. A summary on conventions ratified by every riparian country is shown in Table 3.



Table 2: Summary of the standard framework documents on water and environmental management (countries of the Volta Basin and sub-regional organizations)

Country	Standard framework: water	Standard framework: environment
BENIN	Law no. 87-016 passed on 21 st	Law on forests (1993)
	September 1987 on water code	Framework law on environment (1999)
	(under revision)	
BURKINA FASO	Water management Act (2001)	Environmental code (1997)
	-	Forest code (1997)
CÖTE D'IVOIRE	Law no. 98-758 of 23 rd December	Law no. 96-766 of 3 rd October 1996 on
	1998 on Water code	the Environmental code, 43 pages
		Law no.2002 of 11 th February 2002 on
		the establishment, management and
		funding of national parks and natural
		reserves
GHANA	Water Resources Commission	The Environmental Protection Agency
	Act, 1996 (Act 522)	(EPA) Act, 1994 (Acct 490);
	Water Use Regulations 2001, LI	Regulations 1999 (LI 1652)
	1962	
	Drilling License and	
	Groundwater Development	
	Regulations (2006)	the second se
MALI	Law No. 02-006 of 31 st January	Law No. 95-004/AN-RM of 18 th
	2002 on Water Code	January 1995 establishing the
		conditions for the management of
TOCO		forest resources
TOGO		Framework Law No. 2008-005 of 30 th
ECONIAG		May 2008 on the environment
ECOWAS	Decision no. A/DEC.5/12/01 of 21 st December 2001on the	Decision no. A/DEC-5/10/98 of 31 st
	establishment of a Permanent	October 1998 on the regulation of
		transhumance among member states on ECOWAS.
	Coordinating and Monitoring Framework of the Integrated	ECOWAS.
	Management of Water Resources	
	in West Africa (CPCS/GIRE/AO)	
WAEMU	in west Annea (Cr C5/OIKE/AO)	Regulation no. 07/2007/CM/UEMOA
		of 6 th April 2007 on health safety of
		plants, animals and foods within
		WAEMU.

Table 3: Conventions, treaties and protocols ratified by the Volta Basin countries

Title of Convention	Countries that have ratified the convention
• African Convention on the conservation of nature and natural resources	Benin, Burkina Faso, Togo
• Convention on wetlands of international importance especially as the habitat for water birds	Benin, Burkina Faso, Togo
• Convention on the protection the world, cultural and natural heritage.	Benin, Burkina Faso
Convention on international trade in endangered fauna and flora species	Benin, Burkina Faso
• Convention on the conservation of wildlife migratory species	Benin, Burkina Faso
• Convention on the conservation of wildlife and the natural environment	Burkina Faso
Framework convention on climatic change	Burkina Faso, Togo
Convention on biological diversity	Benin, Burkina Faso, Togo
• International Convention on the fight against desertification in countries	Burkina Faso, Togo



suffering from drought and/or desertification	
Cartagena protocol on the prevention of biotechnological risks	Burkina Faso

3. Analysis of national/regional institutions within the Basin

3.1 Identification of relevant institutions for the management of the Volta Basin

16. The analysis of institutions operating in the Volta Basin begins with the identification of these institutions. By this method, several institutions operating in the six countries of the Volta Basin, with mandates related to the general integrated and sustainable management of natural resources and often water resources specifically, have been counted. Their priorities of intervention are also varied but general in nature.

3.1.1 Institutions under state control

17. For the entire 6 riparian countries of the Volta Basin, these institutions are essentially:

- central government institutions: these are ministries with central management and devolved structures. Generally, the ministries which are most involved in the area of water and environment are those responsible for water resources, environment, agriculture, animal resources, energy, local government and research. They define water policy as well as the legal framework (legislative and regulatory) and ensure their application.
- public institutions: these are state divisions responsible for missions of relevance to the public and enjoy administrative and financial autonomy. They either deal specifically with the water sector or demonstrate their competence in the general area of natural resources;
- advisory bodies: they have been set up to facilitate dialogue among various stakeholders operating in the water sector. They ensure an active and balanced participation of all stakeholders by giving a focus of attention to non-state players, notably associations. These are structures with various denominations such as national boards on water, technical committees on water, etc.
- universities and research centres: they are charged with the responsibility to conduct fundamental and applied research for the acquisition of better knowledge on available water resources, propose solutions to deal with various constraints facing the exploitation of these resources and ensure quality. They enjoy administrative and financial autonomy.
- local authorities: they have, these days, become key stakeholders in water management at the local level. While their area of influence is often vast, it is mainly in the area of the provision of potable water and sanitation to the people that they mostly excel.

3.1.2 National non-state players

18. These are mainly:

• private enterprises: they participate by carrying out the building of hydraulic infrastructure.



• civil society organizations (NGOs, associations and community-based organizations): they take part in the implementation of national policy on water and environment through funding of projects and training programmes and the promotion of environmental awareness. These are local partners in the implementation of the national policy on water and have endogenous know-how on water resource management.





Table 4: Summary of k	national institutions responsible for water and environmental management in the riparian countries of the
Volta Basin	

Volta Ba		
Country	Institution	Mandate
BENIN	Directorate on the environment (DGE)	management of the environment and protection of natural resources
	Directorate for fishery and animal husbandry	management of water resources and protection of aquatic resources
	Directorate for local government	coordination of land use project at the local level
	Environmental Agency of Benin (EAB)	preparation and implementation of the environmental policy of Benin as well as the
		implementation of the environmental evaluation process in Benin
	Ministry of Energy and Water (MEW)	implementation of the national water and energy policy
BURKINA FASO	Directorate for water resources	management of water resources and establishment of related information system
	Directorate for plant production	implementation of national policy on production, natural resource management, agricultural
		extension services, support to the rural community, promotion of plant chain and monitoring
		of the processing and quality of agricultural products
	Directorate for agricultural hydraulics	design and coordination of the implementation and application of the national policy in
		agricultural and pastoral hydraulics, exploitation and protection of water resources for
	Directorate for fishery resources	agricultural, pastoral and fish production design and coordination of the implementation and monitoring of the national policy on the
	Directorate for fishery resources	development of fishery resources
	Directorate for the conservation of nature	coordination of desertification control activity, promotion of environmental assessment and
	Directorate for the conservation of nature	awareness, monitoring of the conventions on the environment
	Directorate for the improvement of the living	fight against all forms of pollution
	environment	inglit against an ionnis of ponution
	Directorate for local government	implementation of decentralization process (districts and regions)
CÖTE D'IVOIRE	Directorate for decentralization and local	Territorial administration, decentralization and civil protection management
	development	
	Quality and Environment Directorate	
	Environment policy and cooperation Directorate	
	Directorate for the protection of nature	
	Directorate for reforestation and forest registry	
	Directorate for wildlife and game resources	
	Directorate for water resources	
	Department of parks and natural reserves	implementation of national policy on conservation and sustainable management of resources
		related to parks and reserves
	Directorate for fish production	coordination of all public and private action aimed at qualitative improvement and
		intensification of maritime, lagoon and continental fish production as well as aquaculture
	Department of potable water	supply of regular potable water to urban and rural communities



GHANA	Water Directorate	focal point for coordination and harmonization of water and sanitation sector for economic growth and fight against poverty and more especially in meeting the millennium developmer goals	
	The Water Resources Commission (WRC)	in charge of regulation and water resource management in Ghana as well as the coordination of related governmental policies. It is the focal point for collaboration with all other players operating in the water sector	
	The Ghana Water Company Limited (GWCL)	responsible for planning, management and implementation of urban water supply	
	Ghana Irrigation Development Authority (GIDA)	formulates and implements plans for the promotion of sustainable development of water resources for farmers, agricultural industries and all institutions operating in the irrigation sector	
	Environmental Protection Agency (EPA)	has responsibility, among others, for the protection of water resources and the regulation of polluting releases in water. Il has responsibility over policy and formulation of environmenta standards, data collection, promotion of environmental governance and conduct of impact studies on the environment for activities that might have negative impacts on the environment and human health.	
	Ministry of Lands, Forestry and Mines	oversees management and sustainable use of land, forests, wildlife and mineral resources for the socio-economic development of the country	
	Ministry of Energy	has responsibility for hydro-electric energy supply	
	Ministry of Fisheries	has responsibility for both freshwater and sea fishing and fishery	
	Ministry of Food and Agriculture	is responsible for the development and growth of agriculture in the country with the exceptio of cocoa, coffee and forest resources	
	Ministry of Local Government, Rural Development and Environment	ensures provision of good governance in local development through formulation of decentralized rural and environmental policies. In charge of the management of liquid and solid waste through partnership between local government, NGOs and the private sector	
	Forest Commission	has responsibility for the regulation of the use of the forest and wildlife through conservation restoration, management and development	
	Water Research Institute (WRI)	does research in the water sector for socio-economic development	
MALI	National Directorate for hydraulics	management of national water resources by stock-taking and assessment of the hydraulic resource potential and the carrying-out of hydraulic works	
	STP/CIGQE	monitor the coherence of environmental protection measures; mobilize funds for the protection of the environment and fight against desertification; initiate and evaluate research, training and environmental communication activities and the fight against desertification	
	DNCN	Collaborative support for the management of the vegetation, wildlife and its habitat	
	DNACPN	taking into account of environmental matters by sector-based policies, development plans and programmes and implementation of environmental measures drawn up; provide supervision and technical monitoring for environmental impact study procedures;	



		prepare and supervise compliance with legislation on sanitation, pollution and environmenta nuisance standards;
		provides training, information and sensitization of citizens on problems related to insalubrity,
		pollution and environmental nuisance in collaboration with concerned structures,
		communities and civil society.
TOGO	Water and Sanitation Directorate	(i)proposes national policy issues related to water resources, potable water supply and
		sanitation sector; (ii) prepares and proposes legislation and regulation on water resources,
		production, distribution, consumption of potable water and supervises their application; (iii)
		draws up and implements water resource programmes, potable water supply and sanitation as
		well as public procurement programmes in the hydraulic sector; (iv) exercises authority over
		public or private enterprises of the water sector and participates in the preparation of
		investment programmes of sector public enterprises; (v) manages national and transboundary
		water resources; (vi) studies and proposes a tariff policy for the water sector.
	Department of Agriculture	Promotion of agricultural development
	Animal husbandry and Fishery Directorate	Development of the fishery sector
	Health Directorate	responsible for hygiene and sanitation
	Environment Directorate	monitors the implementation of national policy and legislation on the preservation of the
		environment, prevention and fight against pollution and environmental nuisance and the
		improvement of the living environment;
		monitor compliance with environmental standards, prescriptions, authorizations and
		environmental compliance certificates
	Department of Game and Wildlife	monitors implementation of national policy and legislation on the management of game and
		wildlife
	Department of water bodies and forests	monitors implementation of national policy and legislation on the protection of water bodies
		and forests.



Institution	Area of activity	Country of operation
Associations		
Water Users Association (WUA)	Responsible for the maintenance of dams, allocation of land to its members collection of water rates	Ghana
Consortium (IUCN-Care, CRS)	On-site study Intervention Project in the area of development of irrigated lands Collaborative support to market gardeners	Mali
NGOs		
NGO (P.E.L.C.A)	Environmental Protection and fight against illiteracy in Benin Contribute to environmental protection through rational management of resources	Benin
PNE-Benin	PNE-Benin has a mission of promoting the principles of IMWR in Benin, in the sub-region and in the world through strengthening of collaboration between member structures and the developmen of cooperation with national and international organizations with similar missions.	
Coalition of NGOs in Water and Sanitation (CONIWAS)	Provides links with its members and governmental agencies in the area of water and sanitation	Ghana

3.1.3 Regional and international institutions

- 19. Regional and international institutions comprise, on one hand, intergovernmental organizations (IGOs) which can be sub-regional, regional or universal in character and, on the other hand, nongovernmental organizations (NGOs) operating at the international level.
- 20. International institutions intervene at various levels of water and environmental policy within the countries of the Volta Basin. They contribute especially to funding of programmes and projects and to the search for higher knowledge and management of natural resources. The main sub-regional organizations operating in the area of water and environment are indicated in Table 6.



Table 6: International institutions operating in the area of water and environment within the riparian countries of the Volta Basin

Institutions	Country	Scale	Activities
ABV	Benin, Burkina Faso, Côte d'Ivoire, Ghana, Mali, Togo	Regional	Coordination strategies of management activities within the transboundary watershed Value enhancement and conservation of nature Establishment of an observatory in the Volta Basin
IUCN/GWP/WAWP (PAGEV)	Burkina Faso, Ghana	International	creation of a knowledge database to facilitate decision-making pilot activities implemented establishment of institutional mechanisms
World Meteorological Organization (WMO) (Volta-Hycos Project)	Benin, Burkina Faso, Côte d'Ivoire, Ghana, Mali, Togo	International	Installation/rehabilitation of gauging and rainfall stations, management of hydrometric and rainfall data, setting-up of the Volta Basin Observatory
CCRE/ECOWAS	Burkina Faso	Regional	Promotion of IMWR and good water governance Development of water resource management tools at the sub-regional level
WAEMU	Burkina Faso	Regional	Funding of infrastructure for potable water supply and sanitation Management of water resources and environment
WADB	Togo	Regional	Funding of infrastructure for potable water supply and sanitation
IWMI	Ghana	Regional	Management of water resources
GWP-WAWP	Burkina Faso	Regional	Promotion of IMWR and good water governance
CREPA Headquarters	Burkina Faso	Regional	Funding and building of infrastructure for potable water supply and sanitation Training on AEPA, IMWR, etc.
Development partners	Benin, Burkina Faso, Côte d'Ivoire, Ghana, Mali, Togo	Bilateral/ International	Funding of infrastructure for potable water supply and sanitation Support to the development of instruments of water resource management and promotion of good water governance.

3.2 Analysis of the capacity of national and international institutions

3.2.1 Strengths of the institutions

- 21. The institutions of the Basin have a number of strengths which are invaluable to them in their operations. The major strengths are as follows:
 - Good knowledge about the local environment;
 - The availability of competent personnel in the area of water resource management;
 - A vast array of expertise in the area of graduate training and professional development in the water trade;
 - A high level of expertise in the area of scientific research.



3.2.2 Weaknesses and constraints of players

- 22. Though institutions within the Basin can boast of a number of strengths, they also have weaknesses which militate against their efficient job delivery. The main weaknesses that deserve to be mentioned are as follows:
 - Inadequate means of action: material and financial means, technical, organizational and logistic tools;
 - Weak framework for concerted action and synergy in international watershed management;
 - Lack of financial means to undertake advanced research on themes related to efficient and sustainable management of transboundary watersheds;
 - Local government inadequacy;
 - Lack of data to enable acquisition of sufficient knowledge on natural resources;
 - Lack of competence in international watershed management;
 - Lack of research funding for the acquisition of better knowledge on the water resources of the Basin;
 - Lack of hydraulic infrastructure;
 - Inadequate training;
 - Low involvement of users;
 - Ineffectiveness of BVA due to the inability of working to bring the Convention into effect.





Country	Institution	Strengths	Weaknesses
BENIN	Ministry of Environment and Conservation of Nature Ministry of Agriculture, Animal Husbandry and Fisheries	Involvement in various environmental projects given the cross-cutting nature of natural resources; Availability of competent and qualified staff; Existence of sector-based focal points	Lack of synergy and complementarity in actions and activities; Predominance of sector visions over coordinated strategies; Activities often poorly coordinated (sometimes divergent); Administrative clumsiness in all forms; Frequent conflicts in delegation of responsibilities; Lack or difficulty of access to appropriate, dependable and coherent environmental and socio-economic data
	Environmental Protection Agency of Benin	Too much sector-based competence	has information on the existence of the project but has little grip on the objectives. It however expects that all stakeholders in a position to help the project achieve its objectives to get involved
BURKINA FASO	Directorate for water resources		Inadequate means of action: material and financial means, technical and organizational tools
	Directorate for Plant Production		Inadequate means of action: material and financial means, technical and organizational tools
	Directorate for Agricultural Hydraulics		Inadequate means of action: material and financial means, technical and organizational tools
	Directorate for Fishery Resources		Inadequate means of action: material and financial means, technical and organizational tools
	Directorate for the Conservation of Nature		Inadequate means of action: material and financial means, technical and organizational tools
	Directorate for the improvement of the Living Environment		Inadequate means of action: material and financial means, technical and organizational tools
	Directorate for Environmental Quality	Quality of human resources in forest management inadequate	Lack of financial and logistic means

Table 7: Strengths and weaknesses of national institutions

Study on the analysis of national institutions and ongoing/planned initiatives (regional summary)



	Directorate for the Conservation of Nature		
	Directorate for Wildlife and Game		
	Directorate for Water Resources		
CÖTE D'IVOIRE	Department of Parks and Natural Reserves	enjoys financial autonomy and functions differently due to the fact that NGO representatives, riparian communities of protected zones and private operators participate in it.	
	Directorate for Potable Water		
GHANA	Ministry of Land, Forestry and Mines Ministry of Energy Ministry of Fisheries Ministry of Food and Agriculture Ministry of Local Government, Rural Development and Environment	 All these ministries have been set up by legal texts which give them their mandate to operate in the country In charge of policy formulation and project implementation Has responsibility over specific agencies and departments operating directly or indirectly in integrated management, sustainable development and protection of water resources and other natural resources within the Basin 	 Inadequate trained manpower in water resources management at all levels Funds, infrastructure and logistics are inadequate Low level of motivation (regarding salaries and allowances)
	Water Resources Commission (WRC) Ghana Water Company Limited (GWCL) Ghana Irrigation Development Authority (GIDA) Environmental Protection Agency (EPA)	These big state agencies have been mandated to construct and ensure the maintenance of water and irrigation infrastructure, water allocation and distribution	They could benefit from training in integrated management of water resources in transboundary basins offered by their policy- making bodies
MALI	National Water Directorate (NDH)	Qualitatively, all water management specialties are fairly represented on NDH	Sector-based management of water problems; Imbalance between the capacity of human resource structures, means of operation and the missions pursued; Overlapping of competences within state structures in the area of water resource management; Lack of national structure solely responsible for the management of water resources within the existing institutional machinery; Inadequacy of self-generated resources for continuous running of activities;



			Weak coordination with players in other areas (health, agriculture, environment, etc.); Low involvement of users.
	STP/CIGQE	Expertise in the area of environment; Development of a network of partners on environment; Programme for management of information on environment;	STP is not represented at the local and regional levels
	DNCN	Devolved supervision (CN Regional directorate, Local service on CN in cells and groupings in the wards). Could put together several small communities	
	DNACPN	Devolution even to the level of local communities	Inadequate equipment and means of communication
TOGO	Water and Sanitation Directorate	Existence of national policy on potable water supply to rural and semi-urban communities	failure to adopt laws on water resources; Fragmentary and sector-based management of water problems; as a result, inefficient coordination among players; lack of coordinating structures or state of lethargy of existing ones (National Water Committee)
	Department of Agriculture		
	Animal Husbandry and Fisheries Department		
	Directorate for Environment		
	Department for Water Bodies and Forests		



4. Training plan on international watershed management

4.1 Review of proposed national training programmes

- 23. Training programmes in international river basin management have been proposed by national consultants after having done consultations and surveys involving stakeholders of the Volta Basin.
- 24. The training envisaged within the framework of the Regional training programme aims at building the capacity of national institutions in international watershed management. Although some countries have proposed basic (certificate) training, it has not been accepted due to its scope and duration in relation to the entire duration of the project. Only follow-up training in the form of building capacity for stakeholders through short training sessions has been embraced.
- 25. Some training activities have been identified and proposed in several countries, a sign of their importance for the Basin. These are the training activities (common at least to two countries) that have been proposed as part of the priority regional training programme.
- 26. Training activities proposed by national consultants have been classified according to several criteria. However, they can be put into two large categories corresponding with the two specific training objectives mentioned below.

4.2 Details of the proposed regional training programme

4.2.1 Objectives of the Regional Training Programme and Training themes

27. **General objective:** Build the capacity of national institutions in international watershed management.

28. Specific objectives:

- Specific objective no.1: Build the technical capacity of institutions in the management of transboundary river basins.
- Specific objective no.2: Build the managerial capacity of institutions in the management of transboundary river basins.
- 29. The following are the technical capacity building activities:
 - Training in ecological and hydrological monitoring of the Basin (information system on water);
 - Training in data base management and MIS of the Basin;
 - Training in climate change and water resources of the Basin (vulnerability, adaptation);
- 30. Managerial capacity building activities:
 - Training in IMWR in the Basin;
 - Training in information and data exchange on the Basin;
 - Training in environmental risks and early warning system in the Basin;
 - Training in project management (design, implementation, monitoring-evaluation);
 - Training in strategic and operational planning in the Basin;
 - Training in international negotiation for the management of a transboundary basin;
 - Training in environmental law and policy (national laws and international conventions);
 - Training in TDA/PAS processes;



- 31. Considering the high number of proposed training themes, it should be judicious to select three of them that can be funded by the GEF/Volta Project. These are specifically:
 - Training in international negotiation and international law on the management of transboundary basins;
 - Training in IMWR;
 - Training in ecological and hydrological monitoring of the Volta Basin with emphasis on MIS;

4.2.2Target groups

32. Target groups refer to the beneficiaries of the training indicated. These are, depending on the training activities, staff of hydrological services, other participating public organisations (central and decentralised governments, local governments, public entities and advisory bodies), some NGO staff, grassroots community associations and organisations, as well as those from the private sector.

4.2.3Implementation strategy of the training plan

- 33. The implementation strategy of the regional training plan for the management of river basins will necessarily include the following aspects:
- Identification of training institutions;
- Definition of the respective roles of the project coordinating units, coordinators and national focal points;
- Organisation of meetings with the relevant institutions for the harmonisation and confirmation of capacity building needs;
- Identification of the appropriate persons that may benefit from the training;
- Choice of the institution or institutions authorised to carry out the training;
- Mobilisation of possible additional financial resources;
- Programming of training;
- Identification of country of training;
- Organisation of training.
- 34. The implementation strategy of training activities on management of transboundary river basins must give pride of place to the VBA which is, ultimately, the final beneficiary of the project's activities. Indeed, the sustainability of the GEF/Volta project will largely depend on the capitalisation of its results by the VBA. Thus the involvement of the VBA could take two forms:
- Appointment of a person to be involved in the training activities (from planning to execution) to facilitate capitalisation of results of the training by the institution;
- The VBA could host or co-sponsor one of the training sessions, also with a view to ensuring a better capitalisation.

4.2.4 Duration and timing of the training plan

35. The approved training courses are short term ones, lasting 15 days on the average. In the light of their technical nature, some courses could, as the case may be, be scheduled for a longer period, the maximum of which shall be 30 days. The timing for the training will be over a period of three years to take into account the rest of the project period.



36. Table n°8: Training Schedule

Training Modules	Training	Duration of training
Training in international negotiation and	Yr 1	15 days
international law on transboundary river		
basin management		
IWRM training	Yr 2	15 days
Training on ecological and hydrological	Yr 3	15 days
monitoring of the Volta Basin, with special		
emphasis on GIS		

•

4.2.5 Monitoring and evaluation of the training plan

- 37. The monitoring and evaluation will be carried out by the GEF project in association with local partners identified within the Basin and which are participating in the collaboration programme. The monitoring and evaluation will seek to understand the evolution of training activities in terms of planning, objectives and expected outcomes. It allows for a constant re-adaptation in the implementation of activities, in case of dysfunction, to ensure the best results.
- 38. The main phases of the monitoring and evaluation mechanism: The institutional capacity building plan is a planning document. As such, it remains a reference document for the drawing up and implementation of training programmes for institutions. In order to ensure greater sustainability of these courses, it is imperative to put in place a monitoring and evaluation system. A monitoring and evaluation system is a method of organisation that relies on a mechanism built around stakeholders, tools, indicators and procedures that are used at each stage of the monitoring and evaluation.
- 39. Mid-term Evaluation:
- The mid-term evaluation is meant to ensure the effective implementation of the training plan. It seeks to ensure compliance with the timetable, achievement of intermediate objectives of the training plan and of its prospects for implementation with the primary objective of refocusing the implementation for the achievement of results at the end of the training programmes.
- The mid-term evaluation of the training plan shall be carried out after two training sessions, to allow for the resulting conclusions to be representative, for the recommendations to be applied during the last training session and for the States to be able to integrate them in their national training programmes.
- It shall be conducted by independent sources (consultants) on the basis of the TOR. The following tools shall be made available to the consultant:
- Interviews with all those involved in the regional training programme;
- o document of the GEF/Volta project;
- all documents of the regional training plan (topics of training, content of training, timetable of training etc.);
- o evaluation form filled by participants at the end of each training session ;
- report on the training;
- The training report shall be sent to the PCU with practical recommendations that can be immediately implemented. The results of the evaluation shall be distributed to the VBA, participants, donors, focal points and national coordinators...

40. Final evaluation:

• This will be done at the end of all the trainings to be carried out. This should allow for evaluation of the training plan, notably the results achieved. The objective at this stage would be to ensure that the recommendations of the mid-term evaluation have been implemented, that knowledge was effectively imparted and that the professional competence of participants has been improved.



41. Follow up evaluation:

- It makes it possible to appreciate if the competences acquired are put to the service of the relevant administrations and institutions. The objective is to determine how participants are serving their respective institutions with their newly acquired skills.
- This will be conducted at least, two years after the end of the training plan and probably the GEF/Volta project. This is why it will be conducted through governments that are involved in the project. These are the very governments that will be using it for the development and implementation of future training programmes.
- It will use the same tools mentioned above, in addition to the final evaluation report.
- Daily monitoring:
- The monitoring of the training plan shall be done as a complementary activity to the evaluation. This shall be a daily activity internally conducted by the PCU (together with all participants) to allow for the implementation of the training plan under the best conditions. This will consist in the resolution of problems as and when they arise. It is, therefore, a continuous activity of refocusing the implementation of the training plan.
- The VBA must be effectively involved in every monitoring and evaluation activity, given that the latter is the ultimate beneficiary of the project and, therefore, has an interest in ensuring sustainability of the project.

4.3 Ancillary regional training plan

- 42. The ancillary regional training plan entails activities chosen by a State, but which may be of interest to other States. These training activities may be of interest to other States due to their relevance and the possibility of replicating them under similar conditions.
- 43. In the event that all the activities envisaged in the regional training plan were implemented within the stipulated time frame, some activities of the ancillary plan could be undertaken upon request of the States where they were identified. They can play a significant complementary role in the strengthening of competences of national institutions in the management of transboundary basins. These are:
- Benin:
- o Training in good environmental management for the management of the Basin
- Training in land issues in the Basin
- Burkina Faso:
- o Training in gender and water resources in the Basin
- Training in alternative conflict management in the Basin.
- o Côte d'Ivoire :
- o Training in the measurement of raw water quality
- Training in land degradation in the Basin
- Training the preservation of the biodiversity of the Basin
- o Training in the management of natural resources of the Basin



5. Collaboration with ongoing and/or planned initiatives

5.1 Priorities in the basin

- 44. Concerns in the basin vary remarkably depending on the mission of the institutions operating there. Most of the concerns of the institutions have been identified as follows:
- Better use of natural resources (agricultural, hydraulic and fisheries);
- Technical, organisational and financial capacity building for stakeholders;
- Promotion of good practices in the management of the basin;
- Water resource management and protection;
- Water and sanitation works;
- Supply of potable water to the people;
- Training and sensitisation;
- Research.

5.2 Ongoing/planned Initiatives and their link with the project

• There are many regional initiatives in the Volta Basin which have links with the GEF/Volta project and it is therefore imperative to take such initiatives into consideration in order to optimise the outcomes of each. A succinct presentation on these initiatives and their links with the GEF/Volta project is therefore necessary.

45. The major initiatives of concern to the GEF/Volta project are:

- The consolidation of institutional arrangements within the framework of the VBA: this is to facilitate the ratification of the Volta Basin Agreement so that the VBA can become operational. Indeed, as long as the agreement is not ratified by at least, 4 out of the 6 countries, it cannot take effect. Indeed, the countries cannot make statutory contributions when the Convention has not taken effect. Meanwhile, these contributions are crucial for the running of the permanent organs and recruitment of permanent staff for the VBA. As of 1st April 2009, the situation in terms of ratification was as follows: Two countries had ratified the convention (Burkina on 30th October, 2007, Mali on 23rd April, 2008), Two others are in the process of ratifying (Ghana on 5th November 2008, Togo on 7th November 2008). The parliaments of these two countries have made laws for the ratification but the ratification instruments have still not reached the depository of the convention. The conditions, therefore, seem to have been met (with 4/6 ratifications) for the VBA Convention to come into force. The non payment of State contributions, due to the non ratification of the convention, has made it difficult to set up other organs of the VBA, apart from the Executive secretariat. The VBA's initiative of consolidating institutional arrangement requires close collaboration with the GEF/Volta project because the entry into force of the Convention and the effective commencement of operations will enable VBA take ownership of the TDA, SAP and other related documents.
- Establishment of an environmental and water resource observatory in the Volta basin; the VBA has taken steps to create an environmental and water resource observatory which is expected to help in finding out environmental conditions in the basin in order develop programmes for its sustainable management. The creation of the observatory is still ongoing. The Volta Basin observatory will be closely linked with the GEF/Volta Project. This observatory is expected to collaborate with the project in setting up a project database as well as in the development and application of its hydrological and hydrodynamic models, while other thematic studies could be carried out in a joint or coordinated manner.
- European water Initiative: In a follow up to the World Sustainable Development Summit held in Johannesburg in 2002, the European Union and African countries agreed to build strategic



partnerships in the Integrated Water Resource management as a contribution to the attainment of the Millennium Development Goals. Thus a working group chaired by the French Foreign Minister with the endorsement of the European Union and the Council of African Ministers in charge of water resources (AMCOW) was set up. The group decided to initiate two programmes; one on transboundary water resources and the other on drawing up a national IWRM programme. Concerning the transboundary water resource management programme known as « Transboundary Basins », there is the need to build management capacity for the transboundary basins but to also enable each of the six countries to have the right capacity for a sustainable management of the part of the basin under their jurisdiction. Consequently, five out of the six transboundary basins in four African sub regions have been earmarked on pilot basis; The Orange-Sengu Basin (Southern Africa), Lake Chad (Central Africa), Lake Victoria Basin and the Kagera River Basin (East Africa), Niger and the Volta Basin (West Africa). The European initiative on the Volta basin aims at contributing a reduction of poverty, food insecurity and land degradation in the Volta basin through equitable and sustainable water resource management. To do this, seven activities have been selected from the outset (Drawing up a water basin policy document, drawing up the Basin convention, adoption/ratification of the convention, establishment of the basin authority, adaptation of national institutional frameworks; sensitising stakeholders in water resources in each of the states). The project has had a number of setbacks and could only commence operations in the last quarter of 2008. The project has however collaborated with the GEF/Volta project because it has a capacity building (training) component and also because it can help in setting up a project database.

- The Volta-HYCOS Project: The Volta-HYCOS Project (Volta-Hydrological Cycle Observing System) is a component of the WHYCOS (World Hydrological Cycle Observing System) which covers several countries worldwide. The WHYCOS Programme is based on the WMO's initiative which decided in 1993 to set up the Word Hydrological Cycle Observing System "based on a world network of reference stations (hydrological observatories) which transmit data in real (if possible) via meteorological satellites of the World Weather Watch, with the view to developing national, regional and international databanks with high quality, coherent and constantly updated data on the flow of rivers, water quality and other climatic changes". The objective is to put in place, at the regional level, water resource information systems designed to be used in the integrated water and water basins management. This will provide the need information and hydrological products to the user community for sustainable water resource management in the shared river basins. The Volta Hycos project is closely linked to the GEF/Volta project and can contribute to the following activities; setting up a database, developing and applying hydrological and hydrodynamic modules models; thematic research, implementation of demonstration projects; capacity building (training).
- The "Improving Water Governance in the Volta River Basin (PAGEV) is derived from one of the joint initiatives between UICN/BRAO and the Global Water partnership. This covers mainly Ghana and Burkina Faso who alone cover about 85% of the Basin's area and who depend heavily on the Volta for hydroelectricity production, irrigation and supply of potable water to urban and semi-urban areas. The PAGEV project took three years (2004-2006). The objective of the project was to contribute to equitable and sustainable management of the Volta through international cooperation by improving "the management of water in the basin by reaching a consensus on key water management principles and institutionalised coordination mechanisms". A second phase of the PAGEV project is at the negotiation stage and is expected to end in January 2009 with a new Volta basin water governance project which will take three years. This second phase is expected to consolidate the gains of PAGEV 1 and make the necessary adjustments on the basis of lessons drawn from the first phase. The long term objective of PAGEV 2 is to improve the living conditions of people living along the Volta river basin through sustainable transboundary management and integrated water and ecosystem management in the Volta basin. The project has three main pillars; providing assistance in decision making, field interventions and improvement of the basin's governance. Concerning the third pillar, it is expected that the institution in charge



of consolidated governance at the community and sub-basin levels, which will allow for proper handling of concerns related to water resource development on the principle of subsidiarity. A water chart on the basin is expected to be drawn based on the objectives and activities of PAGEV in collaboration with the GEF/Volta Project in such joint activities as public participation and setting up of a database. It could also assist the GEF/Volta project in these two areas.

- The GLOWA-Volta project: The Glowa-Volta project is a component of the GLOWA project carried out in many developing countries as part of collaboration with the Federal Republic of Germany. This interdisciplinary project launched in May 2000 and expected to contribute to sustainable water resource management in the Basin, aims at analysing the physical and socioeconomic factors in the hydrological cycle of the Volta Basin within the context of climate change. This includes providing policy, with the scientific data they need to take decisions in choosing alternatives in sustainable development strategy and the development of land along the Volta basin. The GLOWA project has conducted many studies including the analysis of hydrographical data from the colonial era, simulations, modelling on the Basin's water resources. These research operations are being used today as database to gain better knowledge about the Basin and how to manage it on a sustainable basis. The researched focused on three priority areas; the atmosphere, land management and use of water resources. The project, implemented by research institutions from Germany, Ghana and Burkina Faso was in three phases (2000-2003; 2003-2006; 2006-2009). Findings of the GLOWA-Volta research work were presented at the Ouagadougou Conference held from 25th-28th August 2007 on "Global Change and Water Resource in West Africa". The finding made by the Glowas-Volta project would be a useful contribution to its database.
- GTZ sensitisation and public participation: GTZ's ongoing public sensitisation and participation project aims at strengthening partnerships and collaborating with national focal points to sensitise the populations about the VBA and its activities. This includes public participation and capacity building (training) activities and could be useful to the GEF/Volta project.
- The CGIAR Challenge Program on Water and Food. Volta basin Coordination: this programme aims at contributing to the attainment of the development objectives through partnerships and development of institutions such as policy makers and NGO organisations to produce more scientific outcomes geared towards development and the implementation of an integrated process based on collaboration. This programme which will soon enter its second five-year phase is developing a project database of shared activities with the GEF/Volta Project such as capacity building (training), thematic research, promotion and participation of stakeholders as well as the application of hydrological and hydrodynamic models.

46. A summary of ongoing/planned initiatives in the Volta river basin in Table No. 9.



Initiative	Objective	Situation	Link with the GEF-Volta Project	Donor/Implementation Agency
Consolidation of institutional arrangements (VBA)	Facilitate ratification of the Convention on the Volta Basin Establish permanent organs of	VBA Convention signed by riparian countries	Ownership of the TDA, SAP and related documents	SIDA/UICN and ECOWAS/UCRE
	the VBA Appoint/recruit permanent VBA staff	Convention ratified by 2 of the 6 countries ; Burkina Faso and Mali		
Setting up of water and environmental resource observatory for the Volta Basin	Facilitate the diagnostic of environmental conditions of the basin so as to implement activities for sustainable management of the basin	A financial agreement has been signed between AFD and the VBA Delay in the commencement of activities due to the fact that the VBA Convention has not taken effect	Setting up a project database Development and application of hydrological and hydrodynamic models Theme research	GEF-France, SIDA/UICN
EU Water initiative	Contribute to reduction in poverty, food insecurity and degradation of land in the Volta basin through equitable and sustainable water management	The project has delayed. It finally commenced in the third quarter of 2008	Capacity building (training) Setting up of a project database	EU/ECOWAS/UCRE
Volta HYCOS	Establish national hydrological networks to give access to relevant and coherent information.	The project aims at facilitating historical data collection and ensuring the creation of national partnerships in the use of equipment and data management. Data collection by countries has not yet began	Setting up of a development project data base and application of hydrological and hydrodynamic models. Theme research Implementation of demonstration project Capacity building (training)	ADB, WMO
UICN/PAGEV	Helping Burkina Faso and Ghana to agree on basic principles of managing water resources and establish a collaborative framework for shared water resource management.	UICN/PAGEV signed an agreement with VBA in January 2007 and supported basic operational activities.	Public participation in building the project database	SIDA/UICN

Table 9 : Summary report of ongoing/planned initiatives and linkages with the project



Initiative	Objective	Situation	Link with the GEF-Volta Project	Donor/Implementation Agency
GLOWA Volta Project	Setting up an efficient support	GLOWA Volta project (GVP)	Building a project database	Germany
	to decision making in water and land management	signed a memorandum with the VBA in 2007	Theme research	
Public sensitisation and participation (GTZ)	Strengthening relations with partners. Collaborating with national focal points to sensitise the populations through the activities of the VBA	Ongoing. Following preliminary negotiations with GTZ, a consultant will be recruited to evaluate the proposed project	Public participation and capacity building (training)	GTZ, SIDA/UICN, ECOWAS/UCRE
CGIAR Challenge Program on Water and Food. Volta basin Coordination (including the BFP –Volta project)	Contribute to attainment of the development goals through partnerships and strengthening of institutions such as policy makers, NGOs. Produce more scientific results designed towards the development Facilitate implementation of an integrated research based on collaboration	Final year of Phase 1 (5 years)- Second phase approved (2009- 2013)	Developing a project database. Building capacity (training) Theme research Stakeholder participation Development and application of hydrological and hydrodynamic models.	World bank and developed countries



5.3 Concerns and perceptions of stakeholders about the GEF/Volta Project

47. With the exception of Burkina Faso where almost all its institutions have a good knowledge of the GEF/Volta project (through its components), the situation is different in other countries. In Cote d'Ivoire, Togo only a few institutions have real knowledge about the project and only the administrative managers in charge of water and the environment have any knowledge about the project. Certain stakeholders, especially those at the decongested and decentralised level in Togo, have deplored their non involvement in drawing up the project.

48. On the contrary, institutions in all the states have shown interest in the GEF/Volta Project and are willing to collaborate with the project in a programmed and catalyst approach. Indeed, the project's objectives are in line with those of the national institutions in the area of development. The GEF/Volta project intends to begin an integrated and sustainable management of natural resources with the involvement of all the stakeholders engaged in the fight against desertification and its effects. This is expected to lead to the creation of a technical, organisational, institutional, political and legislative environment that promotes the rehabilitation of degraded lands as well as proper natural resource management. The key elements of this intervention are the partnerships, the innovative restoration technology, sustainable use of land, common management of natural resources, involvement of all stakeholders, capacity building in the management of catchment areas. These same objectives and principles guide the national institutions working on the basin.

- 49. Consequently, the implementation of the project does not require any particular adaptation of current legal and institutional mechanisms. It easily fits into the existing legal and institutional framework.
- 50. Certain concerns have been raised about the project. These include lack of visibility of coordination at the national level as well as an imbalance between national counterparts and the direct effects of the project at the national level.

5.4 The Regional collaboration plan

5.4.1 Relevance and objectives of the collaboration plan

- 51. The GEF/Volta project is being implemented in the Volta basin where there are other ongoing or planned projects. The GEF/Volta project cannot sideline these other projects without risking or even compromising the attainment of its own objectives which is fundamentally dependent on the involvement of stakeholders.
- 52. Taking cognisance of other projects in the country, beyond coordination, requires the establishment of proper collaborations in carrying out activities as part of the project. This will be done through a collaboration plan which will set out the various modalities of collaboration.
- 53. National reports have given birth to a collaboration plan with ongoing and/or planned initiatives in the Volta basin. This plan was established on the basis on a survey on these initiatives in each of the six basin countries and on activities carried out within the framework of the GEF/Volta project in which these initiatives are expected to participate.
- 54. The general aim of collaboration is to build a partnership between ongoing and/or planned projects in the implementation of the GEF/Volta Project in order to realise its objectives.
- 55. The specific targets are as follows:
 - To foster the participation of collaborative institutions in the implementation of the GEF/Volta project;
 - to ensure complementarity and synergy between GEF/Volta Project activities and those of other ongoing or planned projects ;



• to assist the GEF/Volta project in attaining its objectives.

5.4.2 Activities that require collaboration with other initiatives and institutions

- 56 As part of attaining its objectives, the GEF/Volta project has put in place a series of activities in which institutions, regional initiatives and national institutions will be involved. These activities have been categorised into three specific objectives each with its own set of activities.
- 57. This participation fits in the collaboration plan which indicates the expected activity for each institution. Certain activities involve several collaborative institutions though other institutions can participate in several activities. It is however important to ensure that this does not overstretch the capacity of institutions to participate because some may not (due to diverse reasons such as lack of personnel) effectively participate in several activities at a time. This situation could compromise their ability properly carry out their activities.
- 58. Table 10 is a summary of areas of collaboration with national and regional institution/initiatives.





Specific objectives	Activities	Collaborative regional institutions/initiatives	National institutions
Specific objective No.1: Build capacity, improve public knowledge and involvement in order to sustain efficient management of the Volta catchment area.	Set up project management structures at the regional and national levels	Consolidation of institutional arrangements (VBA)	Ministry of Energy and Water Resources (MEE, Benin) ; Water Resources Authority (DGRE, BF) ; Water Resources Authority (CI) ; Water Resources Commission (WRC, Ghana) ; National Hydraulic Authority (Mali) ; Water and Sanitation Authority (Togo)
	Identify and establish links of collaboration/cooperation with national and regional projects/initiatives, develop and set up a collaboration plan	All regional initiatives	Ministry of Energy and Water Resources (MEE, Benin) ; Water Resources Authority (DGRE, BF) ; Water Resources Authority (CI) ; Water Resources Commission (WRC, Ghana) ; National Hydraulic Authority (Mali) ; Water and Sanitation Authority (Togo)
	Identify training needs and organise trainings on the catchment for senior managers of key national institutions.	EU Initiative on consolidating institutional arrangements (VBA), sensitisation and participation of the public (GTZ) CGIAR Challenge Program on Water and Food. Volta basin Coordination (including BFP –Volta project)	Ministry of Energy and Water Resources (MEE, Benin) ; Water Resources Authority (DGRE, BF) ; Water Resources Authority (CI) ; Water Resources Commission (WRC, Ghana) ; National Hydraulic Authority (Mali) ; Water and Sanitation Authority (Togo)
	Prepare and analyse the stakeholder matrix, develop and implement modules of sensitisation on the international catchment areas.	Sensitization and participation of the public (GTZ) CGIAR Challenge Program on Water and Food. Volta basin Coordination (including the BFP –Volta Project) VBA	Ministry of Energy and Water Resources (MEE, Benin) ; Water Resources Authority (DGRE, BF) ; Water Resources Authority (CI) ; Water Resources Commission (WRC, Ghana) ; National Hydraulic Authority (Mali) ; Water and Sanitation Authority (Togo)
	Put in place a public participation plan	UICN/PAGEV VBA CGIAR Challenge Program on Water and Food. Volta basin Coordination (including the BFP –Volta project)	Ministry of Energy and Water Resources (MEE, Bénin) ; Water Resources Authority (DGRE, BF) ; Water Resources Authority (CI) ; Water Resources Commission (WRC, Ghana) ; National Hydraulic Authority (Mali) ; Water and Sanitation Authority

Table N° 10. Summary of activities that require collaboration with institutions and ongoing/planned projects



Specific objectives	Activities	Collaborative regional institutions/initiatives	National institutions
			(Togo)
	Inventory and analysis of existing data	Setting up an environmental and water resources observatory for the Volta basin EU Water Initiative Volta HYCOS UICN/PAGEV GLOWA Volta Project CGIAR Challenge Program on Water and Food. Volta basin Coordination (including the BFP –Volta project)	Ministry of Energy and Water Resources (MEE, Bénin) ; Water Resources Authority (DGRE, BF) ; Water Resources Authority (CI) ; Water Resources Commission (WRC, Ghana) ; National Hydraulic Authority (Mali) ; Water and Sanitation Authority (Togo)
	Develop and put in place a system for disseminating information at the regional and national levels.	Setting up an environmental and water resources observatory for the Volta basin Volta HYCOS	Ministry of Energy and Water Resources (MEE, Benin); Water Resources Authority (DGRE, BF); Water Resources Authority (CI); Water Resources Commission (WRC, Ghana); National Hydraulic Authority (Mali); Water and Sanitation Authority (Togo)
	Carry out a feasibility study for the setting up of a VBA Observatory.	Establish a water and environmental resource observatory associated with the Volta basin.	Ministry of Energy and Water Resources (MEE, Benin); Water Resources Authority (DGRE, BF); Water Resources Authority (CI); Water Resources Commission (WRC, Ghana); National Hydraulic Authority (Mali); Water and Sanitation Authority (Togo)
	Design hydrological and hydrodynamic modules of the Volta basin and the downstream coastal areas.	Establishment of a water and environmental resources observatory associated with the Volta basin EU Initiative of Volta Water HYCOS UICN/PAGEV Project GLOWA Volta CGIAR Challenge Program on Water and Food. Volta basin Coordination (including the BFP –Volta project)	Ministry of Energy and Water Resources (MEE, Benin) ; Water Resources Authority (DGRE, BF) ; Water Resources Authority (CI) ; Water Resources Commission (WRC, Ghana) ; National Hydraulic Authority (Mali) ; Water and Sanitation Authority (Togo)
	Carry out thematic studies on: (i) water flow within the region (ii) relations between the Volta catchment and the downstream coastal areas by using the ICARM concept.	Setting up an environmental and water resources observatory for the Volta basin Volta HYCOS	Ministry of Energy and Water Resources (MEE, Benin) ; Water Resources Authority (DGRE, BF) ; Water Resources Authority (CI) ;


Addressing Transboundary Concerns in the Volta River Basin and its Downstream Coastal Area

Specific objectives	Activities	Collaborative regional institutions/initiatives	National institutions
			Water Resources Commission (WRC, Ghana) ; National Hydraulic Authority (Mali) ; Water and Sanitation Authority (Togo)
	Develop and regularly update the project database and website	Setting up an environmental and water resources observatory for the Volta basin EU Water Initiative Volta HYCOS UICN/PAGEV GLOWA Volta Project CGIAR Challenge Program on Water and Food. Volta basin Coordination (including the BFP –Volta project)	Ministry of Energy and Water Resources (MEE, Benin) ; Water Resources Authority (DGRE, BF) ; Water Resources Authority (CI) ; Water Resources Commission (WRC, Ghana) ; National Hydraulic Authority (Mali) ; Water and Sanitation Authority (Togo)
Specific objective n° 2: Develop the legal, regulatory and institutional framework as well as management of the catchment area	 Collect data, information and national/regional documents, and update the situational analysis. 	Consolidationofinstitutionalarrangements (VBA)IUCN/PAGEV,GWP-WAWP,	Authorities in Charge of water resources as well as environmental authorities in 6 states.
in order to find solutions to the transboundary concerns about the Volta catchment and the downstream coastal area.	 Review, update and finalise the document of the transboundary diagnostic analysis. 	CERDEAO/CCRE, EU Volta Project, GTW, GLOWA, IWMI	Authorities in Charge of water resources as well as environmental authorities in 6 states.
	 Prepare the strategic plan of action including the implementation guide, the monitoring-evaluation system and the long term strategic funding 		Authorities in Charge of water resources as well as environmental authorities in 6 states.
	Integrate the SAP into the VBA's working plan.		Authorities in Charge of water resources as well as environmental authorities in 6 states.
	 Prepare an action plans for national authorities of the VB, including an implementation guide, a monitoring-evaluation system and the long term strategic funding. 		Authorities in Charge of water resources as well as environmental authorities in 6 states.
	 Conduct sector evaluation of major TDA problems and propose sector activities to be included in the PAPN-BVV 		Authorities in Charge of water resources as well as environmental authorities in 6 states.
	 Identify training needs, develop and implement training modules for the SAP and the PAPN-BVV 		Authorities in Charge of water resources as well as environmental authorities in 6 states.
Specific objective N° 3 : Implement regional and national measures to combat transboundary environmental degradation in the Volta basin	 Review documents on the 3 demonstration projects (logical framework, activities, budget, monitoring-evaluation plan and working plan) 	Volta HYCOS	Ministry of Energy and Water Resources (MEE, Benin) ; Water Resources Authority (DGRE, BF) ; Water Resources Authority (CI) ; Water Resources Commission (WRC,



Addressing Transboundary Concerns in the Volta River Basin and its Downstream Coastal Area

Specific objectives	Activities	Collaborative regional institutions/initiatives	National institutions
			Ghana) ; National Water Authority (Mali) ; Water and Sanitation Authority (Togo)
	 Implement demonstration project No. 1 :Early Warning based on knowledge of the physical environment. 	Volta HYCOS	National hydraulic authority (DNH, Mali)
	 Implement demonstration No. 2 : Implementation of comparative technological models for waste water management in Kara (Togo) and Natitingou (Benin) 	SIAAP, GTZ	Water resource authority (DGRE, BF) National Environment authority (Benin, DGE) Water and Sanitation Authority
	 Implement demonstration project No. 3: Restoration and protection of forest ecosystems in communities around the black Volta (Cote d'Ivoire and Ghana) 	Volta HYCOS, IUCN/PAGEV	Direction des ressources en eau (CI) ; Direction de la Protection de la Nature Water Resources Commission (WRC, Ghana) ; Forest Commission
	 Evaluation implementation of the 3 demonstration projects, document and incorporate lessons learnt from the SAP and PAPN-BVV. 	Consolidation of institutional arrangements (VBA), IUCN/PAGEV, SIAAP, Volta HYCOS	Ministry of Energy and Water Resources (MEE, Benin) ; Water Resources Authority (DGRE, BF) ; Water Resources Authority (CI) ; Water Resources Commission (WRC, Ghana) ; National Hydraulic Authority (Mali) ; Water and Sanitation Authority (Togo)
	 Develop and integrate a demonstration project replication plan into the SAP. 	Consolidation of institutional arrangements (VBA), IUCN/PAGEV, SIAAP, Volta HYCOS	Ministry of Energy and Water Resources (MEE, Benin) ; Water Resources Authority (DGRE, BF) ; Water Resources Authority (CI) ; Water Resources Commission (WRC, Ghana) ; National Hydraulic Authority (Mali) ; Water and Sanitation Authority (Togo)
	 Develop 6 national demonstration projects on the basis of ATD and SAP priorities. 	Consolidation of institutional arrangements (VBA), IUCN/PAGEV, SIAAP, Volta HYCOS	Ministry of Energy and Water Resources (MEE, Benin) ; Water Resources Authority (DGRE, BF) ; Water Resources Authority (CI) ; Water Resources Commission (WRC, Ghana) ; National Hydraulic Authority (Mali) ; Water and Sanitation Authority (Togo)



Addressing Transboundary Concerns in the Volta River Basin and its Downstream Coastal Area

The 6 national authorities in charge of water resource management are : The Ministère de l'Energie et de l'Eau (MEE, Bénin) ; Direction générale des ressources en eau (DGRE, BF) ; Direction des ressources en eau (CI) ; Water Resources Commission (WRC, Ghana) ; Direction nationale de l'hydraulique (Mali) ; Direction Générale de l'Eau et Assainissement (Togo)



5.4.3Impacts and risk associated with collaborating with the initiatives

59. Positive impact for the GEF/Volta and VBA projects:

- the creation of a synergy with other initiatives;
- optimisation of cost in order to avoid duplication and overlapping which cause wastage of the scarce international financial resources;
- success in the implementation of GEF/Volta project activities, by ensuring that project targets are achieved

60. Risks associated with a lack of collaboration:

- Lack of a synergy between different initiatives which eventually neutralise each other;
- the various trainings do not have any bearing on the general objectives of the project;
- the various demonstration projects do not have any bearing on the general objectives of the GEF project
- activities are varied;
- the risk of duplication (repeat an activity);
- failure of the project;
- Non compliance with calendar of activities under the GEF/Volta project;
- Non involvement or inadequate level involvement of local populations
- 2. Risks associated with excessive collaboration :
- 61. Risks facing the GEF/Volta project
- o Assuming control of the GEF/Volta project activities by external stakeholders ;
- Non attainment of expected outcomes;
- Risks facing other ongoing or planned initiatives;
- Deviation of objectives of other ongoing initiatives;
- Creation of lethargy in the implementation of other key activities within the framework of other initiatives

5.5 Implementation and monitoring-evaluation strategy for the collaboration plan

5.5.1 Collaboration plan implementation strategy

- 62. To ensure effective collaboration of ongoing or planned initiatives, the GEF/Volta Project must develop a strategy based on key components such as:
- an approach based on an equitable design of activities to give a certain assurance that there will no encroachment on other initiatives which could compromise the realisation of their set targets;
- establishment of MoUs with ongoing initiatives that specify mode of collaboration especially the share of responsibility; the VBA could be co-signatory, on behalf of the GEF/Volta project, MoU with other participating initiatives ;
- - institution of a statutory tripartite meeting between GEF/Volta project, VBA and collaborating initiatives to facilitate the commencement of yearly activities and assess the previous year's activity;
- entrusting the role of harmonisation to the VBA which has the expertise about the Basin and coordinate projects in the basin; close and effective involvement of the VBA in the implementation of the collaboration plan; with the VBA's mandate of ensuring sustainable and integrated management of the Volta basin, it will soon coordinate all projects in the basin to ensure that each is in line with the medium and long term goals of the basin's development. This coordination role requires the implementation of a collaboration plan in which the GEF/Volta



project would serve as a useful base. The VBA must therefore capitalise on implementation of this collaboration plan for the sake of future activities in this area.

5.5.2 Monitoring-evaluation mechanisms in the collaboration plan

63. The GEF/Volta project's collaboration plan with ongoing and planned projects is contained in a planning document. In this regard, this document remains a reference for drawing up and implementing a collaboration plan. In order to ensure a more sustained collaboration, there ought to be a monitoring-evaluation system in place. A monitoring & evaluation system is one that is based on mechanism designed for stakeholder, tools, indicators and procedures used at each stage of monitoring & evaluation.

64. Midterm evaluation:

- The Mid-term evaluation aims at ensuring proper implementation of the collaboration plan. This involves respecting the schedules, meeting the collaboration plan's midstream targets and the possibility of executing its overriding target of refining its implementation to realise all the set targets by the end of the project.
- The mid-term evaluation of the collaboration plan will be done midway through the project so as to draw conclusions that will be representative and for recommendations that will be applicable for the rest of the project.
- The evaluation will be carried out by independent consultants on the basis of the TOR. Tool to be used by the consultants are:
- o Interviews of all the initiatives participating in the collaboration plan ;
- o GEF/Volta project document;
- o All documents on collaborative activities;
- Periodic collaboration plan implementation monitoring reports;
- Report of evaluation will be submitted to UCP with practical recommendations that could be implemented immediately. The findings of the evaluation will be given to the VBA, collaborative initiatives, financiers, national focal points and coordinators

65. Final Evaluation:

- It will be conducted after implementation of the collaboration plan to ascertain whether the collaboration plan realised its objectives. This will include ensuring that the mid-term recommendations were implemented.
- The final evaluation will be conducted by independent consultants on the basis of the TOR. Tools to be used by the consultants will include:
- Interview of all managers of the collaborative initiatives;
- o GEF/Volta project document;
- Collaborative activity monitoring reports ;
- o Training report;
- o Mid-term evaluation report
- Report of evaluation will be submitted to UCP with practical recommendations that could be implemented immediately. The findings of the evaluation will be given to the VBA, participating initiatives, financiers, national focal points and coordinators...

66. Post project evaluation;

• This will help ascertain whether the collaboration has become a major pillar in future activities by the collaborative initiatives so that it could become an implementation instrument of their programmes and policies.

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- It will be conducted at least two years after the collaborative activities and probably at the end of the GEF/Volta project. Consequently, it will be implemented by the VBA, in accordance with its role as coordinator of future initiatives.
- It will use the same tools previously mentioned in addition to the final evaluation.
- 67. Day-to-day monitoring:
- Monitoring of the training is complementary to the evaluation. This involves a daily activity carried out within the internal plan of UCP (in association with all participant) to enable the collaboration plan to be executed in the best conditions. This involves solving the problems as and when they appear and will require a continuous activity. This means constant review of the collaboration plan's implementation programme.
- As it does with training, the VBA must be closely involved in monitoring-evaluation so that it will own the implementation of the collaboration plan for its own future activities. The VBA is a long term beneficiary of all activities in the GEF/Volta project.



6. Appendices



6.1 Appendix A Topics for special training of target group and estimated cos	6.1	Appendix A	Topics fo	r special	training of	target group	o and estimated cos
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Training topic	Target group	Duration	Cost (in USD)
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Training in international negotiation and international law on transboundary water basins.	State institutions (ministries in charge of water, environment, agriculture, animal rearing) Bodies responsible for the basin.	15 days	50 000 x 6 states = 300. 000
Training in IWMI	State and decentralised authorised (ministries in charge of water resources, environment, agriculture) Local government, Private sector, NGOs, community based associations and organisations.	15 days	50 000 x 6 states = 300. 000
Training in ecological and hydrological (development hydrologic and hydrodynamic models for the catchment areas)	State and decentralised authorities (ministries in charge of water resources, environment, agriculture)	15 days	50 000 x 6 states = 300 000



6.2 Appendix B: Terms of reference for the study

Consultation: Terms of reference for the study on the analysis by national institutions and ongoing/planned initiatives

Languages: French and English Date of commencement: October 15, 2008 Duration of contract: 3 months

Background

The GEF-Volta Project dubbed « Addressing transboundary concerns in the Volta river basin and its Downstream Coastal area » is a regional initiative designed to facilitate an integrated management, sustainable development and protection of natural resources in the Volta river basin shared by communities in six countries (Benin, Burkina Faso, Cote d'Ivoire, Ghana, Mali and Togo). The project was specially designed to address regional transboundary concerns identified during the preliminary Transboundary Diagnostic Analysis (TDA).

The long term objective of the GEF/Volta project is to improve country ability to plan and manage environmental resources in the Volta basin in a sustainable manner.

The project has three major components closely linked with the specific targets in the preparation of the initial project document and updated during the commencement phase as follows:

- Specific objective n° 1: Build capacity; improve public knowledge and participation for effective management of the Volta basin.
- Specific objective n° 2: Develop legal, regulatory and institutional frameworks as well as mechanisms for managing the Volta basin so as to address transboundary concerns in the basin and its downstream coastal area.
- Specific objective n° 3: implement national and regional measures to combat environmental degradation in the Volta basin.

The project aims at contributing to regional integration, promoting dialogue between communities in the basins and encouraging local and stakeholder participation in the management and use of resources in the Volta river basin. The implementation of the project must lead to the formulation of a Strategic Action Plan (SAP) for the entire basin and contribute to sustainable management of the basin's resources.

In order to ensure coherence of the activities and an efficient implementation of the project, it is expected that under specific objective No. 1, there will be capacity building for national institutions in the management of the transboundary basin and identify, design and implement a collaboration plan with ongoing/planned initiatives.

Activities

Six experts selected from each of the countries that share the basin and an expert from the Project Coordination Unit will be engaged by UNOPS as consultants to conduct a detailed study of national and regional institutions (including the need and proposal of a training programme) and prepare a collaboration plan with ongoing or planned programmes and projects. To achieve the set targets, the consultants will closely collaborate with the PCU and the national coordinators in the following activities:

1 Detailed analysis of national and regional institutions:

• Identify in each of the six basin countries all the national and regional institutions involved or may be involved in the implementation of the GEF/Volta project,

• Review the activities, mandates, institutional endorsement, strengths and weaknesses of national/regional institutions involved or may be involved in the implementation of the GEF/Volta



project,

• Identify concerns, views and reactions of national and regional institutions about concerns by the GEF/Volta project,

• Identify priorities of the national and regional institutions as well as their major setbacks.

2. Preparation of the training programme for national institutions, including:

• Assessing the capacity of national institution in management of the transboundary basin,

• Identification of areas covered by the GEF/Volta project, training needs at the community, national and regional level on the basis of the objectives.

• Need for training in the management of the transboundary basin to ensure effective participation of national institutions in the project activities,

• Develop an operational training plan for the national institutions in management of the transboundary basin,

• An overview of different information and training manuals on management of the transboundary basin that could be useful in preparing the training modules.

3 Preparation of a collaboration plan with ongoing or planned initiatives, including:

• Identification and analysis of ongoing or planned programmes and projects in the sub region, including links with the GEF/Volta project,

• Identification of the GEF/Volta project activities for which collaboration with ongoing or planned programmes and projects in the sub region is required,

• Collaboration plan implementation strategy, including roles and responsibilities,

• Monitoring and collaboration plan implementation programme.

• Possible value added to the implementation of the collaboration plan for the activities of the Volta Basin Authority in general,

• Risks associated with a lack of or excessive collaboration with ongoing or planned programmes and projects.

The regional consultant will be in charge of coordinating the consultation mission. He will have to assure quality of national reports and produce the regional collaboration plan with ongoing and planned programmes and projects on the basis of the activities mentioned in the TOR.

The national consultants will be responsible for national studies and production of national plans for the participation of stakeholders on the basis of activities mentioned in the TOR : i) report on the review conducted by the national /regional institutions and, those conducted by ongoing or planned initiatives and, ii) training programme of national institutions.

Expected outcomes of the study

• Analysis by regional and national institutions finalised and approved by the PCU and the national focal points,

• The need to build capacity for national institutions has been identified and the operation plan for training has been developed and approved.

• The collaboration plan with ongoing or planned projects has been developed and approved.

Key considerations:

The consultants are expected to propose a very comprehensive and detailed methodology that could help attain the objectives and expected outcomes of the study. To this end, the following information will be provided for an effective orientation on the study.

The consultants must take studies of ongoing activities into consideration for the synergies and complementarities required in preparing and implementing the collaboration and capacity building programme.

The consultants must maintain regular contact with the VBA, national coordinators of the project and some stakeholders or groups of stakeholders. Not only is involving the national consultants



crucial for the specific needs of each country, but also for the development of links and an appropriation plan for the national stakeholders during the implementation phase. The CPU will make available all the relevant documents it has to the consultants. It will also provide the consultants with a list of stakeholders involved or could be involved in the management of the Volta basin.

Required experience and qualifications of consultants

The study will be conducted by a regional consultant and an expert from each of the countries sharing the basin. The experts must have over 10 years of experience in their area of competence. The consultants must also have carried out similar tasks with similar level of complexity especially within the framework of GEF funded projects.

The consultants must have the following qualifications and experience:

• Regional consultant: Postgraduate degree in land, water and environmental resource management, communication, social or political science, an experience in institutional development, capacity building, development and collaboration plan implementation.

• National consultant: Postgraduate degree in environment, sciences, experience in GIRE, institutional development and capacity building.

The following qualifications will be an added advantage:

• Development and implementation of public information and sensitisation activities in many languages with the participation of several stakeholder groups in sub-Saharan Africa, preferably in countries that share the Volta Basin.

• An experience in participatory approach and implementation of training programme, facilitation and strategic planning.

• Knowledge or working experience in governance issues, advocacy and participatory monitoring.

• Be familiar with the objectives and procedures of the GEF; specifically in matters related to stakeholder participation in GEF-funded projects

• Experience in working and producing documents in English and French

• Experience in implementing national and regional natural resource management programmes

Duration of mission, reports to be submitted and calendar

The consultants will have to produce reports stated in the table below. Regional consultants have up to 13 days while national consultants have up to 15 days. The study must be completed by the end of December 2008 and must be in accordance with the schedule below:



Task	Deadline	Consultant
Signing of contract	15th October 2008	UNOPS, Consultants
Preliminary report describing the plan and methodology of work	30 October 2008	Consultants, UCP
1 st draft of consultant's reports submitted to I'UCP/UNOPS	15th November 2008	Consultants
Evaluation of consultation reports	30th November 2008	UCP, GEP, PFNI
Final version of consultation reports	15th December 2008	Consultants
Approval of final version of consultation reports	20th December 2008	UCP, PFNI
End of contract	20th December 2008	UNOPS, Consultants

Consultants and UNOPS could mutually agree to review this schedule.

The consultants will submit the electronic version of the reports in French and English to UCP/UNOPS on the date stated in the schedule above.