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SUMMARY REPORT OF THE STOCKHOLM MEETING
4-6 DECEMBER 1995 ON THE FOUNDING OF A
**GLOBAL WATER
PARTNERSHIP**

Sida/UNDP/
World Bank

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December, 1995

The problem which the GWP seeks to address

The developing world faces a variety of water-related problems. On the one hand is the "old agenda" of providing services at the family level -- billions of people still do not have access to adequate water supply and sanitation facilities, and large numbers of those whose livelihoods come from irrigated agriculture depend on unreliable, low-quality supplies of irrigation water. On the other hand, there is the "new agenda" of ensuring that water is managed in an integrated manner, which takes account not only of traditional water-using sectors, but of environmental sustainability. While the "new agenda" poses a major challenge for industrialized countries, the challenge for developing countries are much more demanding, given

- that the quality of the aquatic environment is much worse in these countries,
- the persistent demands of the "old agenda", and
- the much more limited financial resources available to them.

In recent years a broad consensus has emerged on what is required for addressing these issues. This consensus has been spelled out in four guiding principles, articulated by over 100 countries at the International Conference on Water and the Environment in Dublin in 1991, and subsequently endorsed by international conferences (the Rio Environment Conference and the Noordwijk Inter-ministerial Conference, for instance):

- fresh water is a finite and vulnerable resource, essential to sustain life, development and the environment;
- water development and management should be based on a participatory approach, involving users, planners and policy-makers at all levels;
- women play a central part in the provision, management and safeguarding of water;
- water has an economic value in all its competing uses and should be recognized as an economic good

Just as there is a broad consensus on these principles, there is a similarly broad consensus that progress in translating them into action at all levels -- local, national, regional and global -- has been unacceptably slow. The impetus behind the Stockholm meeting was the need to find more effective mechanisms whereby international cooperation could assist stakeholders, at the local, national and regional levels, to translate the Dublin principles into practice.

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How improved international cooperation can help

International cooperation for development faces several inter-related challenges. It is widely, and often correctly, perceived that international cooperation mechanisms are inadequate -- the whole is much less than the sum of the parts, the nature of the partnership (in which industrialized countries are "donors" and developing countries are "recipients") is outdated, the exclusion of the private sector and non-governmental organizations is counterproductive, the multitude of competing programs and agencies is inefficient both on the side of external support agencies (where competition rather than partnership is the rule) and on the side of developing countries (who spend far too much time dealing with overlapping "assistance" programs and with conflicting advice, at the cost of dealing with the real problems on the ground).

It is incumbent on all parties involved in international cooperation for development to make every effort to rise to these challenges, to change with the times and to improve on past performance.

The Stockholm Meeting

The idea of the GWP arose in discussions between the UNDP and the World Bank over a year ago. UNDP and the World Bank had several examples of collaboration in the water field, often in partnership with a variety of bilateral support agencies. The oldest and largest of these is the so-called Joint Water and Sanitation Program, a multi-donor, field-oriented collaborative program focusing on community-based water and sanitation in rural and peri-urban areas. Other, much smaller, UNDP-World Bank collaborative programs include the International Program for Technology Research in Irrigation and Drainage (IPTRID), the Utilities Partnership and the Water Resources Assessment Program (WRAP).

UNDP and the World Bank agreed that there was a need to develop a more effective strategy for implementing the Dublin principles. This initially started as an effort to review ongoing UNDP-World Bank joint programs in the water sector. In discussions with others, however, it soon became apparent that the task at hand was much greater -- it was to develop a coordinated international cooperation effort for assisting local, national and regional authorities to implement the Dublin principles. An announcement of the intention to explore the formation of a Global Water Partnership was made by senior managers of the UNDP and the World Bank at the Stockholm Water Symposium in August of 1995. Shortly thereafter the Swedish International Development Cooperation Agency (Sida) offered to host a working meeting to explore the idea of the GWP and possible modalities for such a partnership. At an early stage FAO expressed its interest in the Partnership and indicated that it might work to coordinate its Water and Sustainable Agricultural Development (WASAD) Program through the GWP. FAO also made a financial contribution to initiating the GWP.

A group of about 75 people, representing 56 institutions (national governments, multilateral banks, UN agencies, bilateral agencies, professional associations, the private sector and NGOs) met in Stockholm from the 4th through the 6th of December, 1995 to consider whether there is a need for a GWP and, if so, what the GWP would do and how it would work. The Meeting Chairman was Mr Johan Holmberg, the Director of the Department for Natural Resources and Environment of Sida. The meeting was designed on a participatory basis, with both plenary and small-group sessions. At regular intervals throughout the meeting participants were polled on their assessment of critical questions ("do you believe that there is a need for a GWP on the lines discussed?", "do you agree with the interim mission statement?", "do you believe that the proposed model for the management of the GWP is moving in the right direction?", etc.) and the answers used to structure subsequent sessions of the meeting.

The conclusions of the Stockholm Meeting

The participants at Stockholm were acutely aware of the international climate in which the meeting took place -- of declining overall aid resources and of little enthusiasm for new institutions.

Initial discussions in Stockholm focused on the need for the GWP. There was broad agreement that:

1. the array of water management problems affected the lives of billions of people and posed a growing challenge for environmentally sustainable development;
2. there was a need for more consistent, coherent and efficient assistance from the international community in helping people address these problems at the local, state, national and regional levels, and
3. a "reinforced network" of cooperation was needed, with the Consultative Group on International Agricultural Research, CGIAR, providing an instructive model for such a network (see Box 1, below).

Box 1

What the CGIAR is and why it provides a model for the development of the GWP

The CGIAR has been successful most of all because of the role it has played in ensuring that billions of people have an adequate, affordable supply of food. But the CGIAR has also been a model for international cooperation in meeting a critical need.

(Box continued on next page)

The essence of the CGIAR model is the way in which it combines participatory governance, science and cost-effective administration. In terms of policies, these are set by the Consultative Group, which comprises the dues-paying members (industrialized countries, developing countries, international organizations, private foundations) of "the CGIAR club". The CG has two standing committees to give members an added influence over operational matters: a Finance Committee and an Oversight Committee. These two committees can jointly constitute a Steering Committee to operate in the intervals between the CG's semi-annual meetings. In terms of science, the principal element is the Technical Advisory Committee (TAC), a body of eminent, independent agricultural researchers, who conduct assessments on the basis of the mandate of the CG, and who make recommendations to the CG on research priorities. The TAC is rigorously nonpolitical, independent and scientific and its recommendations respected by the CG, even on highly contentious issues (such as the closing of agricultural research centers which form part of the CG system). Finally, in terms of management, the CG and the TAC are supported by two lean, professional secretariats. This -- the CG, the TAC and the two secretariats -- are the core elements of the "CG-in-the-narrow-sense". A striking feature is that the CG depends heavily on culture and good faith -- it has no by-laws or regulations, can sign no legal documents and is not a legal entity of its own.

The policies of the CG are executed through a network of 16 independent research centers (of which the International Rice Research Institute in the Philippines is one of the best-known). The CG plus the 16 CG-affiliated centers is known as "the CG system", or "the CG-in-the-broad-sense". The Centers that are affiliated to the CG have full autonomy: each has its own constitution, board of trustees and legal identity. They can fund and operate programs independently of the CG if they so wish. They do, however, submit annual plans to the CG with requests for funding from the CG members (current annual funding amounts to about \$300 million) and, for CG-funded programs, are monitored by the CG.

The CG is highly valued by both contributors of resources and beneficiaries of its outputs. Contributors find it a mechanism for ensuring that the whole is much more than the sum of the parts. They value its cost-effectiveness, lean administration and direct and consensual decision-making process. In particular, they value its built-in, high-quality self evaluation function in the form of the TAC. Recipients value it for the same reasons -- they get good consistent products, with low transactions costs.

What the GWP would do

The meeting worked on a mission statement (see Box 2, below) for the GWP. As described in the mission statement, the GWP would (as in the case of the CGIAR) be essentially a "reinforced network" of its partners. An initial task for the Technical Advisory Committee (TAC) would be to review needs and instruments for implementing

the Dublin principles at the global and regional levels. Where appropriate institutions are in place for addressing these needs, then the TAC would identify these and recommend responses from these institutions (and their financiers).

An important discussion at Stockholm revolved around what the GWP would not do. It would obviously be counterproductive and inappropriate to attempt to insert the GWP into well-defined lines of accountability. To take just one example, UNICEF's staff are, and should be, accountable only to the UNICEF Board for their water and sanitation programs. The GWP should not and could not interfere in these well-defined and appropriate systems of accountability. It is, however, conceivable that agencies might request the TAC to oversee reviews of their water programs, and to provide recommendations for the more effective functioning of these.

**Box 2: The Interim Mission Statement of the GWP,
as developed in the Stockholm Meeting**

- 1 The GWP is a response to the urgent problems around the world in managing water towards sustainable development. The organizations in this field recognize through its creation the importance of coordinated action to make better use of available resources and to give higher priority to the necessary actions.
- 2 Fundamental to the work of the GWP will be:
 - a) emphasis on bringing direct benefits to people, especially the poor and other vulnerable groups and on safeguarding the environment and its ecosystems;
 - b) creating trust and understanding among the Partners and between the Partnership and other stakeholders.
- 3 The GWP therefore seeks to support integrated approaches to sustainable water management, consistent with the Dublin and Rio principles, by encouraging stakeholders at appropriate levels to work together in more effective, efficient and collaborative ways.
- 4 To this end the GWP will:
 - a) encourage external support agencies, governments and other stakeholders to adopt consistent, mutually complementary policies and programmes;
 - b) build mechanisms for sharing information and experiences;
 - c) develop effective and innovative solutions, including capacity development, to problems which are common to the implementation of integrated water

(Box continued on next page)

- management programmes and to promulgate practical policies and good practice based on those solutions;
- d) support integrated water-management programmes at the local, national, subregional, regional or river-basin levels by collaboration, at their request, with governments and existing partnerships, and by forging new partnerships;
 - e) help match needs to the available resources.
- 5 In implementing these tasks, the GWP will identify gaps and stimulate its partners to meet the critical needs through their existing programmes or by mounting necessary new programmes.
- 6 The success of the GWP will be measured by its impact at the local, national and regional levels.

How the GWP would operate

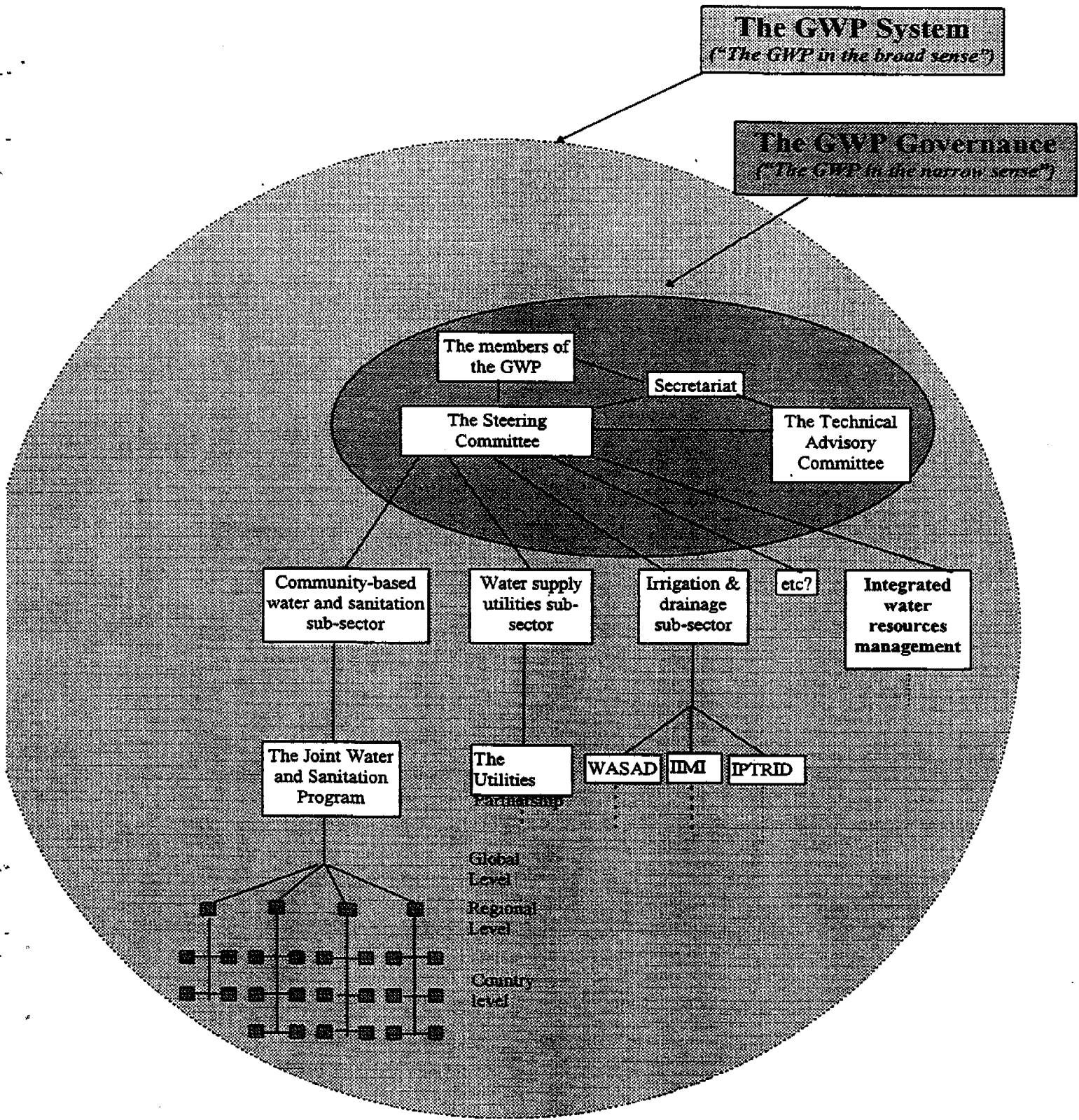
The meeting, informed by a commissioned background paper on existing partnership mechanisms in other sectors, concluded that the CGIAR model (with a number of important modifications given the different challenges of agricultural research, in the case of the CGIAR, and implementation of the Dublin principles, in the case of the GWP) contained the basic elements necessary for the GWP. The core elements of the GWP (illustrated in Figure 1, following next page) would be as follows:

The Consultative Group of the GWP:

The members of the GWP would, as in the case of the CGIAR, constitute the Consultative Group of the GWP. The CG would constitute the highest policy-making body of the GWP and would make decisions on overall program policies, work programs and funding. The CG would meet periodically, possibly once a year.

An important issue, much discussed at Stockholm, but left for resolution at a later stage, is the criteria for becoming a full-fledged member of the GWP. The difficulty arises in reconciling two conflicting objectives. The first objective is to ensure that the GWP is inclusive, that all important stakeholders are represented and that their voices are heard. The second objective arises from the need to ensure that representation is matched with commitment. Experience in the water sector (and many others) has shown that, paradoxically, when representation is very broad, it is the non-committed representatives who often dominate governance discussions and make unrealistic demands.

Figure 1: The proposed organization of the GWP and the GWP system



The Steering Committee of the GWP

The Steering Committee would be constituted by members of the CG and would be empowered to act on behalf of the CG in the intervals between the CG meetings.

The Technical Advisory Committee (TAC)

The Technical Advisory Committee (TAC) would be a group of about ten individuals, appointed on the basis of their acknowledged expertise, independence and knowledge of the conceptual and practical issues of translating the Dublin principles into practice. The principal task of the TAC would be to conduct assessments and provide recommendations on questions which are put to it by the CG. These questions would range from assessments of global programs to assessments of approaches to specific local water issues.

On most issues addressed by the TAC, there are inevitably going to be interests -- such as the interests of existing institutions -- at stake. As in the case of the CGIAR, the integrity of the GWP system will depend on the independence and integrity of the TAC. An important discussion in Stockholm revolved around the distinction between a politicized TAC (which would make the GWP non-functional) and a TAC which acknowledges the importance of politics in water management (which is essential given the pervasiveness of politics in water policy). In short, the TAC would need to be scrupulously non-political while simultaneously being attentive to the vital political elements involved in water resource policy decisions.

An initial task for the TAC would probably be a global overview of the situation in each of the major water sub-sectors and in the overall water resources management sector, with the task being the identification of critical needs, critical gaps and potential GWP programs required for filling these gaps.

An important discussion in Stockholm revolved around the complementarity and sometimes tension between a global approach and the fact that water management problems are mostly local, national or regional problems. It was concluded that while the TAC would be constituted at global level, most field level problems would be addressed by TAC sub-committees with strong regional representation.

The Secretariat

The CG, the Steering Committee and the TAC would be supported (as in the CGIAR case) by a small secretariat, initially consisting of two or three people. It would facilitate the implementation of the decisions of the CG. The Secretariat would be responsible for monitoring activities of the GWP system programs (see below). Sida has offered to mount the secretariat in Stockholm, an offer which was enthusiastically endorsed at the meeting.

The Programs of the GWP system

As indicated in the Interim Mission Statement (see Box 2), the GWP would, as deemed necessary by the TAC, mount programs to address specific gaps considered crucial to implementing the Dublin principles. A cursory overview suggests that the situation is different in the different sub-sectors. For the community water supply and sanitation sub-sector, the Joint Water and Sanitation Program has a well-established track record and (as demonstrated in a recent independent evaluation) broad support from both external support agencies and developing countries. The JWSP would appear to be the appropriate GWP system program and would continue to function as at present, but now as a program in the GWP system. For the water and sanitation utilities sub-sector, a Utilities Partnership was launched by UNDP and the World Bank two years ago, but has scarcely become functional. In the Irrigation and Drainage sub-sector, there are several existing instruments which might fall under the ambit of the GWP. These include the International Program for Research in Technological Research in Irrigation and Drainage (IPTRID), the Program on Water and Sustainable Agriculture (WASAD) of the FAO, and some of the special programs of the International Institution for Management of Irrigation (IIMI). At first glance it would appear that an early task for the TAC would be to review the needs and capacities with regard to irrigation and drainage, and, possibly, to suggest some "tidying up", which may involve some consolidation and perhaps the initiation of some new programs.

In the area of water resources management, the small existing programs do not seem to offer the depth and range of services required by developing countries. Here, again, an early task of the TAC would be to identify the needs and possibly define a GWP-sanctioned program for addressing this vital area.

The participants at the Stockholm meeting repeatedly stressed the fact that most water problems are local in character and that the GWP must take this specificity into account. In this context it is instructive to consider the Joint Water and Sanitation Program. The vast majority of the activities of the JWSP are, in fact, undertaken at the local and national level, in collaboration with a variety of external support agencies (UNICEF, the World Bank and bilaterals, for example) and in collaboration with relevant government and non-governmental organizations. What the JWSP does is (a) link these local activities into an overall regional and global framework so that lessons can be learned and disseminated on a broader basis, and (b) facilitate the more effective linkage of the actions of a variety of stakeholders.

The same modes of action will characterize the other actions of GWP programs, with the addition being that much greater emphasis will be made on ensuring that the various subsectoral programs of the GWP add up to a coherent and sustainable overall approach to water resources management.

The Relation of the GWP to the World Water Council

Simultaneous with the launching of the GWP, a World Water Council (WWC) has been started, with its base in Montreal, Canada. There is considerable confusion about the relationship between these two embryonic efforts. There was considerable discussion of this at Stockholm and it was identified by the meeting as an issue which needed to be clarified.

In the week following Stockholm, an initial meeting was held with some of the principals in the WWC. What emerged was greater clarity about the WWC and how it might relate to the GWP. The WWC would be a deliberative group of eminent people which would focus its attention on the big picture and the long-term issues. The GWP, on the other hand, would be an action-oriented effort focussing on what needs to be done in the short term. The link between the two efforts would be clear and mutually-reinforcing -- the WWC would help identify issues and chart directions to be taken into account in determining the long-term program on the GWP. The details of the relationship between the WWC and the GWP will be sorted out later in the spring.

Next Steps

The conclusion of the meeting involved a discussion of the next steps to be taken in the GWP. The meeting agreed on the following:

1. The establishment of a small (about six persons) Interim Committee (including strong representation from developing countries and NGOs) to be appointed by the Conference Chair from among participants at the Stockholm meeting. The purpose of the Interim Committee would be to "move things forward".
2. The establishment of a small (about six persons) Interim Technical Advisory Committee (TAC), with regional, thematic and disciplinary diversity.
3. Acceptance of the Sida offer to host the Secretariat, and a request that Sida proceed to set up the secretariat as soon as possible.

The meeting also agreed on the following next steps:

- i) Circulate a record of the Stockholm meeting to all participants, and invite nominations for the Interim Committee and Interim TAC (by end December);
- ii) The Conference Chair to appoint members of the Interim Committee (by end December);
- iii) The Interim Committee to develop Terms of Reference for the TAC (by end February);
- iv) The Interim Committee to appoint members of the Interim TAC on the basis of nominations (by the end of February);
- v) The Secretariat (on behalf of the Interim Committee) to invite parties to become members of the Consultative Group for the Global Water Partnership and to attend the first meeting of the CG (by June);
- vi) The first meeting of the CG for the GWP to be held in Stockholm around the time of the Stockholm Water Symposium (August of 1996).

- Appendices:**
- 1. Agenda of the meeting**
 - 2. List of participants**

AGENDA

Monday, 4 December

- 0830-1800 Arrival and registration
- 1800-1900 Icebreaker, cocktails
- 1900-2030 Dinner and Speech
 Mr. Goransson, Sida

Tuesday, 5 December

- 0830-0845 **Plenary #1: Opening**
 Welcome by Conference Chair
 Mr. Holmberg, Sida
- 0845-0930 Why a GWP? Historic Opportunity and Rationale
 Mr. Briscoe, World Bank and Mr. Lenton, UNDP
- 0930-1000 Expectations and needs for the meeting
 Additional issues and adjustments, if necessary.
 Facilitator
- 1000-1030 Break
- 1030-1230 **Working Session #1: Identifying and defining what the work
 and modus operandi of a GWP could be.**
- 1030-1045 Review of current ideas on windows and opportunities
 Mr. Hartvelt, UNDP and Mr. Grover, World Bank
- 1045-1230 Facilitated Discussion, Brainstorming, Prioritizing ideas on
 Possible work of the GWP
- 1230-1400 Lunch
- 1400-1530 **Working Session #2: Governance: How Could a GWP be
 Organized: Principles and Mechanisms.**
- 1400-1415 Overview of Existing Models of International Partnerships
 Mr. Cosgrove, Consultant
- 1415-1530 Facilitated Discussion, Brainstorming, Identifying areas of Agreement

- 1530-1600 Break
- 1600-1730 **Working Session #3(in Groups)**, on: Work of the GWP: Modus Operandi: Governance: Possible Projects; Other Areas
- 1730-1800 Review of the Day
- 1900-2030 Dinner
- 1900-2200 As needed, Facilitators and Spokespersons meet to produce and copy the Day's output

Wednesday, 6 December

- 0830-1230 **Working Session # 4: Discussions on the Work of the GWP, Governance, Modus Operandi, possible projects, Others.**
- 0830-0845 Review of the Day
- 0845-1030 Facilitated discussion to find areas of agreement
- 1030-1100 Break
- 1100-1230 Facilitated discussions continue
- 1230-1400 Lunch
- 1400-1530 **Working Session #5: Facilitated discussion on Identifying next steps and creating an action plan**
- 1530-1600 Break
- 1600-1730 **Plenary #3: Summary of findings and reflections on future**
- 1730-1745 Closing Remarks

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GLOBAL WATER PARTNERSHIP - STOCKHOLM PLANNING MEETING

December 4 - 6, 1995

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