



Regional dialogue on large water infrastructure in West Africa

Building multi-stakeholder participation from 2009 to 2011



CENTRAL AND WEST AFRICA PROGRAMME (PACO)



Published by: IUCN - PACO, Ouagadougou, Burkina Faso

Copyright: © 2012 International Union for Conservation of Nature and Natural Resources

Reproduction of this publication for educational or other non-commercial purposes is authorized without prior written permission from the copyright holder provided the source is fully acknowledged.

Reproduction of this publication for resale or other commercial purposes is prohibited without prior written permission of the copyright holder.

Quote: IUCN-PACO (2012). Regional dialogue on large water infrastructure in West Africa Building multi-stakeholder participation from 2009-2011, Ouagadougou, Burkina Faso: IUCN-PACO. 44 pages

ISBN : : 978-2-8317-1464-6

Design - Print: Graphi Imprim

Available at IUCN – Central and West Africa, Regional Office

01 BP 1618 Ouagadougou 01

Tel.: +226 5036 4979 / +226 5036 4895

E-mail : paco@iucn.org

Website: www.iucn.org/paco

Photo credits: ©

Cover photograph:

p 1 : Jean-Claude Frisque

p 44 : GWI (Site of the new Fomi Dam in Guinea)

Inside:

pp 3, 5, 18, 28 : IUCN-PACO

p 4 : Ghana Dams Dialogue

pp 6, 10, 11, 25, 31, 33 : Jean-Claude Frisque

pp 7, 8, 15, 17, 26 : GWI

pp 12, 20 : Eau Vive

pp 34, 35, 43 : GERSDA

Editorial Board:

Jérôme Koundouno

Félicité Mangang

Marcello Rocca

Technical coordination

Jean-Marc Garreau

Ousmane Diallo

Awaiss Aboubacar

Innocent Ouédraogo

Hervé Léвите

Nouradine Zakaria Touré
President, Regional Coordination of Users of Natural Resources
in the Niger Basin (CRU-BN)

The process of building a dam is not a 20-year, nor a 50-years process; it is a process that lasts for 100 years. As such, we believe it is very important that ECOWAS and IUCN contribute in deepening the consultation process. We need participatory dialogue and especially sustainable dialogue.



Mohamed Salem Ould Merzoug
High Commissioner, Organisation for the Development of River Senegal (OMVS)



Africa's transboundary basins can serve as vectors for reconciliation and dialogue. Dialogue means peace, and peace means stability. It is possible through these transboundary areas to create a foundation for prosperity and growth that does not belong to a single country, but to those who can pursue a dialogue. I am convinced that the future of Africa, and the world, will be determined through dialogue at regional level.

Djiby Seye
Fisherman, Inter-village Committee of the outskirts of the Djoudj Birds National Park,
Senegal

The main problem today is that the local people, actors, fishermen have to adapt to the post-dam context. It is therefore necessary that we adapt to the current situation, but we would also like local initiatives to be supported. Instead of initiatives coming from above, we also have some proposals and the people have to be assisted in order to empower them and involve them in discussions.



Dibi Millogo
Director General, Nakanbe Water Agency, Burkina Faso

There are farmers, there are herders, there are fishermen and there are foresters. They all need water. Previously, each of them collected water as they chose, without consulting the others, without knowing the needs of the others and this sometimes resulted in shortages. Thus, integrated management put an end to all these acts and brought together all of these actors to consult around the same table on drawing up a plan and acting in accordance with it. This integrated water resource management means a change in behaviour because it is a new approach that we are not used to.



Birguy Lamizana
Technical Adviser, UNEP Lake Faguibine Project, Mali



Dams can make a dream contribution to development, especially for West Africa and the Sahel in particular. But they can also turn into a nightmare if they are badly planned, badly built or badly managed. The best way to avoid this nightmare is to establish a constructive dialogue between all parties concerned.

Innocent Ouédraogo
Acting Director, Water Resources Coordination Centre (WRCC/ECOWAS)

It is important and necessary to learn from experiences and find ways to minimize the negative effects of large water infrastructure in order to carry out better processes in the future. It is with this vision that ECOWAS proposes a dialogue with all stakeholders on the challenges and opportunities associated with large dams, based on analysis of project cycles and various phases of decision-making, in order to make recommendations to States and basin organizations.



Contents

Preface	5
Acknowledgements	6
Introductions and definitions	7
Acronyms	8
The need for consultation on large dams	9
A new regional approach	13
Proceedings of the dialogue	15
Related activities to strengthen consultation	26
Adapted communication tools	30
Findings and perspectives	32
Documentation and additional information	34
Guidelines, independent panel of experts	35

Akosombo Dam in Ghana

Preface

In West Africa, large dams are satisfying the need of States, a need that increases with climate variability and population explosion. There is especially a need for energy, food security and drinking water. But unfortunately, these gigantic projects, whether national or regional, bring with them negative effects on local populations and on natural ecosystems.

The mitigation of negative social and environmental impacts is increasingly recognised by project promoters and decision-makers as an important consideration. However the reality in the field is often different and, in spite of this approach, local people often find themselves, through no fault of their own, victims of the non delivery of the measures planned in environmental and social impact assessments, either due to lack of planning or lack of funding for their effective implementation.

The road to the implementation of socially and economically viable solutions that are reliable, and which are acceptable to all parties, is certainly still long. However, it was clear to all actors that dams are vectors of development, welfare and security for present and future generations. So there are solutions to ensure

that this infrastructure is built and operated through better processes, with the participation of as many actors as possible in decision making, and more fairly and equitably shared benefits.

We have the will to build together the solutions that will be reproduced and ripened over the months and years ahead. These solutions will nurture current discussions on the future of dams in West Africa and build a new political and institutional framework that is more open and inclusive than prevailed in the past. More than ever before, ECOWAS, through its Water Resources Coordination Centre, and IUCN have included in their programmes the quest for just, viable and enduring solutions to questions always raised by large dams and reservoir management that are found all around the world. In West Africa, where many infrastructure projects are underway or planned, ECOWAS and its partners (IUCN, GWP, WAEMU, ANBO and WWF) have initiated a consultation, and continue to make every effort to continue this dialogue between all stakeholders, strengthening regional integration, and sharing beyond the borders of West Africa this experience with the world. Together, let us resolve to continue the momentum of consultation on our achievements and on future solutions.



Aimé J. Nianogo
Regional Director
Central and West Africa Programme
IUCN

Innocent Ouédraogo
Acting Director
Water Resources Coordination Centre
ECOWAS



Acknowledgements

This document was produced within the framework of the project on regional dialogue on major water infrastructure in West Africa, executed by the Water Resources Coordination Centre of ECOWAS. IUCN contributes to the project through the Poverty Reduction and Environmental Management Initiative (PREMI) and the Water and Nature Initiative (WANI), and expresses its deep gratitude to the Swedish international development agency (Sida) and the Government of the Netherlands for their financial support.

This publication has been prepared from the outputs and achievements during the period 2009-2011 from studies, consultations and workshops in the region. We thank all partners, experts and stakeholders, including representatives of States, basin organizations and civil society, who directly or indirectly participated in this wide consultation to achieve set objectives.

Our congratulations are due to the independent panel of experts made up of Edmond Kabore, Hamidou Garane, Jamie Skinner, Charles Addo, François Obein, Loïc Trebaol and Brahim Sidibe, and the International Water Agency (OIEau), for the meticulous work done and their attentive ears.



Village meeting in the area of the future Kandadji Dam in Niger

Introductions and definitions

ECOWAS Water Resources Coordination Centre (WRCC)¹

In a bid to address the issue of concerted management of water resources, ECOWAS set up a Permanent Framework for Coordination and Monitoring of Water Resources (CPCS) in West Africa. WRCC is the technical department in charge of coordinating this framework. Based in Ouagadougou, it is endowed with its own resources, allocated by ECOWAS, and has since 2004 been working towards the implementation of a regional policy on water resources. To this end, WRCC is promoting integrated water resource management in order to reconcile economic development, social equity and environmental conservation.

The three main intervention areas of WRCC are governance, international waters and support to infrastructure. It is within this latter framework that this dialogue falls.

International Union for Conservation of Nature, Central and West Africa Programme (IUCN-PACO)²

IUCN is the world's largest environmental protection network. Founded in 1948, it supports initiatives to find pragmatic solutions to the most pressing environmental and development challenges. IUCN supports scientific research, executes field projects around the world and brings together in a federative union governments, non-governmental organizations and associations, and experts to develop and implement policies, laws and best practices that foster a just world that values the nature.

¹For more information, www.wrcu.ecowas.int

²For more information, www.iucn.org/paco

* Definition of the International Commission of Large Dams

** Definition of the Global Water Partnership

Involved in the international endeavours of the World Commission on Dams, IUCN argues that water management, particularly through the construction and operation of large water infrastructure, should allow the more vulnerable to have access to the benefits of the resource by preserving ecosystems and their livelihoods.

Large dams*

A dam with a dyke height of 15 m or more from the foundation, or a height of 5-15 m with a reservoir of more than 3 million m³. By this definition, there are currently more than 45,000 large dams in the world.

Integrated Water Resource Management (IWRM)**

A process which promotes coordinated development and management of water, land and related resources, in a bid to equitably maximize economic and social well-being, without compromising the sustainability of vital ecosystems.



Sélingué Dam in Mali

Acronyms

AMCOW	African Ministers Council on Water	IUCN	International Union for Conservation of Nature
ANBO	African Network of Basin Organizations	IWRM	Integrated Water Resource Management
CRISTAL	Community-based Risks Screening Tool - Adaptation and Livelihoods	LDC	Less Developed Countries
ECOWAS	Economic Community of West African States	MRU	Mano River Union
ESIA	Environmental and Social Impact Assessment	NBA	Niger Basin Authority
GWJ	Global Water Initiative	NEPAD	New Partnership for African Development
GWP	Global Water Partnership	OEDC	Organisation for Economic Cooperation and Development
ICOLD	International Commission on Large Dams	OIEau	Office International de l'Eau (International Water Agency)
IIED	International Institute for Development and Environment	OMVG	Organisation pour la Mise en Valeur du fleuve Gambie (Organization for the Development of River Gambia)
INBO	International Network of Basin Organizations	OMVS	Organisation pour la Mise en Valeur du fleuve Sénégal (Organization for the Development of River Senegal)
		PACO	Central and West Africa Programme
		PANA	National Programme on Adaptation to Climate Change
		PIDA	Programme for Infrastructure Development in Africa
		PREMI	Poverty Reduction and Environmental Management Initiative
		TAC	Technical Advisory Committee
		UNEP	United Nation Environment Programme
		VBA	Volta Basin Authority
		WAEMU	West African Economic and Monetary Union
		WANI	Water and Nature Initiative
		WCD	World Commission on Dams
		WRCC	Water Resources Coordination Centre
		WWF	World Wide Fund for Nature

The need for consultation on large dams

The West African context

With about 150 large dams, West Africa is considered to be poorly equipped with large water infrastructure compared to the rest of the continent and elsewhere. In a context of obvious climate variability, this lack of investment in water infrastructure such as small and large dams, or such as irrigation, increases the region's vulnerability to climate change and compels West African states to (re)think the sustainable management of water resources.

It is therefore not surprising that states and basin organizations establish a causal link between low investment in water control in Africa and the persistence of poverty resulting in food insecurity, low access to drinking water, sanitation and electricity and a high vulnerability to climate hazards.

African Ministers in charge of water resources say that *“the greatest challenge to the development of water resources in Africa is the establishment of appropriate infrastructure for storage and an institutional platform that will support growth.”*

It is in this context that there are calls from NEPAD Infrastructure, AMCOW, ECOWAS, PIDA and others for greater commitment from African states and their development partners for the construction of dams. From the perspective of

proponents of dams, the construction of such infrastructure is inevitable if we want to effectively fight against poverty and climate change. From their perspective, dams allow for rapid expansion of irrigated lands, increased availability of electricity and thereby increased economic growth and prosperity of States.

Such a view is not shared by everyone. In fact since the 1970s, a dividing line has developed between proponents and opponents of any dam project and there are many potential conflicts between proponents of dams and natural resource users, or between countries in a regional context characterized by large watersheds and a very strong interdependence between countries^{3 and 4}.

Opponents of dams consider their social and environmental costs to be too high or unacceptable both in terms of economic efficiency and social equity. They think there are better alternatives such as small-scale irrigation, solar or wind energy, groundwater use, etc.

IUCN, for its part, underscores the importance of natural wetland ecosystems, which are not sufficiently recognised and whose degradation dams often contribute to. Strong measures must thus be taken to protect wetlands that might disappear.

³Niasse M., 2004, Prévenir les conflits et promouvoir la coopération dans la gestion des fleuves transfrontaliers en Afrique de l'Ouest, Vertigo, Vol. 5, n° 1

⁴Julien F., 2006, Maîtrise de l'eau et développement durable en Afrique de l'ouest : de la nécessité d'une coopération régionale autour des systèmes hydrologiques transfrontaliers, Vol. 7, n°2

West Africa currently has about forty large dam projects⁵ which are at varying stages of advanced planning and design for which external funding has long been sought. The costs of planning and execution of these projects have become so high that it is often extremely difficult to raise the external funds required for their execution.

The emergence of new donors outside the OECD who wish to support the African continent changed the “wait-and-see”

situation that had prevailed during the last two decades. These donors (such as China and Arab countries) commit themselves more freely alongside African States: they are less bound than OECD donors by a complex set of binding standards, especially on social and environmental issues.

While it seems clear today that investment projects in major water infrastructure in Africa and particularly in West Africa will quickly multiply in the coming years, it should be remembered



Irrigated perimeter in Bagré in Burkina Faso

that rules have been proposed to guide their design, construction and operation.

In its third World Water Report, one of the key messages of the United Nations recalls from the IWRM principles, that *"the choice for water resource management should emanate from consultations and informed negotiations on costs and benefits of all options after considering the interconnection of basins and consistency and coherence of decisions with other government policies"*⁶.

African ministers in charge of water resources assert that *"infrastructure development requires maximising social and economic benefits in the broad sense, recognizing that many negative impacts at local level are manageable if they are implemented with accepted safeguard policies."*

Some international donors like the World Bank and the African Development Bank, have in the last twenty years also imposed legal requirements on environmental protection and living conditions of affected populations.

The ECOWAS Water Resources Coordination Centre, as a key regional actor, asserts that management capacity, tools and legal means should be strengthened, and is positioned to find solutions to prevent or mediate conflicts between water users, or between countries draining limited shared resources.

⁶World Water Report, 2009, UNWater, Chapter 9

⁷Skinner, J., Niasse, M. and Haas, L. (eds.) 2009. Sharing the benefits of large dams in West Africa. Natural Resource Issues No. 19. International Institute for Environment and Development, London (UK)

Participants on the Sélingué Dam in Mali



Consulting for greater success with future infrastructure

There is no doubt that large water infrastructure has brought significant benefits to the region and is likely to provide more in the future, particularly in terms of electricity, water supply for urban and rural populations, and agriculture.

However many works have generated multiple and varied negative impacts that can be seen very far from their point of origin: disruption of ecosystems, changes in local production systems, conflicts between local people and migrants and between users for access to the resource, frustration of affected local people who do not enjoy the benefits of the infrastructure, loss of traditional lands (crops, houses, sacred places), etc. These impacts are often unbearable for people who face them and could certainly be avoided by better taking social and environmental aspects into consideration⁷.

The lack of application of existing legal frameworks in these areas may explain these excesses. But this situation is changing significantly in most countries of the region, and the decision-making processes regarding the latest projects are more open than they were between 1970 and 1990 as far as social and environmental factors are concerned.

However, actors in the region still have limited resources and skills to participate and make their mark in the development and implementation process of major infrastructure projects. The contributions of “*environmental civil society*” remain modest in most countries. Yet a broad stakeholder participation in decision-making is essential and is also the second principle of IWRM.

The regional dialogue project on major infrastructure in the water sector launched by WRCC seeks to strengthen regional integration and *aims to provide basin organizations with tools for dialogue with a view to accompany the development of their investment plans in a consultation framework*. This project seeks to strengthen transboundary river basin organizations in West Africa, some of which have been operational for over ten years and others are being put in place, by reviewing existing consultation mechanisms and sharing various practices.

The issue of large water infrastructure concerns state actors of the region (States, regional integration institutions) but also non-state actors who are not always involved in discussions.

The issue requires the broadest possible consultation, open to actors with limited resources and capacities to make their voices heard by planning institutions. It must also be open to actors not well connected to the world of water and its uses who may not be fully informed of developments but who may have specific needs, ideas for improving the benefits from dams or who may suffer negative consequences.



Discussion on the irrigated perimeter in Sélingué

A new regional approach

Committed partners

In late 2008, WRCC launched a regional consultation on major water infrastructure projects in the region to contribute to harmonious development and regional integration in West Africa through:

- an agreement from basin organizations and Member States on consultation mechanisms and the development of priority infrastructure to promote regional integration;
- an evaluation and discussion of the impacts of priority development projects on the regional integration process;
- diplomatic support from ECOWAS for the development of priority projects and implementation of solutions for infrastructure that may generate negative impacts or potential conflicts, including appropriate dialogues with development partners.

A steering committee was set up to monitor the project, composed of the West African Economic and Monetary Union (WAEMU), African Network of Basin Organizations (ANBO), Global Water Partnership-West Africa (GWP-WA), World Wide Fund for Nature (WWF) and the International Union for Conservation of Nature (IUCN). The latter is a key partner of WRCC within the framework of this consultation with the role of:

- sharing lessons from other experiences of water resource governance other than those of West Africa;
- getting other actors other than basin organizations and States to contribute in dialogue, particularly civil society organizations, research institutions, private sector;

- contribute to the enhancement and dissemination of recommendations and decisions of the consultation.

The long-term goal of IUCN is to *promote environmentally sustainable and socially equitable water resource management in West Africa in the context of climate change*, and it falls in line with the long-term goal set by WRCC in regional dialogues.

Towards formulating a framework and guidelines

Various tasks and activities have been designed to encourage discussions between the stakeholders in order to achieve agreed objectives and particularly the formulation of a framework for decision-making across the ECOWAS region:

Groundwork⁸

- A panel of independent experts analysed the decision-making processes of three large dams in the region (Bui in Ghana, Kandadji in Niger and Manantali in Mali) to draw up guidelines and recommendations
- Proposal of ranking criteria to establish a list of priority water infrastructure in the region

Activities

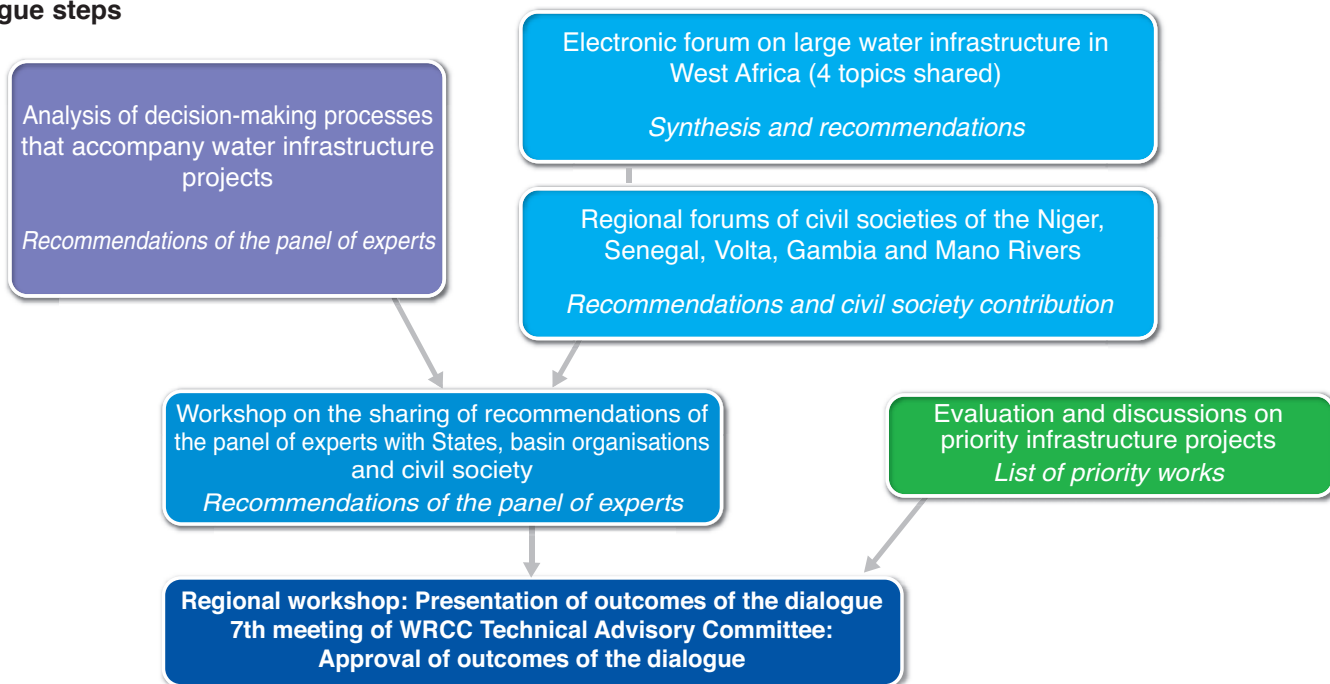
- Creation of an electronic forum and undertaking case studies to promote dialogue and stimulate discussions
- Holding of regional forums with civil society to share the findings of the expert panel, develop their own reactions and recommendations and prepare their involvement in the consultations

⁸Documents available on www.dialoguebarrages.org (espace Documents, WRCC Forums)

- Holding of forums in river basins and at regional level, with States, river basin organizations and civil society to consolidate, validate and approve the recommendations of the panel of experts and establish a list of priority infrastructure
- Validation of the recommendations of the panel of experts and the proposition of the list of priority infrastructure by the Technical Advisory Committee of WRCC

These activities were accompanied by activities to communicate and share documents and findings: producing a documentary film, developing a website and a mailing list.

The dialogue steps



Proceedings of the dialogue

An electronic forum to open up discussions (19 October - 15 November 2009)

In order to launch discussion on the topic of large water infrastructure in West Africa, IUCN established an electronic forum to enable interested actors to share their views and experiences on the subject.

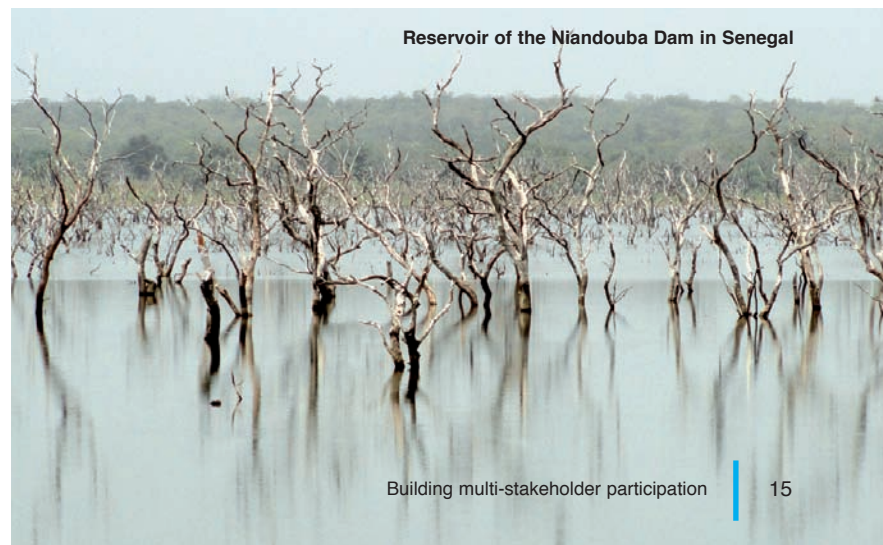
More than 1,000 people, representing over 400 organizations, were invited to participate in the electronic exchanges; they included representatives of ministries, institutions, donors, NGOs, associations of producers, consultants and researchers, elected officials, etc. mainly from West Africa.

Close to 200 contacts registered to take part in discussions. Of whom 50 participants were most active in the forum, representing 39 institutions or independent individuals. The majority was made up of consultants and researchers (18 organizations/independent), followed by NGOs (10), regional and international institutions (4), then ministries and donors (3), and finally the private sector (1). Note the regrettable absence of local elected officials and national associations of producers/users (although four of them initially registered).

During the discussion period, which covered four weeks, four topics were discussed: (i) economic development and regional integration, (ii) social, environmental and economic impacts, (iii) governance and decision-making process, and (iv) development options/alternatives.

A total of 120 contributions were made. Some twenty documents, particularly environmental and social impact assessments, studies on integrated water resource management and climate change, were shared in this e-discussion. English and French were the two languages used to communicate. Of the 50 most active participants, eight were English-speaking (16%).

This electronic forum, on the one hand, made it possible to link up many actors from various backgrounds to discuss the issue of large water projects and their impacts, and on the other hand, to propose avenues for brainstorming and suggest recommendations which were then fed back into the consultation process, especially during workshops with civil society. This technique of sharing contributions, freely and personally, has achieved the goal of gathering the views of all and to engage in dialogue at the level of West Africa⁹.



⁹Summaries of the discussions are available on www.dialoguebarrages.org

Some summarized ideas and recommendations shared during the electronic forum

DEVELOPMENT

On the whole, the participants agree on those financial, historical and geographical, socio-economic, and natural factors that explain the poor development of large infrastructure in West Africa. In most cases, agricultural objectives are often not attained as opposed to energy objectives. Large infrastructure has two sides to the same coin with advantages and disadvantages. They are at the same time cooperation tools and possible sources of conflicts.

Main recommendation: *Take stock of each dam both at the level of macroeconomics and at the local level. Benefits mostly accrue for urban populations, while the negative effects are usually felt locally by users and the local population.*

IMPACTS

It is certain that dams provide economic development to the region but the majority of the population often talk about the many cases of negative environmental and social impacts before mentioning the positive role of the infrastructure. The reduction of wetlands is (almost) unanimously condemned: reduction of floods, reduction of downstream flows, disruptions of fish migrations, facilitation of erosion, etc.

Main recommendation: *Make a comparative analysis of with/without project scenarios including the enhancement of all monetary and non-monetary services of impacted areas.*

GOVERNANCE

It is generally observed that participants criticise the non-effective participation of some stakeholders such as civil society and particularly the local population, as well as lack of communication and knowledge sharing. River basin agencies have a key role to play in developing a shared vision and integration of climate change in their work.

The objectives and impacts of large hydraulic infrastructure are sufficiently inter-sectoral to envisage undertaking strategic environmental assessment (SEA).

Main recommendation: *The participation of stakeholders has to be a prerequisite and a full component of dam project development along with a valid implementation strategy.*

ALTERNATIVES

The vast majority of contributions to the electronic dialogue encourage the development of complementary options for energy and irrigation where insufficient effort has taken place so far. Outputs from dams are not commensurate with their initial objectives and negative impacts are enormous.

Main recommendation: *Opt for a winning combination of large and small dams with an integrated approach, arbitration on allocation of financial resources between large investments and a set of varied additional measures to improve on rain-fed agricultural production.*

Cattle on the site of the Komienga Dam in Burkina Faso



*Workshops to maximize civil society contributions in 5 major basins of the region¹⁰
(May - June 2010 and January 2011)*

Firstly, IUCN organized two regional forums in the Senegal River and Niger River basins, the two main rivers of West Africa. The first one took place in May 2010 in Nouakchott, Mauritania and the second in June 2010 in Sélingué in Mali.

They each brought together civil society representatives of the basins for three days to discuss the challenges and impacts of large water infrastructure and on the living conditions of local people. They thus enabled lay actors of dams to better grasp the terms of a discussion that is often technical and difficult to grapple with. The sharing of experience gained in various parts of West Africa, the presentation of the outcomes of the dialogue process (synthesis of the electronic forum, report and recommendations of the panel of independent experts set up by ECOWAS) and the rich deliberations and discussions facilitated by the NGO Eau Vive¹¹, resulted in a list of findings and recommendations that met the expectations of stakeholders from these water basins.

In all, almost 100 participants from the four countries of the Senegal River basin and the nine countries of the Niger River basin were present: populations affected by large dams, displaced and host village heads, producer organizations, user

¹⁰Proceedings of workshops, as well as other documents (presentations, summaries of Nouakchott and Sélingué, final recommendations) are available on www.dialoguebarrages.org

¹¹For more information, www.eau-vive.org

group co-ordinators, NGOs, local and national elected officials, women organizations, representatives of national parks (Diawling and Djoudji), management authorities of the three dam projects on the Niger (Fomi, Taoussa and Kandadji), research institutions, the health sector. The two basin organizations concerned, the Organization for the Development of River Senegal (OMVS) and the Niger Basin Authority (NBA), were represented at both meetings, thus enabling for the first time a direct discussion between users and these regional institutions.

Agenda of the workshops

- An opening ceremony
- Plenary sessions during which several "initiatives and knowledge" sessions made it possible to follow presentations on scientific/technical, environmental, socioeconomic and political factors related to existing or planned major water infrastructure in the Senegal and Niger River basins. These sessions also made it possible to share with participants other elements of the regional dialogue process launched by ECOWAS (outcomes of the panel of experts who analyzed the decision-making processes of three infrastructure of the region, outcomes of the electronic forum)
- Working groups to develop recommendations on major issues to be made by the participants of each forum
- A field trip to existing hydroelectric facilities (case of the Sélingué forum in Mali)
- A closing ceremony

Participants of the Nouakchott Forum observed that in the Senegal River basin there are both the contribution of large water infrastructure and the negative impacts that they can engender, bringing little benefit to people living near the infrastructure. The lack of assessment, consideration of environmental and social impacts and alternatives was deplored. Participants also noted a lack of structuring of civil society organizations in the basin and adequate consideration of its possible contribution and added value by States.

Like the participants in Nouakchott, the participants of the Sélingué forum recognised the benefits of dams on the Niger



Group photograph of the workshop in Nouakchott in Mauritania

River basin, economically, environmentally and socially, but also taking note of negative impacts at all of these levels. They also noted, among other things, the inadequate nature of environmental and social impact assessments. They also noted that States do not sufficiently take into consideration the affected people, and when compensation is offered to the latter, the commitments are not always honoured.

Participants unanimously showed a willingness to engage meaningfully and sustainably in this regional dialogue project, and to present their recommendations at the meetings that followed, organized by ECOWAS.

Some accomplishments

- Discussions on the issue of large water infrastructure with civil society actors at the basin scale: the process of building this infrastructure has so far been the sole responsibility of representatives of States and basin organizations under communication/consultation conditions that are usually unclear. The involvement of civil society in general does not occur even when there is an open or latent conflict with local populations of project sites. The establishment of a consultation process and discussions with civil society within the framework of this regional dialogue is therefore a major achievement.

- A member of the panel of independent experts was present in the various forums, sharing initial findings of this panel with participants, and the reactions that would likely enrich the recommendations forwarded to decision-makers.
- The forums of civil society actors of the Niger and Senegal basins offered the opportunity to meet and get to know one another, to share thoughts and findings on issues of a transboundary dimension, and to strengthen their positions with other stakeholders in the dialogue.
- The opportunity for direct discussions and deliberations between civil society representatives and experts of basin organizations outside the framework of continuous consultation within the formal governance of these organizations.
- The opportunity to share experiences on various educational initiatives on the ground, and a better understanding by civil society actors of issues related to positive and negative impacts of large water infrastructure.
- A growing awareness among civil society actors concerning their role and responsibility in the process of developing large water infrastructure.



Participants at the Sélingué workshop in Mali

Secondly, a regional preparation and training workshop for civil society actors of five major watersheds in ECOWAS countries (the Niger, Senegal, Gambia, Volta and Mano River basins) was held in Ouagadougou, Burkina Faso, from 17 to 19 January 2011. It was attended by 15 representatives from 15 West African countries.

This meeting took place ahead of the WRCC forums organized in the basins in late January 2011, which aimed to share the recommendations of the panel of experts with basin organizations, governments and civil society, and was also an opportunity for the latter to present its own recommendations and to actively contribute to consultation on the panel's work.

Initiated by IUCN, this training workshop made it possible to extend the conclusions and recommendations of two major water

basins (the Niger and Senegal Rivers) to civil society actors from the other three watersheds in the ECOWAS region (Gambia, Volta and Mano Rivers) that could not hold specific forums for these basins, and on the other hand, to train members on advocacy techniques and prepare with them for their participation in the dialogue meetings to better put forth their concerns to other stakeholders (States, river basin organizations).

As mentioned by the World Commission on Dams (WCD) in its 2000 Report "Dams and Development: A New Framework for Decision Making", key values should guide the location of major water structures: equity, efficiency, decision-making based on participation, sustainability and responsibility. These values should form the basis of a rights-based approach to decision-making on the equitable management of water resources and electricity.

For civil society, the approach of major water infrastructure projects should be rethought on the basis of the principles and foundations recalled by the World Commission on Dams. In total, seven concrete recommendations emerged from the discussions, in a bid to promote IWRM for harmonious development of the region and strong integration between countries:

- 1) Developing large water infrastructure to meet basic social needs

- 2) Minimizing the negative impacts and maximizing the positive impacts on the natural environment
- 3) Promoting economic development in areas surrounding the dam
- 4) Conducting quality socio-economic and environmental impact assessments and monitoring implementation of their recommendations, as well as those of strategic environmental assessments
- 5) Supporting the structuring of civil society and promoting its participation in all decisions on development projects in West African basins
- 6) Establishing compensation mechanisms and remedies for the population
- 7) Considering and promoting all alternative and complementary options to large dams, for the same expected services (management of water resources, energy development, etc.)

A document with detailed recommendations was produced to be shared during WRCC workshops and a power point presentation was developed to support the contribution of civil society.

This workshop made it possible to build capacity of civil society, a practical result observed by partners of the consultation. The

advantage of this approach in supporting the development and dissemination of civil society recommendations has been confirmed by the representatives from each West African country. This type of support enables them fully to play their role and make known the views of the population to the authorities, as part of large water projects.

Equally, this type of activity, organized at the scale of a basin or several basins, allows for discussions that go beyond national boundaries and language, and this enables actors to share their ideas, visions and solutions, and to formulate mobilization and joint influence strategies. Their rapid and enthusiastic mobilization for the workshop shows the interest in continuing and strengthening this approach.

Forums in the basins and at regional level to appropriate the outcomes of the dialogue (January, July and December 2011)

In January 2011, WRCC organized feedback workshops in basins with representatives of basin organizations, States and West African civil society to present in detail the recommendations of the panel of experts in order to collect and mainstream relevant stakeholder contributions. IUCN also participated in the various meetings.

The objective was to develop a set of consensual recommendations to be forwarded to ECOWAS for implementation as a framework for decision-making.

The workshops were organized in three sessions as follows:

Date and place	20 January 2011 Ouagadougou	24 January 2011 Niamey	27 January 2011 Dakar
Basins	Volta Basin	Niger Basin	Rivers Senegal, Gambia and Mano Basins
Basin organisations	Volta Basin Authority (VBA)	Niger Basin Authority (NBA)	River Senegal Development Organisation (OMVS) River Gambia Development Organisation (OMVG) Mano River Union (MRU)
States ¹²	Benin, Burkina Faso, Ivory Coast, Ghana, Togo	Guinea, Niger, Nigeria, Mali, Cameroon and Chad	Cape Verde, Gambia, Guinea Bissau, Liberia, Senegal, Sierra Leone
Civil society ¹³	Benin, Ghana, Togo	Guinea, Mali, Burkina Faso, Niger, Nigeria	Mauritania, Senegal, Guinea Bissau, Sierra Leone,

This stage of the consultation in the basins was important and necessary in the process prior to the regional workshop where recommendations will be finalized. The panel thus had the opportunity to respond to comments and feedback from stakeholders and to mainstream the various contributions in the perspective of the regional meeting.

The presentation of the recommendations of the panel of experts was made in 7 sessions: each session was reserved for the presentation of the clear strategic orientations outlined in the working document. This was systematically followed by the presentation of written comments and proposals by civil society of the basin before the organization of discussions.

¹²Where a country is a member of several basins, it only participated once in the consultation

¹³The representatives have been selected during the training workshop

Civil society was praised for the quality of its interventions and the recommendations produced and presented at its sessions. Trained on advocacy approaches and with a Power Point presentation prepared beforehand, and progressively adjusted during the workshops, its representatives therefore felt comfortable and spoke confidently to defend their ideas.

Overall, the discussions did not reveal any major objections with regards to the content of the document presented by the panel but significant contributions were made to consolidate and correct the content and wording of the various proposals in order to make the recommendations more practical and understandable.

Main topics of discussions during the consultations

1. Capacity building and the role of basin organisations

Discussions focussed on the consensus to create Basin Organisations (BO) where they do not exist. However participants stressed the need to ensure the smooth running of existing BOs that require general institutional, financial and technical support. One area requiring further work is the option of funding BOs through regional organisations such as ECOWAS.

2. The structuring and reinforcement of civil society contributions

Civil society has played an important role in the dialogue and it is essential to provide it with structural support to promote

local development, however its representativity remains a challenge.

3. Sustainable development

The project risks linked to the environment were raised in the discussions and these concerns require the panel to be more exhaustive on this issue.

4. The promotion of local development

The workshops underlined the need to ensure that the interests of local people are met, however while local people should be prominent during the building of large dams, they cannot expect to be “primary beneficiaries” due to the broader national objectives of such projects.

5. The promotion of regional integration

Participants stressed the need for clear and readable provisions for the sharing of costs and benefits between states and other stakeholders to guarantee investments, to ensure the participation of stakeholders, and to promote regional integration.

All the concerns raised were then shared with the panel of experts who, ultimately, made the necessary changes at a final working session in Ouagadougou in March 2011, to better reflect the aspirations of all stakeholders.

The 6 categories of the finalized guidelines of the panel following the consultations

1. Assert the critical role of basin organizations (BOs) in developing and implementing transboundary projects

(3 recommendations ; 10 measures)

2. Involve the affected people as project actors, partners and project beneficiaries

(4 recommendations ; 18 measures)

3. Ensure that all actors involved in project development play their respective roles

(3 recommendations ; 8 measures)

4. Assess and optimize the profitability of large water facilities in West Africa

(6 recommendations ; 13 measures)

5. Capitalize and share existing experiences within ECOWAS

(2 recommendations ; 9 measures)

6. Adopt a regional framework for carrying out environmental and social assessments of transboundary projects

(7 recommendations ; 19 measures)

In July 2011, a regional workshop brought together thirty participants in Ouagadougou to present the two end-products of the consultation prior to official validation:

- i. Recommendations of the panel of experts in their final version, following consultations in the basins
- ii. Ranking of priority dam projects in the region, following the presentation to partners of the consultation (April 2011) and the criteria developed for the ranking process

In attendance were members of the Technical Advisory Committee of WRCC (country focal points and basin organizations), the chairman of the Regional Consultative Committee on Water Resources, two members of the panel of experts, representatives of civil society and partner institutions, including IUCN.

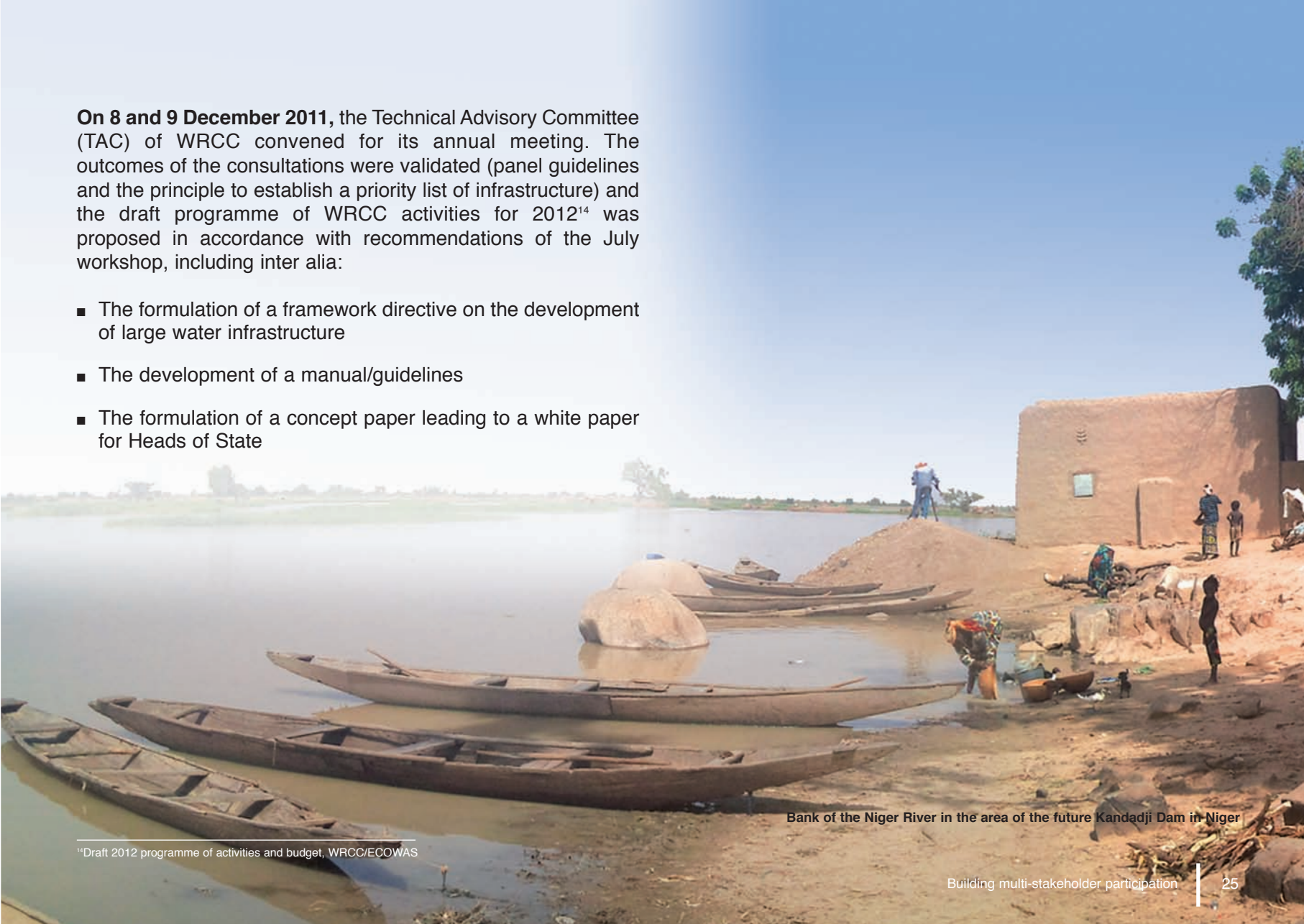
The workshop made it possible to share views on the two finalized documents and to brainstorm on perspectives and future actions to be proposed to continue the dialogue process. The following ideas were highlighted:

- Support the dissemination of outputs and outcomes of the consultation
- Reformulate the panel's recommendations so as to make them more accessible
- Organize workshops on how to implement the recommendations

In addition to developing a framework directive, outcome suggestions were made concerning a white paper directed at Governments, and a manual (guide) on best practices.

On 8 and 9 December 2011, the Technical Advisory Committee (TAC) of WRCC convened for its annual meeting. The outcomes of the consultations were validated (panel guidelines and the principle to establish a priority list of infrastructure) and the draft programme of WRCC activities for 2012¹⁴ was proposed in accordance with recommendations of the July workshop, including inter alia:

- The formulation of a framework directive on the development of large water infrastructure
- The development of a manual/guidelines
- The formulation of a concept paper leading to a white paper for Heads of State



Bank of the Niger River in the area of the future Kandadji Dam in Niger

¹⁴Draft 2012 programme of activities and budget, WRCC/ECOWAS

Related activities to strengthen consultation

A workshop in partnership with the Global Water Initiative (GWI) to share experiences on resettlement and benefit sharing with local people (September 2011)

In line with the recommendations of the panel, a regional approach was designed to share the experiences of past processes of dam construction. It addresses two major recommendations of the dialogue:

- Integrate affected populations as actors, partners and beneficiaries of the project (Recommendation 2)
- Capitalize and share existing experiences within ECOWAS (Recommendation 5)

Resettlement and benefit sharing with local communities around reservoirs in West Africa are two essential components for the success of a dam project in the long term. To better understand these processes and learn from the past, the Global Water Initiative (GWI), implemented by the IUCN/IIED consortium and the ECOWAS Water Resources Coordination Centre (WRCC) held in partnership a multi-actor discussion meeting from 13 to 15 September 2011 in Ouagadougou. 17 key messages were developed to guide decision-makers to implement more equitable and sustainable processes, with the affected populations as partners.

More than forty West African actors representing civil society organizations, users, local authorities, technical services, managers of dams, river basin organizations, academics, lawyers, regional and international organizations met in Burkina

Faso. Over three days they shared experiences on resettlement and benefit sharing with the local population on the first large infrastructure projects from the 1960s to today. They also examined the reasons for failure and capitalized on best practices. The numerous presentations and group work sessions helped to highlight key lessons that would allow affected people to benefit directly from the infrastructure and avoid deteriorating living conditions after resettlement.

The current execution of important programmes to build dams in several countries in the region (Fomi, Taoussa, Kandadji, Samendeni, Noumbiel, Adjarala, Sambangalou, Kaleta, to name a few) should take into consideration past experiences and propose solutions through concrete steps to avoid repeating the errors observed.



The 17 key messages from the sharing of West African experiences¹⁵

1. Plan resettlement areas from a good baseline study, making provision for immigration and population growth.
2. Resettlement villages should not have special status. They should be included in normal administrative structures, not belong to the agency that resettled them.
3. Avoid compensating beneficiaries in cash except for irreplaceable assets (eg trees).
4. Reinforce the capacity of civil society and local people for the effective management of the resettlement process, notably providing legal assistance to affected people.
5. Undertake a pilot resettlement operation for one village before relocating the remainder, whenever possible.
6. Ensure the State has the necessary resources to finance the resettlement in a timely manner.
7. Establish mechanisms to ensure land tenure security for houses and farmlands by providing legal documentation that clearly allocates rights (use rights, property rights...) to each resettled family.
8. Involve local people as partners in all stages of the decision-making process (eg. type of housing, management of cultural heritage, choice of resettlement site) and only resettle communities after adequate negotiation when timely, accurate information has been given in a locally accessible language and format.
9. Reinforce the capacity of resettled people and host communities to allow them to live together and to benefit from new and unfamiliar resources (irrigation, fishery...) and opportunities (tourism, commerce...).
10. Organise the fishery and establish a multi-actor management body to ensure the sustainable management of the resource and the payment of taxes in favour of local development.
11. Ensure that the permanent arrangements for management of the dam and reservoir are clear (multi-actor committee) once the construction phase is complete.
12. Establish a multi-stakeholder monitoring committee to ensure the effective delivery of accompanying plans.
13. Establish an appropriate electricity supply system to resettled and host villages while ensuring that new sites are fully connected to the grid.
14. A percentage of the income from the sale of the electricity produced by the dam should benefit a local development fund for affected people.
15. A moratorium/subsidy period for electricity supply to resettled and host communities is desirable and should be decided by in-country negotiation.
16. Assess and compensate the loss of cultural heritage and traditional use.
17. Pay special attention to the particular needs of women, youth and handicapped people in all the above processes and ensure their effective participation in decision-making processes.

¹⁵Communiqué final and report of the regional workshop on www.iucn.org/gwidams

A training workshop on the CRiSTAL¹⁶ tool in the area of the Diama dam in Senegal (April 2010)¹⁷

Within the framework of regional dialogue, IUCN's role is to promote the adoption and implementation of IWRM principles, particularly through the recommendations of the World Commission on Dams, by ensuring that the issue of climate change is a central concern for actors. It is in this context that a workshop was held in St. Louis in Senegal from 6 to 9 April 2010, to better understand the consequences of climate change in the area of a large dam with its own impacts: this concerned especially the Diadiam 3 village which is located on the left bank of the reservoir of the Diama Dam, just outside the Djoudj Bird National Park. 14 Senegalese and Mauritanian participants, representing civil society, communities, government and the Djoudj and Diawling National Parks, were trained.

CRiSTAL is a tool to support decision-making, which aims to establish a logical user-friendly process to help users better understand the links between climate-related risks, livelihoods of the population and project activities. The challenge is to make use of this tool in community-based natural resource management activities that may take into consideration adaptation to climate change through the implementation of community support projects on the management and adaptation to climate risks.

Specifically, the CRiSTAL tool helps users:

- Understand the links between local livelihoods and climate (climate risks and vulnerability);
- Evaluate the impact of a project on livelihood components important for adaptation to climate change;
- Develop adjustment projects to reduce vulnerability and strengthen adaptation capacity.

The objectives of this training workshop on the use of CRiSTAL within the framework of regional dialogue on dams were to:

- Provide participants with a framework for understanding vulnerability and adaptation to climate change by the local population of the Diama Dam;
- Strengthen the capacity to mainstream vulnerability and adaptation to climate change by local people in the development and execution of project activities in the area.



¹⁶For more information, www.iisd.org/cristaltool

¹⁷Report at www.iucn.org/premi

Assessing the influence of the recommendations of the World Commission on Dams in international policies, in Senegal and Cameroon, and enriching the regional dialogue (2010)¹⁸

The study report provides an update on decision-making and dialogue processes within the framework of large dam and water infrastructure projects carried out in countries and emerging markets of the South. It is particularly focussed on policies and practices relating to environmental and social aspects, and relations with local actors, a decade after the publication of the report of the World Commission on Dams (WCD) in 2000¹⁹.

This research project is made up of three parts:

- An "international review" of the perspectives of different organizations participating in policy discussions relating to large dam projects/water infrastructure



- A case study in Cameroon, on decision-making on *the Lom Pangar Hydroelectric Project*, to be constructed at the confluence of the Lom and Pangar Rivers in the East Region of the country
- A case study in Senegal on decision-making and dialogue related to the management of the Senegal River, as proposed in the Charter of the Waters of River Senegal, that includes the participation of water user organisations and civil society

The purpose of this study is to investigate the various ways in which the most prominent international policies treat the themes dealt with in three of the Strategic Priorities of the World Commission on Dams (Priorities 2, 3 and 5).

The WCD continues to serve as a reference, for it is a key benchmark for the promotion of the assessment of development options through an open process and, also, to take into consideration rights and risks. This is precisely based on human rights and seeks to redress the "imbalances in terms of political power." In both countries studied, civil society organizations support this goal, while recognizing the effects it will have on the political climate.

¹⁸http://cmsdata.iucn.org/downloads/final_report_wcd_international_policies_case_studies.pdf

¹⁹World Commission on Dams (WCD), Dams and development (2000), www.unep.org/dams/WCD/report.asp

Adapted communication tools

In order to accompany the process of regional dialogue among stakeholders and promote effective communication, tools have been developed to enhance information sharing and participation of the many actors involved at all levels.

A mailing list for the electronic forum and for sharing documentation

The electronic mailing list forumdialogueondams@dialoguebarrages.org was initially created to implement the electronic forum. It was then maintained, for it is an important channel for sharing all types of documents (ESIA, case studies, activity reports, articles, various documents) relating to the issue of large water infrastructure, their management and construction, governance around reservoirs, benefit sharing with the local population, etc.

In December 2011, about 700 contacts had been registered and they can share documents and experiences.

Registration on the list can be done through the official address of the dialogue dialogueondams.westafrica@iucn.org

A dynamic website to relay information widely and store documents

The website of the regional dialogue at www.dialoguebarrages.org, is a platform that allows for the tracking of the entire process that makes available to Internet users project documents (annual reports, studies, presentations) but also extensive documentation shared during

the electronic forum and to this day. At least forty documents are available online and more than 110,000 visits have been recorded since its launching in October 2009.

A documentary film for capitalization and awareness²⁰

The long and short versions of the documentary film that illustrates the process of regional dialogue are awareness and information tools of various stakeholders (decision-makers, civil society, the population, technical and financial partners) on the many challenges and opportunities relating to large dams in West Africa. These issues were addressed through four regional sites: Sélingué in Mali, Bagré in Burkina Faso, Diama in Senegal and Kandadji (planned) in Niger.

By deciding to support ECOWAS in its efforts, IUCN has set itself the goal to promote the environmentally sustainable and socially equitable management of water resources in West Africa by facilitating the broadening of consultation with non-state actors, civil society and user organizations. This film allows for the dissemination of recommendations of regional dialogue among stakeholders to promote good practices in the design, construction and operation of large water infrastructure.

In 2011, the film was projected in workshops in the basins and in academic institutions in Burkina Faso to educate future engineers and technicians in the field. This type of specific sessions is also possible with parliamentarians from countries in the region, river basin organizations and other stakeholders.

²⁰DVD of the short version attached to this document and long version available on www.iucn.org/premi

Shooting the film along the Niger River



Findings and perspectives

Regional dialogue on major water infrastructure in West Africa, initiated by ECOWAS through its Water Resources Coordination Centre in partnership with IUCN, WAEMU, GWP, ANBO and WWF, is the first of its kind. The project to bring together stakeholders from the five major basins in the region to brainstorm together on new infrastructure helped build a consensus on guidelines proposed by a panel of independent experts and a list of priority projects.

States, basin organizations and civil society, supported by IUCN, have since 2009 been asked to contribute to the development of tools for good management of large scale water infrastructure programmes in the region.

ECOWAS is a major player in West Africa whose main mission is regional integration. It intends to provide answers to the challenges of mobilizing and managing water to satisfy the needs of populations who are increasingly threatened by climate instability and its impact on their livelihoods.

The dialogue process should continue so that during the construction and operation of large dams, strong and appropriate compensation measures are designed and respected by local officials. It is in this context that the products generated by the infrastructure (electricity, agriculture, drinking water, ecosystem services, etc.) will be appreciated and projects will be more acceptable to local people.

However, the optimum conditions required for equitable sharing of benefits with the local population, especially vulnerable

groups, but also at transboundary level between states, are still to be found.

Regional dialogue is the perfect setting to make progress on IWRM and foster the creation and strengthening of partnerships between institutions on the one hand, and between institutions and civil society and other users on the other hand.

The implementation of the recommendations of the dialogue by a framework directive across the region will depend on the dynamism of actors concerned and their ability to continue discussions on six topics that are evident in the regional consultation:

1. Assert the critical role of basin organizations (BOs) in developing and implementing transboundary projects
2. Involve the affected people as project actors, partners and project beneficiaries
3. Ensure that all actors involved in project development play their respective roles
4. Assess and optimize the profitability of large water facilities in West Africa
5. Capitalize and share existing experiences within ECOWAS
6. Adopt a regional framework for carrying out environmental and social assessments of transboundary projects

Bagré Dam in Burkina Faso



Documentation and additional information

Selection of online documents at www.dialoguebarrages.org:

- General summary of the electronic forum, 2009.
- Proceedings of the Nouakchott, Sélingué and Ouagadougou workshops, 2010-2011.
- Reports of WRCC consultations in the basins with States, basin organisations and civil society, 2011.
- *Guidelines for the development of sustainable water infrastructure in West Africa*, panel of independent experts, 2011.
- *Report on prioritising infrastructure projects*, OIEau, 2011.
- Study on international policies and the World Commission on Dams. *Decision-making and dialogue on large dams and water infrastructure*, P. Newborne, 2011.
- *Sharing the water, sharing the benefits: lessons from six large dams in West Africa*. F. Bazin, J. Skinner and J. Koundouno, 2011. GWI publication.

Additional websites:

- WRCC: www.wrcu.ecowas.int
- IUCN-PACO: www.iucn.org/paco
- GWI-Dams: www.iucn.org/gwidams
- PREMI: www.iucn.org/premi
- VBA: www.abv-volta.org
- NBA: www.abn.ne
- OMVS: www.omvs.org
- Agrhymet/CILSS: www.agrhymet.ne
- GWP: www.gwp.org
- INBO (RIOB): www.riob.org
- WAEMU (UEMOA): www.uemoa.int
- WWF: www.wwf.org
- IIED: www.iied.org



Guidelines for the sustainable development of water infrastructure in West Africa

Independent panel of experts, 2011

The following recommendations principally concern the decision-making process linked to the challenge of sustainable development which needs to be reinforced by promoting good practice. Certain technical aspects that are also essential for decision making (for example geo-technical issues, design of works, degradation of basins, sediment fluxes, etc.) are not specifically addressed in the panel's recommendations, although they were often raised in the consultations with States, civil society and basin organisations. These recommendations therefore do not constitute an exhaustive guide to implementing large dam projects.



Holy stone on the site of the future Taoussa Dam reservoir in Mali

1 – ASSERT THE CRITICAL ROLE OF RIVER BASIN ORGANIZATIONS (BO) IN DEVELOPING AND IMPLEMENTING TRANSBOUNDARY PROJECTS

Principles		Measures	
1.1	Promote the integrated development of river basins	1.1.1	Strengthen the role of BOs through all project stages
		1.1.2	Ensure BOs are institutionally and financially functional and sustainable
		1.1.3	Establish BOs where none exist, including where appropriate, for important sub-basins
		1.1.4	Ensure each basin has a coherent long-term strategy (for example: shared vision, master plan, sustainable development plan for the basin, 5-year investment programme, etc.)
		1.1.5	Put in place mechanisms for cost and benefit sharing both between States and with local populations
1.2	Urge/encourage States to abide by regional policies and strategies	1.2.1	Develop projects in compliance with IWRM frameworks and policies that are validated in the region by BOs and/or by regional integration institutions
		1.2.2	Develop projects that are consistent with BO and ECOWAS policies, strategies and operational plans
1.3	Empower BOs in organizing transboundary consultations	1.3.1	Inform and consult stakeholders at basin level right from project design
		1.3.2	Conduct formal consultations with the affected States before final design, to enable them to react in a timely manner and allow corrective measures to be taken into consideration
		1.3.3	Initiate public consultations at basin level right from the beginning of the ESIA to enable stakeholders to participate in the decision-making process

2– INVOLVE THE AFFECTED POPULATIONS AS PROJECT ACTORS, PARTNERS AND BENEFICIARIES

Principles		Measures	
2.1	Consider the affected people as partners and ensure that they benefit directly from the dam throughout its life cycle	2.1.1	Provide the affected people with the direct benefits generated by the dam (agricultural land, electricity, drinking water, grazing areas, fisheries, etc.)
		2.1.2	Circulate appropriate information to local people at all stages of the project cycle
		2.1.3	Consult the affected people according to standards and best practice about which they have been informed, namely: what institution is responsible? How will the consultation be organized? Will public hearings or a local monitoring committee be used? Etc.
		2.1.4	Ensure effective and informed participation of the local populations in decision-making through all key project stages
		2.1.5	Take into account the intangible/cultural goods in relocation programmes while recognising rights of access to land and ensuring compensation and/or an indemnity for the loss of traditional use
		2.1.6	Ensure good governance and transparency in the implementation of plans concerning affected populations
		2.1.7	Support the local stakeholders involved in the consultation process (populations affected, local authorities, customary authorities, community-based organisations, women associations, NGOs, etc.) to ensure their effective participation in the decision-making process.
2.2	Ensure that people's living standards are improved after the dam construction	2.2.1	Establish a baseline reference for the living standards of the populations affected (displaced communities, but also host communities, communities upstream and downstream, etc.)
		2.2.2	Identify the legitimate representatives of the populations, capable of leading negotiations and signing agreements
		2.2.3	Negotiate and agree the content of each plan by representatives of the people affected – specifically involving women and vulnerable groups
		2.2.4	Establish contracts for the plans through “demonstrable” agreements (between the developer (master of works) and representatives of the people affected) with possible consideration of an ombudsman for the execution of such agreements (retired judges, religious or customary leaders, the State ombudsman, etc.) and identification of the competent court in the event of a conflict
		2.2.5	Standardise the implementation of compensation measures to avoid unjustified discrepancies between projects within a State, or for a transboundary project
		2.2.6	Establish a compensation plan based on exhaustive, objective and up-to-date assessments of the affected people's assets, taking into account the risks associated with large dam projects and including a monitoring mechanisms

		2.2.7	Design and validate any modified production techniques with the local people to support delivery of the relocation programme and local development plans, combining traditional local skills and innovative techniques
2.3	Minimize the risks of livelihoods degradation inherent to the implementation of resettlement and local development plans	2.3.1	Provide for one or more contingency/emergency fund(s) to better manage unforeseen circumstances and/or adverse social effects
		2.3.2	The ESIA should take into account how the local societies affected function and the modifications predicted to result from the project, while including the local traditions (customary rule, rules governing the access to natural resources and land, conflict resolution, etc.)
2.4	Repair injustices and injuries related to previous dams to address disputes and resentment	2.4.1	Repair damages (legal losses) through a legal process
		2.4.2	Repair injustices (non legal losses) through a social process

3 - ENSURE THAT ALL ACTORS INVOLVED IN PROJECT DEVELOPMENT PLAY THEIR RESPECTIVE ROLES

Principles		Measures	
3.1	Identify all the actors and specify their roles	3.1.1	Identify all the actors potentially involved in the project development process and specify their respective responsibilities, i.e. basin organizations, States, development partners, developers, consultants, civil society organizations, grassroots communities, financial institutions, etc.
		3.1.2	Define the role of consultants and financial institutions; they should not replace either the developer or the State in the consultations and in other activities.
		3.1.3	Identify as early as possible in the planning phase a multidisciplinary team, within the developer, so as to have the required skills for the project
3.2	Ensure better coordination between all water-related sectors/institutions at all levels	3.2.1	Promote and establish regular high-level collaboration between ministries and the institutions in charge of water involved in the project
		3.2.2	Strengthen vertical and horizontal dialogue at regional, national and local level (ECOWAS/BO/States, national/local authorities, local authorities/communities, and between local communities)
		3.2.3	Establish synergies between the body representing civil society at ECOWAS and equivalent bodies that exist in BOs

3.3	Encourage BOs to strengthen their partnership with civil society and provide the necessary means for this	3.3.1	Strengthen the capacity of civil society
		3.3.2	Promote effective participation of civil society in decisions pertaining to projects in the basins

4 – ASSESS AND OPTIMIZE THE PROFITABILITY OF LARGE WATER FACILITIES IN WEST AFRICA

Principles		Measures	
4.1	Question the financial viability of water projects	4.1.1	Promote a development model that encourages partnership with the private sector for the funding and operation of projects
		4.1.2	Define a profitability condition in the ToRs for technical and economic feasibility studies to urge consultants to come up with innovative solutions
		4.1.3	Look into alternatives to the project that would yield the same production objective, including alternatives based on more extensive approaches and other options (dry season crops, photovoltaic energy, wind or tidal power, etc.)
4.2	Optimize the economic profitability of existing or planned developments by promoting their multi-purpose dimensions	4.2.1	Integrate both primary activities related to the project objectives (hydro-electricity, irrigation) and other secondary sectors (fishing/fish-farming, food-recession crops, pastoral activities, etc.) into the economic assessment of existing or planned water projects
		4.2.2	Assess the opportunity costs associated with single-purpose developments
4.3	Ensure that project running costs are recovered	4.3.1	Include a budget line to cover recurrent costs
		4.3.2	Set up and/or improve the conditions for fee collection
		4.3.3	Share recurrent costs between the project owner (State or basin organizations), the operators and users (electricity suppliers, farmers, etc.)
4.4	Refine the financial and economic analysis of projects	4.4.1	Assess realistic profitability scenarios of projects through financial analyses using optimistic, average and low hypotheses
		4.4.2	Present an economic analysis that considers both realistic profitability scenarios and the distribution of added value per economic unit (including States) and per value chain

		4.4.3	Take into account the fluctuations and reality of the market in the economic analysis, and the uncertainties associated with economic parameters
4.5	Ensure the project and its benefits are sustainable in the face of climate change	4.5.1	In feasibility studies, adopt hydrological scenarios that stem from climate change projections in the region
4.6	Integrate environmental and social costs and benefits dimensions in economic assessments of existing or planned developments	4.6.1	Consider, as part of the economic assessment, any costs and benefits pertaining to environmental and social support measures contained in different plans (ESMP, RP, LDP, etc.), as well as those relating to the management of all residual and cumulative impacts

5 – CAPITALIZE AND SHARE EXISTING EXPERIENCES WITHIN ECOWAS

Principles		Measures	
5.1	Use the experience accumulated with large dams in West Africa to better operate existing projects and design new ones	5.1.1	Make all the information available on large dams easily accessible, especially by developing an on-line data base of ESIA documentation from projects in the region
		5.1.2	Draw lessons from experiences in West Africa in the area of (i) project development, (ii) information, consultation, collaboration, public participation, (iii) project development plans, (iv) environmental costs, etc.
		5.1.3	Evaluate large projects every 10 years, covering all aspects
		5.1.4	Establish a network for sharing experiences on large dams in the ECOWAS region, especially by encouraging the organization of national and/or regional forums on dams and development
		5.1.5	Regularly update the legal framework and best practices to integrate the lessons learnt from project development experience

5.2	Promote the development of regional capacity to serve water infrastructure projects	5.2.1	Put in place the capacity to deliver best practice in transboundary large dam projects by establishing a critical mass of professionals in West Africa
		5.2.2	Establish a conceptual framework on large dams by developing a glossary on all the topics dealt with
		5.2.3	Build internal capacity to ensure project ownership and management by developers whenever necessary
		5.2.4	Organize, within a regional centre, specific training to broaden the range of competences that will be necessary in this sector for the coming decade

6 – ADOPT A REGIONAL FRAMEWORK FOR IMPLEMENTING ENVIRONMENTAL AND SOCIAL ASSESSMENTS OF TRANSBOUNDARY PROJECTS

Principles		Measures	
6.1	Harmonize the implementation of EIAs processes for transboundary infrastructure projects within ECOWAS	6.1.1	Define within ECOWAS a minimum set of regional standards for conducting ESS while building on AfDB standards
		6.1.2	Adopt AfDB standards while waiting for the regional standards to be developed, in particular for projects funded by donors with inadequate ESS safeguard policies
		6.1.3	Make environmental and social assessment a standard practice at construction and operation phases (monitoring, surveillance, appraisals, post hoc assessment)
		6.1.4	Ensure that the national legislation of the country, as well as any affected countries, is taken into consideration wherever they are more rigorous than those of the donor
		6.1.5	Generalise the use of Strategic Environmental Assessment
6.2	Systematize ESS processes at different stages	6.2.1	Schedule ESIA reports in at least two phases: scoping ESIA report (in parallel with the feasibility study) and then detailed ESIA (as the design study is finalized)

6.3	Carry out preliminary ESIA scoping according to best practices	6.3.1	Involve all the stakeholders (including national administrations and civil society organizations) in defining the modalities for EES implementation
		6.3.2	Ensure that ToRs are drafted or validated by qualified and independent experts
		6.3.3	Submit the draft ToRs to the approval of all stakeholders and, for critical projects, to the approval of a panel of independent experts
		6.3.4	Establish official minutes of all stakeholder consultation meetings during the scoping phase
6.4	Formalize the review-approval- stage of the ESIA reports by stakeholders	6.4.1	Separate the validation of the draft ESIA report by the developer from the examination of the ESIAR by other stakeholders
		6.4.2	Systematize the appraisal of ESIA reports by government departments involved in the project, through an officially written statement that is binding on the department
		6.4.3	Ensure that records of decision-making meetings be presented in the form of minutes indicating the full name and position of the participants involved
6.5	Ensure that EIA processes are supported by highly qualified professional expertise	6.5.1	Systematize the establishment of independent panels during the key project stages (development, construction, operation)
		6.5.2	Make systematic use of national expertise in consultant and ESS teams as standard practice
6.6	Ensure that all the plans are properly implemented (EMP, RP, LDP)	6.6.1	The funding of all the plans (EMP, RP, LDP) should be an integral part of the funding package for the project
		6.6.2	Dam construction should begin only when the funding for the EMP, RP and LDP have been obtained
6.7	Establish an emergency plan before the operation of the works	6.7.1	Develop an emergency plan for the downstream area of the project



On the site of the future Taoussa Dam in Mali



**INTERNATIONAL UNION FOR
CONSERVATION OF NATURE**

Regional Office
Central and West Africa Programme (PACO)
01 PO Box 1618 Ouagadougou 01
Burkina Faso
Phone +226 50 36 49 79
+226 50 36 48 95
E-mail: paco@iucn.org
www.iucn.org/paco

