EMPOWERS PARTNERSHIP
IN JORDAN

The EMPOWERS Partnership: Participatory Planning Tools for Better Water Governance

CASE STUDY FROM JORDAN

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Summary

The Middle East Region is home to about 5% of the world's population. Yet its share of fresh water is not more than 1%. Increasing population, pollution associated with increasingly demands of a developing society have increased competition for this precious resource in recent decades. Measured by the per capita share of indigenous renewable water resources of 175 M3 in 1996, and an average share of 0.1 hectare per capita of (rain fed agricultural land), Jordan can hardly yearn for a balance in the trade of food commodities, and can afford to allocate only a modest annual quantity of municipal water to its population that averaged in 1996 a share of 57 M3 per capita (156 liters per capita per day). Present water use already exceeds the renewable freshwater resources by more than 20%. After the year 2005, freshwater resources will be fully utilized and there remain no more known conventional resources within the country to develop.

Due to the scarcity of resources and the critical situation of water issues in the region the need for a good management is the key here to balance between water supply and demand. Further, if we do not change the way in which water is governed; negative development impacts will be even more widely felt. It is also important to note that much wider governance issues and policies outside the water sector affect water resource issues. In effect, the challenges facing the sector are systemic in nature and inextricably linked to broader social, political and economic issues of water governance. For example, agricultural and industrial policies may have substantial impacts on the water sector.

The water crisis is essentially a crisis of governance and societies are facing a number of social, economic and political challenges on how to govern water more effectively. The way in which societies organize their water resource affairs is critical for promoting and supporting sustainable development as an integral part of a poverty-focused development strategy. Sustainable development challenges are, at their core, a question of both governance and of how societies can balance economic and social development with ecosystem integrity. Sound and effective governance of water resources and related services are facilitating and supporting an enabling environment for Integrated Water Resources Management (IWRM).

EMPOWERS programme is developing a practical methods and approaches to involve all concerned parties in decision making process concerning water issues at local level. As one of the core assumptions of the EMPOWERS programme is that stakeholder involvement - particularly at the intermediate and local levels - leads to improved use and management of water resources. Improved management implies taking better account of users needs and engenders collective responsibility for interventions in the water sector. To this end, the project is developing a participatory planning cycle for Integrated Water Resource Management (IWRM).

This paper focuses on how targeted communities are attempting to govern water resources effectively. It also includes a description of participatory approaches that have been developed and tested during the project life and its implementation to improve water governance, some of its components and how it can improve water management and service delivery and it raises some issues that This forum will certainly further emphasize the need for urgent actions in this domain. The paper refers to current experience developed in the EC funded EMPOWERS Partnership in Jordan specifically a case study from one of the local communities in Balqa Governorate.

EMPOWERS Approaches

EMPOWERS[1] is a four year regional program (May 2003 – May 2007) for participatory local water management in Egypt, Jordan and Palestine. The aim of the program is to improve long-term access, and rights, to water by underprivileged populations by ensuring their participation in the governance of the resource.

Using a process of integrated Water-Resource Management (IWRM) planning and development activities are implemented with local communities. Usually IWRM is used to plan for the management of large geographic units, for example river basins or major watersheds and result in higher levels of policy and planning outcomes at regional, national or governorate level. The EMPOWERS program uses the same methodologies but at districts and village level, involving end-users actively in decision-making.

The EMPOWERS program is addressing an often neglected element of water management by engaging end-users and community groups. Its success will ensure the relevance of local IWRM activities to national and regional policy formulation. Information that relates to local water governance is disseminated by the EMPOWERS program via a web site, newsletters, exchange visits and regional events.

The two key domains in IWRM to which EMPOWERS will give particular attention are **(i)** the development of a *participatory visioning and planning framework* for local water resource development and management, and **(ii)** the contextualization of this framework within a process of *stakeholder dialogue for concerted action* (SDCA).

Stakeholder Dialogue and Concerted Action (SDCA)

Stakeholder Dialogue and Concerted Action (SDCA) as described here is used as the approach to social organization for the implementation of the EMPOWERS planning cycle for IWRM and improved water governance. The two main approaches of EMPOWERS: the Planning Cycle Framework *and* the SDCA approach cannot be separated. They have to be considered as two intrinsically connected components creating together the synergy to make the overall approach of EMPOWERS functional, replicable

[1] EMPOWERS stands for Euro-Med Participatory Water Resources Scenarios and is funded by the EC MEDA Water programme.

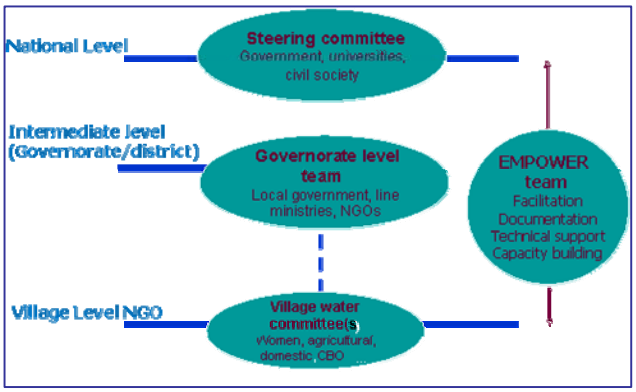
and sustainable; they are the twin pillars upon which improved water governance and IWRM stand. A stakeholder approach without a focused and structured interest (a planning framework in our case) will not mobilize people and institutions for the longer time-spans essential to both water resource management *and* water service provision. At the same time a technically sound planning framework will miss the point if key actors are left out during negotiation, planning and decision-making. The Planning Cycle Framework provides this underlying interest *and structure*, to underpin an SDCA approach to IWRM. **Dialogue and strategic consensus** The above planning process is embedded in a process of dialogue among different actors having interests and responsibilities at different levels, ranging from national authorities, via government agencies, NGOs and the private sector operating at Governorate, District and Municipality levels, to different end-users of water at the grass-roots level. It is our conviction that sharing information, dialogue and joint planning – often in more informal settings – will enhance coordination and cooperation of these actors (concerted action) for concrete activities in the water sector, be it irrigation, drinking water provision or sanitation.

This dialogue will be facilitated by EMPOWERS who will help the above stakeholders to make explicit the different opinions, perceptions, preoccupations, assumptions, and judgments among the actors involved. Such a dialogue will enable to implement the planning process described above and arrive at strategic consensus for concrete action in IWRM.

- **Innovation**

Where such SDCA may innovate current ways of dealing with problems, innovation implies change and this will also imply resistance to such change. Innovation can be seen as the outcome of a mutual learning process. It is at the same time a "social change process" (Engel, 1997), challenging stakeholders to create conditions through which innovation can take place. Further, it requires social competence shared among different actors. Innovation calls for a stakeholder approach involving all relevant actors as mentioned above. Creation of stakeholder platforms working as a resource coalition in the water arena towards a common goal is not an easy job. However, diversity and multiple realities often breed innovation.

- **Platforms for concerted action**



Communities and local stakeholders will be brought together by EMPOWERS, through local water committees or councils, supported by water stakeholder platforms at the district or governorate level in which relevant government water authorities, other government institutions, private water service providers and development NGOs will participate. Stakeholder analysis tools such as RAAKS, developed at Wageningen

Agricultural University (Engel & Salomon, 1997) will be used for this purpose. Following the concrete steps of the planning framework above, it identifies opportunities to improve the exchange of information, social organization, and decision-making process between stakeholders. At the same time, this will help to create awareness with respect to constraints and opportunities that affect the performance of actors as innovators. Finally, the platform will identify potential actors who could work effectively together in specific projects, remove constraints and make use of opportunities for concerted action in IWRM.

- **Objectives of SDCA**

The objectives of SDCA can be summarized as below:

- A shared understanding of the actual roles and responsibilities of the relevant stakeholders in IWRM.
- A comprehensive understanding of the social organization of innovation needed in IWRM.
- Agreement of key stakeholders to a greater emphasis on pro-poor and right-based approaches
- A shared and validated information base, as a basis for action planning
- Suggestions for improvements and a shared vision of how to implement them.
- Shared action plans for IWRM based upon stakeholder led visions, scenarios and strategies at both village and governorate level.
- Proposals to pool resources and capacities for such an action plan

- **Knowledge Community and Process Documentation**

All those involved in the EMPOWERS programme together form a knowledge or learning community. In the Governorates of the three countries involved, the project will focus on three selected communities, where the core knowledge community consists of different segments of community end-users, directly concerned district and governorate officials and other stakeholders relevant for these communities (NGOs and water service providers). Through the project the following knowledge will be generated:

- How to work together in a stakeholder platform
- How to collect, analyze, store and share useful information
- How to plan, develop and manage in a participatory way water use in communities, districts and governorates
- How to empower and enhance the involvement of most marginalized groups in society
- How to better understand change processes in a world of increasing water scarcity
- Such knowledge generation will be captured in process documentation that will identify
- How and why key events in the EMPOWERS process have unfolded: new opportunities and insights, difficulties, lessons learned, etc. This learning process will be documented in reports and video with help of specific project staff assigned to this task. Expected achievements will be monitored and evaluated according to a detailed framework of indicators and benchmarks.

Participatory Planning Framework for IWRM

The great need for access to adequate good quality water, rapidly diminishing per-capita water availability, and the history of conflict in the Middle East have made clear the urgent demand for innovation in providing water to local users. This will require planning that *integrates* different water uses and *involves* all relevant actors.

EMPOWERS will address this requirement through the development of a holistic planning framework designed specifically with the needs of intermediate level water managers and end-users in mind. This framework will, to ensure its familiarity and ease of use, be based on a Project Cycle Management (PCM) approach. The Participatory Planning Framework that EMPOWERS is developing is based – with some significant differences - on the toolbox for applying IWRM principles to the project management cycle developed by the European Commission to guide its involvement in the water sector (EC, 1998).

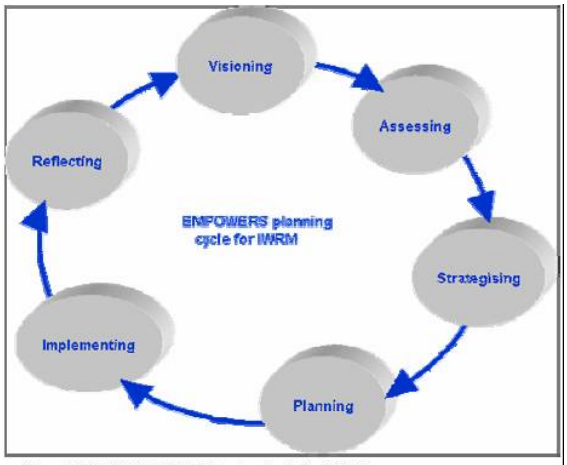


Figure 1: The EMPOWERS Planning Cycle for IWRM

Central to all PCM is the idea of managing a process. The EMPOWERS planning cycle for IWRM emphasizes the need to put decision making regarding water based actions within a clearly defined set of steps. This will ensure that decisions reached are based on a clear and logical flow of thought. However, where the EMPOWERS approach differs to many project cycles is in a) its assumption of the need (and provision) for stakeholder involvement at all phases; and b) in its explicit acknowledgment of uncertainty and future variability, which it addresses by incorporating scenario building into the steps of the cycle. The hybrid framework developed has the potential to be a powerful tool in guiding long term strategic decision making about water development at both local and intermediate level.

The EMPOWERS IWRM Planning Cycle (see Figure) is made up of six principal steps. Each of which can be further divided into sub-steps or iterations. These steps are explored in more detail in the EMPOWERs website www.empowers.info.

Incorporated within these six steps, are four distinct activities related to scenario based planning, namely visioning, scenario building, strategy development and action planning.

The six principle steps of the EMPOWERS cycle are:

- **Visioning**: Initial problem identification, visioning, and scenario building.
- **Assessing**: Targeted data collection and analysis; creation of a shared information base.
- **Strategizing**: Development of strategies to meet the vision under different scenarios.
- **Planning**: Detailed planning based on most likely scenarios and related strategies.
- **Implementing**: Execution of plans.
- **Reflecting**: Analysis of monitoring and documentation to inform further cycles.

It is important to note, that while presented here in its simplest form (as a series of steps that follow each other in a linear fashion), the actual application of the cycle is much more complex. Each step is divided into sub-steps, and in practice, there is much iteration within and between sub-steps. Key to understanding the approach is to see the cycle as representing a flow of ever more structured and accepted information. This information has to be shared between stakeholders at the same and at different levels, leading to a constant flow of information, feedback and adjustment that has to be managed by those facilitating the process of strategic planning.

This cycle builds on the identification of water-related problems and the development of area specific long-term visions and strategies for water resource development. This strategizing process is supported by the collection and analysis of relevant information on water resources, infrastructure, actors, demand and access and the validation of this information in semi-quantitative Bayesian Networks (computer software). The aim of this planning cycle is to support stakeholders at local and intermediate levels in making the technical and political decisions to develop and manage their water resources. It is this larger process of participatory analysis, visioning, scenario building and strategic planning that is the real heart of EMPOWERS. The result will be the development of practical tools and gaining experience in planning for integrated water resource management (IWRM) at the local level.

EMPOWERS implementation in Jordan, a practical example

Background

In common with most countries in the Middle East, Jordan is experiencing a severe water shortage which will only get worse. Furthermore, Jordan is considered to be one of the 10 poorest countries worldwide in water resources, and has a population growth rate of about 2.9% (1998-2002), the 9th highest in the world. The available renewable water resources are dropping drastically to an annual per capita share of 160 m^3 in recent years, compared to 3600 m^3/cap/a in 1946. Factors prompting such a decrease include, aside from the most prominent one of steep population growth, sudden influx of refugees due to political instability in the region. Competition between demands on limited fresh

water quantities is ever increasing (NWMP)[1]. The expanding population and the climatic and topographical conditions of the country have caused enormous pressure on the limited water resources and created a severe water supply-demand imbalance where the deficit is about 220 MCM/year. This deficit will double by 2025 even if all unconventional water sources are used. At present there is said to be some availability of additional surface water, but most renewable groundwater reserves are fully exploited.

Predictions are that by 2025 water supplied will exceed available renewable resources by 33 %. The result is that there is increasing focus on unconventional sources such as wastewater re-use and the improvement of demand management. The former brings a whole new set of variables into scenarios since legislation is at present poorly geared to innovations. It also creates a new interdependence between water availability, consumption and demand management within agricultural, domestic and industrial water supply which needs to be explored. The later would suggest the provision of initiatives to increase availability and productivity of water.

In order to carefully plan for the future, Jordan has adopted a National Water Strategy. The strategy is a comprehensive set of guidelines employing a dual approach of demand management and supply management. It places particular emphasis on the need for improved resource management, stressing the sustainability of present and future uses

Government policy objectives currently include developing and optimizing the use of available natural and agricultural resources, hence increasing farmers' income and consequently improving their standard of living accordingly.

Typical water related problems in Jordan include the inefficient management of national water resources; subsidized water to end users; poor aquifer and surface water quality; inefficient irrigation networks, illegal water use; and inefficient use of irrigation water.

International assistance to the water sector in Jordan has to date concentrated on macro and policy issues (with some work at the individual farmer level) to the neglect of community based solutions. Communities and their organizations represent a huge untapped resource for the sustainable management of water resources at the village level. In some areas, local initiatives are carried out by traditional leadership, not necessarily part of a formal institution, or by a group of influential family representatives. In common with such groups or organizations throughout the Middle East, these community structures do face various inherent problems including the following:

- Limited participation of the general membership or community in the planning and implementation of programs;
- The work of the organization or group is dominated by certain members who take all the responsibility and decisions;
- Confined to the application of stereotyped projects without exploring new dimensions of self help development;

[1] Source: National Water Master Plan. 2004.

- Lack of recognition as a group of their organizational and interrelation problems, which in turn limits creativity to solve them;
- Groups and individuals lack the capability and skills to obtain funding, manage the organization and programs, plan, evaluate and solve problems;
- Few incentives for volunteers to devote the necessary time and effort to community activities;
- Insufficient and uncertain continual operating funds for community projects;

EMPOWERS Partnership

EMPOWERS sees its role as a programme of experimenting with innovative approaches, developing new models from these, then seeking their wider replication, and scale-up, in order to achieve a more widespread impact, all require the influencing and cooperation of a wide range of other agencies. The achievement of real and lasting benefits is not something that can be easily achieved by one agency operating alone. It requires the building of new and innovative partnerships, which include governmental, civil society, private sector and donor agencies.

EMPOWERS in Jordan is facilitated by three partners as follows: Ministry of Agriculture, Zein Al-Sharaf Institute for Development and CARE International – Jordan Office, with support from three regional partners as follows: International Water and Sanitation Center, Inter-Islamic Network for Water Resource Development and Management and CARE International, in order to create the "horizontal" and "vertical" linkages that are necessary for proper planning and decision-making. Transparency was a key issue in the process of formulation the partnership. In such complex projects and wide partnership transparency is very important to have a common understanding and determine mutual interest other wise it will lead to confusion for all.

EMPOWERS targeted area in Jordan

EMPOWERS is being implemented in Balqa Governorate in Jordan which lies about 30 kilometers north-west of Amman. It is a governorate whose area covers 1.119 km2, and populated by 356000 persons (Department of Statistic, 2004) with a density of 318.1 person / km2. Geographically, Al-Balqa is divided into two main areas:

- Mountains, where annual rainfall ranges from 500 to 600 mm.
- Jordan Valley which contains the lowest point on earth, the Dead Sea. With an annual rainfall average that does not exceed 200 mm[*].

The common characteristics of the governorate are poverty, high unemployment, and the high percentage of illiteracy (in comparison with the kingdom rate). However, this differs by region, with areas in the mountains (upland) are more likely to have a better access to services rather than Jordan valley that is remote from the main city centre (Salt City) and therefore is deprived from having some of the basic services such as; sewerage systems

[*]Journalist's water issues guideline, Ministry of Water and Irrigation - Jordan, 2004

and good maintenance of water network. Other services centers or important institutions like high schools, medical centers, and agricultural extensions are also hard to access.

Three communities (Um Ayash, Subaihi and Rweiha) were selected, at an early stage of the project, in participation with the key stakeholders at different levels based on criteria set by partners and key-stakeholders, in order to test the EMPOWERS participatory approaches and tools in pilot projects at the community level,

Implementing EMPOWERS Approaches in Jordan

The Key stakeholders were identified and invited, at an early stage of the project, to join efforts based on an analysis of these stakeholders and their roles by using the Rapid Appraisal for Agricultural Knowledge Systems (RAAKS) tools for stakeholder analysis (the RAAKS methodology is described in more details in EMPOWERS working paper6). First workshops with these stakeholders took place in November and December 2003 to identify main issues of concern in the water sector (problem tree analysis at Governorate level); to locate sources for secondary data of use for further study; to generate the interest and buy in of key stakeholders and provide them with an opportunity to take ownership of the process. It also offered an opportunity to build their capacities in water resource assessment techniques, ensure their agreement for understanding of the EMPOWERS approaches (problem tree analysis, stakeholder analysis, water resource assessment (data collection and analysis), scenario building, …), and engender their active and real participation in all the activities, finally it gave an opportunity to enable an environment in which the stakeholders could make mistakes and learn from them. These workshops were followed up by interactive field visits and meetings with the same key stakeholders to determine relevant secondary data, identify target communities and organize primary data collection at the community level. The selection of the communities and the first participatory problem tree analysis are done also here.

Village Selection Criteria

- Problems representing village
- Low and high areas
- Population has agricultural lands
- Population between 2000—5000
- Available water resources
- Poverty
- There is no other projects working in the area

In participation with the key stakeholders at different levels and the local communities, an intensive analysis was conducted to select an implementing community organizations (implementing community organization/village) based on the roles of the implementing village organization in order to make it responsible for developing and implementing the local water resource development plans in cooperation with other stakeholders. Based on a series of field visits, research and analysis, Um Ayash women cooperative society, Subaihi voluntary society and Dir Alla municipality were selected to be the implementing organizations and agreements were signed between EMPOWERS project and these community based society early 2005.

Establishing the Stakeholders' platforms for Concerted Action

A careful process has been undertaken to identify the main actors in the domain of water management in Balqa Governorate and to facilitate a dialogue to help the stakeholders to make explicit their different interests, opinions, perceptions, assumptions, and judgments.

The project worked on developing committees at the national level (steering committee), governorate level (the pilot projects steering committee) and at local communities' level (water resources management committee in each targeted community) to establish an effective and sustainable communication platforms among all water stakeholders (government agencies, NGOs and end users) at the same level or among different levels (national, governorate and community) in order to create a base for a sustainable and institutionalized dialogue to share the experiences to reach concerted action concerning water problems and collective planning and establishing clear outlines for future cooperation and coordination.

- **Stakeholder platform at national level (steering committee):**

The purpose of this steering committee is to ensure that the outcomes of this project are known to, and dovetail with, the initiatives of other strategic change agents involved in water sector and service provision within Jordan. Further, the make up of the steering committee will provide the project with technical assistance and advice and influence on the workings that exist or are being developed.
The steering committee was formulated from representatives of key stakeholders. The Head of the steering committee is a current parliament member (head of the water committee at the parliament) and a former minister of agriculture. The committee includes also the general secretaries of Key stakeholders, representatives from the Prime Ministry, other related ministries, other water projects in Jordan and the sponsors of the EMPOWERS Project.
Different meetings have been held by the committee to follow up the progress of the project and to have a base for discussions, to present different perspectives and opinions of all stakeholders concerned in the project.

- **Stakeholder platform at the Governorate level:**

The Ministry of Interior (Balqa Governorate) showed high interest in EMPOWERS and proposed to host the project in its building. This was suggested by the Governor, who has a new mandate to play a greater role in promoting poverty alleviation at local level, as apart of a trend in Jordan towards increasing decentralization of responsibility to sub-national levels through the Governorates development plan, so he pushes for greater co-ordination between stakeholders. From

EMPOWERS technical implementation point of view it is indeed relevant to be next to Ministry of Interior and this facilitates the coordination of the project field activities.

It was agreed by the involved stakeholders at the Governorate and local level that there is a need for an entity (committee, Government agency…) to support the local communities in the technical issues, to provide the required resources to facilitate the community based organizations activities progress, to establish an efficient networks and systems for knowledge exposure and transfer. And they agreed that **Balqa Governorate executive council** will be responsible for that.

Involved local level stakeholders were the key players in the awareness programs and in different workshops.
One of the purposes of EMPOWERS project is to enhance the relationship between local community members and governmental employees, in different workshops and lectures

The chair of the executive council is the Governor and the members are the directors of the governmental organizations at the governorate level. This council established to be responsible for developing the governorate development plan, following up the implementation of it.

- **Stakeholder platform at the local level:**

The purpose of the local water management committee is to participate in developing the local water resource plans and implementing them under the umbrella of the community based organizations in the targeted areas.
The local water resources management committees were formulated (committee/village) from seven to nine members taking into consideration the gender issues (three representatives from the community based organization and the rest representing the villagers, women and men, poor and rich…).

As a result, a real partnership has been established between all involved parties (government organizations, non-governmental organizations, community based organizations and end-users) based on a shared vision, compatibility, equitable representation, legitimacy, trust and understanding, perseverance and transparency. Further, the nature of this partnership involves sharing of works or financial costs and sharing of information. In addition to that there is a common understanding between partners that the formation of this partnership can bring substantial benefits. In cases where less public funding available for water-related initiative and the lack of capacities within the Government, In this manner the partnership arrangements have shown that the non governmental organizations, local water associations and community based organizations can play important roles, independently or in partnership with government agencies in delivering services, be directly responsible for natural water resource management or acting as a link between the government and the local communities.

Um Ayash Village (Case Study)

Um Ayash village is located in the north of Dir Alla district, 45km from the center of the Balqa Governorate. The village's area does not exceed two square kilometers; its north boundary is Al-Balawneh village, while Khazmeh village is to its south, and from the east there is Raheb district in Ajloun Governorate, and from the west there is Al-Ghor (Jordan Valley) Canal. The area is characterized by being a part of the Ghor (Jordan Valley) where the average annual rainfall is about 177 mm.

The village is one of the poorest villages in Jordan. Most of the population is under the poverty line. The average number of family members is (6-8), and the largest age category in Um Ayash village is childhood stage from 1day to 18 years old. Educational level of the people is very low where the student percentage doesn't reach more than 14% of the PRA sample.

Women in Um Ayash society are uneducated & illiterate, & most of the families (research sample) depend on the income that the woman provide through her daily paid work in the field, Um Ayash cooperative society helps the women in the village through giving them loans to do small productive projects which generates good income to support their families.

Water related problems: The water is pumped through an old water network and stored in small tanks with an average of one cubic meter for each family. In addition to the bad state of the tanks they are usually placed on the ground without any cover. In addition to that 15% of the villagers are not subscribed to drinking water network and depend on tank trucks in water supply. The cost of purchased water is high because it is bought from remote commercial suppliers due to the lack of water tank trucks in the village or the nearby area. At the same time the villagers are uncertain of the quality of the water provided by these commercial trucks.
On some cases their is a frequent participation in the same water meter by more than one house due to the financial conditions of the families that make having a separate meter too costly to afford.
The village topography is divided into low and high areas. The low areas are privileged with a high level of pumping from the water system de to the pressure, thus obtaining a larger amount of water and affecting the water allocations of the high areas.

A strategic plan for local water resources development and management was developed for the village. The plan was developed through a long process; where the planning cycle was used to support stakeholders at local and intermediate levels in reaching a consensus

on a shared vision about the future of the water situation in the village and the technical and political decisions they must take to develop and manage their water resources. It is a process of participatory analysis, visioning, scenario building and strategic planning.

The trained stakeholders and local community members (CBO members, water management committee and other villagers) were fully involved in the implementation of the planning cycle, in addition to that each stage starts with awareness raising for the involved groups to ensure that they understand what is involved and what is required of them.

Um Ayash strategic plan for local water resources steps

Visioning

Different meetings and workshops were conducted to develop the problem tree relating water issues and to analyze these problems in a participatory way (causes and effects). This step helped in developing an initial vision for the targeted villages concerning water related issues and in classifying the main factors that affects achieving the vision (internal and external factors) according to the most important and most uncertain factors. These scenarios describe the situation that will occur under the two identified factors and the correlation between them.

Um Ayash vision

By 2012 we seek to raise the individual share of water in the village from 40 - 60 Litter\capita\day within the Jordanian water standards, & improve health & economic conditions by 10%

This vision provided a clear framework for the future work of the selected Civil Based Organizations and different stakeholders to develop the village's conditions – taking into consideration the perceptions, roles, responsibilities and priorities of different involved parties.

Water Resource Assessment

An intensive participatory research was conducted by the key stakeholders, CBOs members and local water management committees members, to depict a clear picture of water status in the targeted communities taking into consideration the social and economic status of families in the targeted communities to make sure that access, interest and concerns of under-privileged groups in the communities are taken into account, with a view to adopting the findings of this study as a basis for participatory scenario development as a part of planning and development process.

The research included a review, analysis and ground-truthing of secondary sources (previous reports and available data) which driven by the problems identified by the villagers. Analyzing the problems and reviewing the secondary sources came up with a

more detailed plan for primary data selection and collection, which was collected at the community level through social mapping and PRAs.

The team used the RIDA (Resource –Infrastructure – Demand – Access) framework for collection and analysis the secondary and primary data on water resource which provided good guidance for data collection, gave a clear entry point and focuses to the work, and expressed the needs easier (described in details in working paper 5)

The outputs of this stage as follows:

- The stakeholders have agreed on a shared information-base which helped them in analyzing the problem tree and gave them more details for vision and scenarios and at the same time it will be the basis for planning for their projects.
- The stakeholders have had a shared and better understanding of the roles and responsibilities of each others.
- The key stakeholders have agreed and emphasized on pro-poor and right based approaches,
- The villagers have become more aware about the water status and other related issues.

Strategizing

Based on the analysis of the assessing stage, the future SMART vision for water (2007) in the villages and the scenarios were finalized.
Following the finalization of the vision and the scenarios, (strategy) Series of activities were developed for each scenario according to the situation which was described in it, to attain the vision. This step is important to identify whether the vision need adjustment or not for one or more scenario.

the scenario building technique was used also to encourage stakeholders to see how their water related problems and potential solutions can have positive or negative affects at different scales: how to look for solutions that are not necessarily within the village; how to factor the behavior of villagers into district level plans; how to understand the implications of one use of water on other uses and users.

Testing the vision, narrative scenarios and strategies; The villages water vision, narrative scenarios and strategies were tested by using Bayesian Networks (a computer based decision support tool), which based on the problem tree and on the information collected and analyzed in the water resource assessment stage. Through this step we determined what additional data and information needs to be collected and what are the main factors that allow the achievement of the vision? Testing initial scenarios and strategies with BNs was an important step in itself because it made them more developed and detailed.

Planning

Based on the outputs of the strategizing step, and depending on the availability of funding and other conditioning factors (scenarios), one activity for each village was moved into

the planning stage based on the local communities' priorities (specific attention was given to the under-privileged groups by assessing socio-economic differentiation and the extent that these groups can benefit from water management interventions by using Participatory Rapid Appraisal tools and Participatory Technology Development).

The participatory Technology Development is one of the methodologies that the stakeholders and the local communities were trained on. Simply it's a methodology used to enhance the level of interaction between the villagers and the technical persons and at the same time it's used for farmer to farmer learning.

Some of the initiatives or ideas (simple techniques which the farmers used to decrease the drinking water consumption) that experimented by the farmers are disseminated for others for better drinking water management (as an example: the water harvesting techniques)

At the same time the technical Government officials and the local community members are in the process to experiment new ideas or initiatives by villagers with support from the technical government officials to be disseminated in the future (as example: the grey water to reduce the use of drinking water for irrigation). As a result Ministries are becoming more interested in the activities taking place with local communities. It also is a great opportunity to have a systematic communication platform among the stakeholders and an entrance for concerted action.

The emphasis on the involvement of community based organizations gives them the authority and empowers them to have a more effective role in their communities while the people become more aware of their role. The numbers of attendees to awareness programs become greater and new faces started to appear in different meetings.

Consequently channels of communication between the different stakeholders (including CBOs and end-users) have been strengthened and are now being used in a more useful manner by all concerned parties. Trust, friendship, mutual understanding and exchanging favors developed during the process.

In Um Ayash village the local water committee with other stakeholders selected the most likely scenario to take place. According to that situation they have chosen the pilot project that they rank as a priority. The pilot project is Local drinking water management (Water Tanker). The project tries to provide drinking water to the inhabitants of UM Ayash (and the nearby villages) in lower prices to decrease the financial burdens of the beneficiary families especially the poor. It also contributes in providing two work opportunities for the unemployed and improves their living conditions. From the other hand the local CBO will have revenue as to render services from which all sectors in the village can benefit in addition to building its employees and

members capacity to be capable of managing such projects. All of that accompanied with raising the level of awareness of the villagers concerning the optimal water uses.

The next step was identifying the actors who will be involved in the implementation phase and clarifying their roles and tasks by using the RAAKs tools.

During the stage, the roles of the stakeholders in the implementation were specified, and made compatible with the national strategies. Then, a pilot project was selected for each community in a manner that achieves part of the visions and in order to train stakeholders on making action plans.
Clear channels of communication were identified based on specific tasks and roles for each stakeholder which enhance the under-privileged groups to know how and why they can or can't participate in making decisions

Implementing

The activities have been implemented according the work plan and the timeframe which developed in participation of all stakeholders (the government officials, CBO and villagers).

The channels of communication between the different stakeholders (including CBOs and end-users) have been strengthened and are now being used in a more useful manner by all concerned parties. Trust, friendship, mutual understanding and exchanging favors developed during the process.

Government Policies are playing a vital role is the sustainability of development projects mainly through the facilitation of CBOs activities and provision of required resources, monitoring and assistance (both technical and financial). The Project targeted achievements is not only to ensure the transparency of such policies but also to improve their application on the governorate level which will in turn be reflected on the community level.

The Project put lots of weight in getting the related ministries and their local offices involved in the project implementation through the different means explained earlier. At the same time, the Project provided the involved CBOs with all possible networking means so that local CBOs can be in direct contact with the concerned governmental organizations.
The institutional capacity of any organization is to work individually and within a consortium. The collaboration between the partners of this project on the local level and their ability to reflect their collaboration on the national level pours in to the institutional sustainability.
A solid working relation between the ministries and the local CBOs within the general project framework is a key factor for the project sustainability.

Another key factor for project sustainability is the capacity of CBOs and local communities in maintaining their water resources as per the technical information provided by the specialized organizations.

Reflecting

The steps set out in this cycle are on one hand the classic steps of monitoring and evaluation, and on the other hand a new approach of documenting underlying processes. While for the sake of clarity they are set out here, they will be implemented in each stage of the cycle. The first cycle was a capacity building stage to the project teams and the involved stakeholders. it was also a time to review the approaches employed in the project and consolidate the methodologies in order to test it in the next management cycle. In many ways this step (more than the initial visioning) can be seen as both the beginning and the end of the planning cycle.
Of particular important to the EMPOWERS approach is the use of monitoring to validate the decisions made regarding the main scenario to be used for planning in each targeted community.

Apart from monitoring and evaluating progress and achievement, EMPOWERS is also developing tools for documenting the learning process in testing and implementing the planning framework. This process documentation aims to bring out the difficulties encountered, lessons learned, new opportunities offered and the manner and degree in which attitudes and behaviour of different actors have changed (or not as the case may be).

Conclusions

This paper has discussed the need for improved water governance in situations of increasing water scarcities which is essentially about how we as a society and as individuals perceive and govern water resources and services, such as the situation in Jordan and other countries of the Middle East. Also, on the basis of recent experience in the EC funded EMPOWERS Partnership Programme implemented in Egypt, Palestine and Jordan, it argues that water resource issues are complex and transcend the water sector itself: indeed, there is an urgent need to broaden the horizon of water issues outside of the water sector. Macro-economic development, population growth and other demographic changes have greater impacts on water demands than water policy. This emphasizes the importance for water professionals to increase their understanding of broader social, economic and political context, while politicians and other key decision-makers need to be better informed about water resource issues. Otherwise water will continue to be an area for political rhetoric and lofty promises instead of implementation of greatly needed actions.

National governments have an important role to play in creating the necessary enabling environment (policy, legislation, financing, and capacity development) to allow necessary improvements in local water governance to take place.

The recommendations set out below was developed in the November 2005 EMPOWRS' regional symposium on "Water is everybody's business"; End-user Ownership and Involvement in Integrated Water Resources Management in Cairo, by the participants from a wide range of interests (academics, government officials, international organizations, other water projects). These recommendations are aimed at creating such an enabling environment. They include that:

- Local water governance must be based upon the participation of all stakeholders and end-users
- Capacity to enable end-user involvement must be developed in relevant stakeholders at intermediate level (media, local government, NGOs, CBOs, …etc)
- In particular, capacity for communication and facilitation are required to enable full end-user participation and to narrow the gap between policy and practice.
- Water information must be considered a public good; and, access to information by all citizens must be enabled (feedback to communities etc.)
- Especial efforts are required to:
  - ensure that marginalized groups (men and women) are not excluded
  - to build upon the special knowledge and role of women in water management
- Ensure that locally appropriate solutions and tools (IT, PRA, participatory planning) can be developed through the use of participatory research and action
- Educational materials and resources for all levels and sectors are essential to improved local water governance (mass media, children, youth, local government etc.)

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