

# Building dialogue to enhance governance of shared water resources in the Mano and Moa/Makona transboundary basins

Sandrine Sankara-Bassonon, Aboubacar Awaiss, Marcello Rocca







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## **CONTENTS**

ACRONYMS AND ABBREVIATIONS	IV
MAJOR RESULTS	V
INTRODUCTION	1
A SHARED VISION ON WATER RESOURCE MANAGEMENT	3
DIALOGUE ESTABLISHMENT FRAMEWORK IN MANO BASIN: FROM THE LOCAL TO THE TRANSBOUNDARY LEVEL	4
National process  Transboundary process  Functioning of the Transboundary Committee	4
TRAININGS AND KNOWLEDGE TOOLS DEVELOPMENT	7
Trainings	8
LEADERSHIP PROMOTION IN THE BASIN	9
LESSONS LEARNED	10
CONCLUSION AND WAY FORWARD	11

## **ACRONYMS AND ABBREVIATIONS**

BRIDGE:	Building River Dialogue and Governance
GS-MRU:	General Secretariat, Mano River Union
IUCN:	International Union for Conservation of Nature
IWRM:	Integrated Water Resources Management
LCB:	Lake Chad Basin
LCBC:	Lake Chad Basin Commission
MRU:	Mano River Union
MTWR:	Management of Transboundary Water Resources
PACO:	Central and West Africa Programme
TBC-WRM-MRB:	Transboundary Committee on water resources management- Mano River Basin
VBA:	Volta Basin Authority

# MAJOR BRIDGE RESULTS IN MANO RIVER UNION (MRU)

- Governance bodies set up in the national portions of the three countries and at the cross-border level for the promotion of intersectoral dialogue and transboundary management of shared water resources;
- An assessment of water resources including a strategic analysis of stakes and priority development actions as part of the establishment of a Shared Vision, was carried out in country portions (Guinea, Liberia and Sierra Leone) of the cross-border Mano and Moa/Makona river basins:
- A shared vision was adopted by the players in Guinea, Liberia and Sierra Leone and spelt out around the use and concerted management of shared water resources in the transboundary Mano and Moa/Makona river basins;

- Priority thematic maps were produced for the use of stakeholders so to achieve enhanced knowledge of the basins and of their resources and also as dialogue materials;
- The capacities of national platform members, focal points in the ministries in charge of water, parliamentarians, civil society and relevant staff of MRU were developed in terms of Integrated Water Resource Management (IWRM) concepts, conflict management, negotiation and transboundary water governance procedures and mechanisms;
- Water champions were identified and trained within MRU for advocacy around water-related issues in Mano and Moa/Makona river basins.



## INTRODUCTION

The International Union for Conservation of Nature and of its resources (IUCN) is the largest organization in knowledge development and understanding effective actions aimed at nature conservation. To contribute to the enhancement of cooperation among riparian countries by applying water diplomacy at multiple levels, actions are initiated through projects to assist in the governance of natural resources including water. Thus, IUCN

through its BRIDGE (Building River Dialogue and Governance) project supports the countries that share a river basin or lake basin for the implementation of effective water management approaches. In Africa, through its Central and West African Programme, the BRIDGE project is financed by the Swiss Development and Cooperation Agency. The Mano River Union region is one of the intervention zones of the BRIDGE project.

#### Cross-border Mano Moa/Makona basins

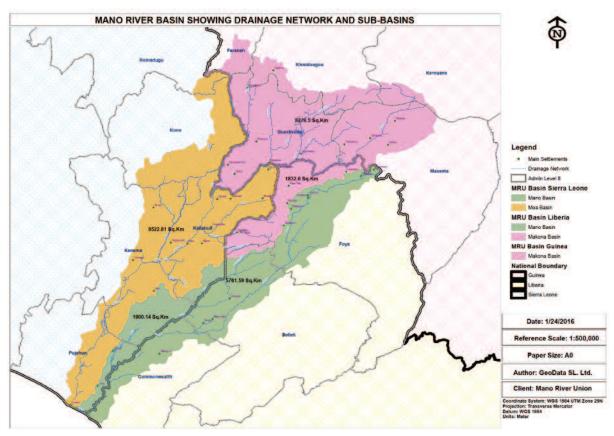


Figure 1: Map delineating the transboundary Mano and Moa/Makona basins (Source: SG UFM-UICN/BRIDGE, 2015)

#### Water management context

Established in 1973 with the vision of « ensuring the promotion of an integrated, peaceful and prosperous sub-region, making it the flagship of genuine integration in West Africa», Mano River Union is an inter-governmental organization bringing together four West African countries, namely Liberia. Sierra Leone, Guinea and Côte d'Ivoire, This space is endowed with a large potential of natural resources and many shared water courses that flow across 2 or 3 member countries of the Union into the Ocean. The Mano and Moa rivers (referred to as Makona in Guinea) are part of this region.

The regional scope of the Mano River Union is different from the transboundary Basin of Mano River which is one of the multiple transboundary basins in this area, just like those of Moa/Makona, Cavally, Cestos, etc.

In fact, the transboundary Mano and Moa/Makona basins that partially cover the national portions located in Guinea, Liberia and Sierra Leone, extend respectively over 8 000 km<sup>2</sup> and 20 000 km<sup>2</sup>.

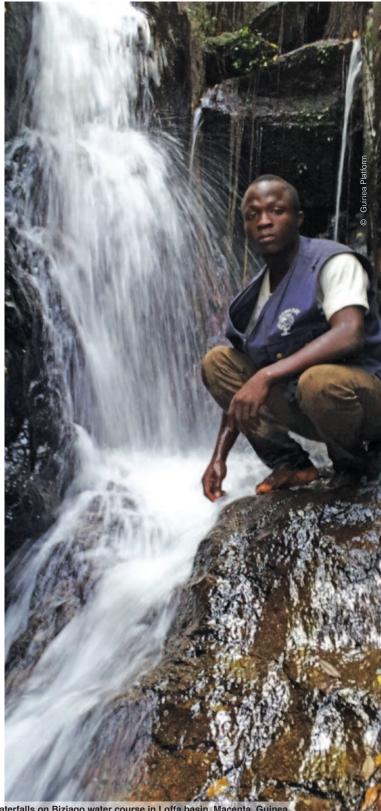
In these basins, IUCN through its BRIDGE project is working in partnership with the MRU General Secretariat to establish appropriate management frameworks at the local and transboundary scales in order to make of water a development and cooperation factor for the well-being of the people that depend on these basins.

Actions are carried out for the benefit of stake actors in both basins with the exception of the organizational process which was primarily initiated for Mano and will be expanded to Moa/Makona.

### The water resources management issue

Although cooperation in the water sector is in the core center of the Union's concerns, the institution does not so far have any specific texts defining its mission in the area of transboundary Water Resources Management (TWRM). Also, developing and operationalizing a consistent TWRM intervention framework would enable MRU to bring solutions to current and future development issues in the shared basins. Pending the availability of such a mechanism, the local level which is inadequately mentored for the implementation of IWRM is displaying opportunities for dialogue promotion to meet the cooperation challenge around water.

As a result, the review of utilization and management modes has helped to note many shortcomings notably in terms of strategy and regulation, water management institutions, development planning, natural resource harnessing and monitoring.



stair like waterfalls on Biziago water course in Loffa basin, Macenta, Guinea

## A SHARED VISION ON WATER RESOURCES MANAGEMENT

"The Mano and Moa/Makona river basins working in solidarity for sustainable water resources management by year 2035", is the Shared Vision stated by the water players and users from Guinea, Liberia and Sierra Leone under the leadership of MRU. This Vision which stems from baseline studies in the three States, based on a participatory approach, will make it possible in the longer run, to adopt reliable and sound cooperation instruments in view of sharing water-related benefits. As a matter of fact, to fill the legal and institutional gaps in water management in the cross-border context of Mano and Moa/Makona, MRU with the

support of IUCN through the BRIDGE project, has initiated a shared vision development process for the said basins that cover national portions.

The strategic analysis that was drafted on the development issues and priority actions in each national portion of both basins as well as the regional synthesis (Regional Synthesis Report of Current situation in the Mano River and Makona / Moa River Basin, April 2015) have helped the local and national actors to define by consensus a Shared Vision by year 2035. The following table shows the strategic objectives of this Shared Vision.

Table 1: Shared Vision-Strategic Objectives and Axes

Table 1. Silai	Table 1: Shared vision-Strategic Objectives and Axes				
Shared Vision by year 2035					
STRATEGIC AXES					
		1. GOVERNANCE	2 MANAGEMENT	3 INFRASTRUCTURE	
STRATEGIC OBJECTIVES	SOCIAL EQUITY (meeting basic needs)	1.1 PARTICIPATION Specific Objective: All players actively participate in decision-making in relation to meeting people's basic needs in the areas of safe drinking water, sanitation and domestic energy.	2.1 ACCESSIBILITY Specific Objective: The technical and economic conditions for meeting basic needs are known, extended and applied.	3.1 CONSULTATION Specific Objective: Pilot projects shared at the local level are identi- fied and their implementa tion is promoted.	
	ECONOMIC DEVELOPMENT (create wealth)	1.2 COORDINATION Specific Objective: Inter-states and inter-do- nor coordination mecha- nisms are identified and implemented by MRU Member States involved in cross-border basin management.	2.2 ALLOCATION Specific Objective: The knowledge, monitoring and modeling of water resources at basin level will enable regional and concerted resource allocation, arbitration among uses, functionality of a warning system and identification of climate change adaptation measures.	3.2 PLANIFICATION Specific Objective: Capacity for regional planning of major infrastructure is operatio- nal and backed by a data base of infrastructure in the basin.	
	ENVIRONMEN- TAL PRESERVA- TION (conserve resources)	1.3 AWARENESS RAISING Specific Objective: Actors of water management and the people are aware of environmental issues and are operating in a unified regulatory framework which implementation will be monitored at all levels.	2.3 OBSERVATION Specific Objective: Environmental awareness and data analysis tools are functional at the basin level and routinely operational.	3.3 MONITORING AND EVALUATION Specific Objective: Environmental and social impact assessments are systematically conducted based on standards in the basin and a monitoring mechanism of their recommendations is operational.	

# DIALOGUE ESTABLISHMENT FRAMEWORK IN THE MANO BASIN: FROM THE LOCAL TO THE TRANSBOUNDARY LEVEL

The low ownership of IWRM principles and crossborder governance mechanisms has led to the setting up of a transboundary consultation and shared resource management body among the actor-users in the national portions covered by the Mano River basin.

The water resources issue in the Mano such as described in the rapid assessment report and debated during the meetings of national platforms points to the need for dialogue due to the specific uses emerging in certain parts of the basin, resource degradation, open or latent conflicts among riparian communities, etc.

Therefore, the consideration of the various water uses and role of categories of actors goes through consultation and participation of users, as well as their empowerment in the design and implementation of actions. Hence the forms of institutional organization of stakeholders that enable dialogue and the intervention of State actors, local governments, user associations and private sector in the decision-making process and implementation of projects.

In the case of Mano Basin, this form of organization has led to the establishment of dialogue platforms at the national level and a transboundary committee at the higher level; the main mission of these bodies being dialogue promotion, information and experience sharing, conflict management, design and implementation of sustainable management actions of shared waters.

#### The national process

The natural waterways system has guided the establishment of the platforms in their coverage which is the national portion of the transboundary basin in each of the three countries involved.

Thus, the dialogue platforms that were set up at the local level in the national portions of Mano Basin serve as a consultation framework for actors at the transboundary level.

While the composition of each platform takes account of existing actors, the general composition is the following: technical departments, civil society, water users, specific female groups, religious leaders, etc.

This was done to meet the concern of covering local issues and ensuring effective participation of local stakeholders in transboundary management of water resources.

The process was led by the line Ministries in charge of water resources management of Guinea, Liberia and Sierra Leone in order to ensure compliance with national orientations. In 2015, three national platforms for multi-actor dialogue were established in Mano River Basin.

### The transboundary process

The national level is a watershed entity that can neither control the impacts of water resources use in the transboundary basin nor design nor implement joint actions aimed at their preservation and equitable and reasonable use. This natural limitation of the competency of national bodies also applies to the management of conflicts arising from water use.

Furthermore, the national process that was conducted in a context of cross-border management of shared resources helps to understand the issues and challenges facing the countries and to ensure the participation of stakeholders at a higher level. This is the reason why it was led by the Secretary General of MRU, the regional institution in charge of the cross-border management of water resources in the zone.

Hence, the national platforms, in view of the challenges experienced by the people that they represent, felt the need for establishing a consultation framework among the three platforms in order to share experiences. The main objective being to find solutions to common problems while working towards joint field activities of Integrated Water Resources Management in Mano River Basin.

To materialize the creation of the transboundary Committee on Basin water resources management, the actors from the three countries formally committed themselves (see texts on the establishment of the cross-border Committee) to:

- Contributing to sustainable natural resource management, more specifically water resources in Mano river basin;
- Contributing to awareness creation among all stakeholders as to the development issues at stake;
- Sharing information and experiences on water and related resources management best practices;
- Contributing to conflict prevention and management;
- Exchanging information on actions undertaken or planned in each national portion of the basin.

The established Committee has a General Assembly made up of members from the national platforms namely thirty six (36) delegates at the rate of 12 per country. The Bureau has 11 elected members. A regional meeting held in Monrovia in December 2015 in the form of a Constitutive General Assembly endorsed the adoption of inception and operating texts of the transboundary Committee.

Knowledge of the environment and challenges to be addressed in terms of equitable and sustainable water resources use has led the delegates to making commitments towards undertaking a number of specific or joint actions and also defining missions for the Committee in order to fulfill the purpose of its creation which is to « contribute to effective and efficient water resources management in Mano River Basin for the well-being of the people in the Basin and economic development of the region ».



Benefits sharing of transboundary water management

#### Missions of the transboundary Committee

Table 2: Missions of the Transboundary Committee

## TRANSBOUNDARY COMMITTEE ON WATER RESOURCES MANAGEMENT IN MANO RIVER BASIN, TCWRM-MRB

- Mobilize all players in the water resources sector for concerted management of Mano River Basin;
- Build the capacity of actors on topics that are key to development and sustainable natural resources management (water, wildlife and land; climate change) in Mano Basin;

#### **Missions**

- Improve the knowledge of stakeholders of concerted Mano Basin management about the dynamics of the river basin's functions, its values (socio-cultural, ecological, economic, etc.) and the socio-economic situation of it people;
- Collaborate with the national and regional structures that are directly concerned by the management of water resources;
- Propose to decision-makers strategic directions that are likely to contribute to the achievement of set objectives;
- Facilitate and coordinate the participation of the various grassroots socio-professional categories in the reflection and decision-making on development and sustainable water resources management in Mano Basin;
- Contribute to building the capacities of national platforms for supporting their projects and programmes, capitalizing on and disseminating the results of their activities;

To ensure close collaboration with MRU from the beginning, Sierra Leone was selected to be the chair of the Committee and the city of Kenema was

agreed on to host the main office of the transboundary Committee for three years.

## Functioning of the Transboundary Committee

The sustainability of consultation frameworks is linked to independent functioning and capacity to mobilize funds around projects for the implementation of resource conservation or restoration actions. This is a challenge for, the bodies, supervisory structures (technical departments, local governments, etc.) and water actors in general.

The MRU General Secretariat with the support of the BRIDGE Project has supported the holding of the first two General Assembly meetings of the Committee.

The 1<sup>st</sup> session of the GA of the Cross-border Committee was held on 27 February, 2016 in Kenema, Sierra Leone. The meeting helped to outline actions at the transboundary scale and for national platforms which are the grassroots organs of the Committee. The capacity building needs expressed at the meeting have guided the development of modules that were used at the training organized in November 2016 in Monrovia.

The 2<sup>nd</sup> session held on 18 November, 2016 in Monrovia, Liberia enabled the respective national platforms of Guinea, Liberia and Sierra Leone to take stock of the actions conducted and mostly the challenges encountered and support needed by both national and regional structures.

MRU which is a key partner of the Committee has pledged during the regional meetings to undertake consultations with national water agencies of the countries involved so that they « accompany» the national platforms in theirs various missions.

## TRAININGS AND KNOWLEDGE TOOLS DEVELOPMENT

### **Trainings**

The ownership of IWRM at the local level is still low despite the notable reform efforts or major actions (adherence to transboundary basin organizations, adoption of IWRM framework documents, etc.) achieved in some member countries. This is the reason why emphasis was laid on training which, according to the BRIDGE approach, are rather learning sessions on the key themes of water governance tailored to the context and needs of the learners.

The progress made in organizing the actors in platforms and Committee and the implementation of

local and joint transboundary actions, requires that on-going actions to build specific individual and collective skills be developed.

The members of the Committee have therefore attended three regional meetings held in 2015 and 2016 respectively in Abidjan, Kenema and Monrovia and trainings on the following themes:

- The principles of IWRM
- Hydro-diplomacy
- Negotiations
- Benefits Sharing
- Cooperation geared towards joint management of international waters
- transboundary water governance.



Regional training session for MRU stakeholders involved in transboundary water management, Monrovia, Nov. 2016

# Sharing of experiences with Lake Chad Basin actors on the approaches implemented in the Volta Basin

The BRIDGE project facilitates experience sharing among stakeholders of transboundary basins in order to popularize the arrangements and practices used in other regions. The actors and institutions hence learn lessons for their on-going or starting processes.

Experience sharing was done in two ways:

Through a regional training workshop held in October 2015 under the joint supervision of the Lake Chad Basin Commission (LCBC) and MRU. It brought together actors (Civil Society, technical departments and parliamentarians) from 4 MRU countries and their counterparts from Lake Chad Basin from Cameroon, Niger, Nigeria and Chad. The meeting made it possible to build their capacities on the *hydro-diplomacy, water governance, negotiation and water –related benefit sharing approaches.* Furthermore, it has facilitated fruitful exchange of experiences on issues that are specific to each basin in terms of IWRM and its level of implementation.

■ Through support to the Volta Basin Authority (VBA) based on continuous collaboration that enabled during the regional training in Abidjan in 2015 and tailored trainings for each intervention zone (August 2016 in Douala for LCB and November 2016 in Monrovia for MRU) to share modes of local governance in the said Basin as well as the participation mode of stakeholders in shared resources management bodies and organs.



Regional training and management experience sharing workshop between actors from Lake Chad Basin and those from Mano River Union, Abidjan, October 2015

#### Knowledge tools development

The BRIDGE approach in MRU and its member States is a hydrographic basin-based approach. It has raised the interest of actors in having first and foremost, a thematic map showing the limits of transboundary basins and the related biological resources and potentialities.

Support was hence provided to the three MRU countries concerned in 2015 for the production of thematic maps of the environment and natural resources. The study was critical for the launch of

project activities and topics were agreed on in relation to the knowledge needs of stakeholders. The topics dealt with in the mapping process were the following:

- Land surveying including the detailed hydrographic system and contour levels;
- Administrative division including the administrative boundaries (region, prefecture and sub-prefecture), main locations /cities, villages, roads, sub-basins limits;
- Potentialities: plant cover, protected areas, agroindustrial zones, farming and grazing areas;
- Geology including mining reserves and sites.

## **LEADERSHIP PROMOTION IN THE BASIN**

In the stakeholders organizing process of Mano, some actors were identified and individually designated to be «water champions», in view of their diverse skills in social mobilization, representation of actors (respondents), capacity to influence at the national level and beyond, etc. the focal points of the project with the support of MRU

led the champion designation process. The basin has as now six water champions who were empowered to work at different levels within or outside the basin to raise the awareness of the various partner actors in terms of natural resources preservation and conservation in the basin. Their main activities focus on advocacy.

## The water Champions of Guinea at the meetings of the MRU Joint Security and Trust Building Units

In compliance with a recommendation by the training workshop of actors held in November 2016 in Monrovia, to involve national platforms in the actions carried out by the General Secretariat of MRU, Madam Marguerite Guilavogui, chairperson of MRU women for Peace in Macenta and Mister Koikoi Zoumanigui, Soil scientist-Cartographer in Sérédou, both of them water champions of Mano and members of the national platform of Guinea, participated in December 2016 in the capacity

building meetings of the MRU Joint Security and Trust Building Committees at the invitation of the General Secretariat of the Union.

They were asked to share their experience of in organizing a national platform and transfer in relation to the context of the meeting the knowledge acquired during the BRIDGE trainings on cross-border governance of share waters.



Training of Mano River Union Stakeholders on shared water gouvernance and Volta basin experiences

## **LESSONS LEARNED**

In the transboundary Mano and Moa/Makona river basins, the actions of (i) water resource knowledge development, (ii) stakeholders organizing for dialogue promotion, (iii) capacity building of local, national and regional stakeholders, (iv) leadership

development for effective management of shared water resources have led to learning lessons in terms of IWRM and water governance challenges to be addressed in the zone.

Challenges	Lessons learned		
Capacity of actors to manage water resources at the local scale and in a transboundary context	Knowing the environment is indispensable for effective organization around the management of shared water resources. It enables one to know the existing uses, water or natural resource users in general, their capacities and weaknesses, the challenges related to water use and existing conflicts, etc.		
	Dialogue and consultation should be in the core center of the organizational mechanism for equitable and sustainable use of water resources. To achieve this, the actors are first organized and empowered at appropriate levels (national level) so that they can better express their views with respect to what they are experiencing in terms of resource use. Further to this, they become more accountable to a higher level (cross-border level).		
	Accurate information and reliable data sharing is one of the pillars of cohesion among riparian communities of the countries sharing a transboundary basin.  To achieve this, assisting the supervisory structures at country and partners' levels is indispensable so as to generate reliable information, disseminate this information in a sense of ownership and incentivize management structures, gradually turning them into dialogue and project design instruments.		
Sustainability of water management actions	Training of stakeholders is a requirement so to support the debate in a multi-utilization and cross-border context.  The knowledge level of stakeholders should be assessed before designing training modules in a learning context for ownership of integrated water resource management principles as well as transboundary governance procedures and mechanisms.  Furthermore, for effective translation of water management concepts and approaches into actions on the field, the actors should timely be trained on project development techniques and fund raising.		
	Experience sharing actions with other basins provide an opening for actors to become aware of approaches used in similar or even different settings.  Sharing can be focused on knowledge needs of stakeholders or on the challenges encountered during the design or implementation of on-going actions or for short and medium term prospects.		
	Management bodies should create opportunities for their functioning. This is one of the reasons why project actions should be led by the relevant structures at the national and regional levels and support from the Project should be gradually phased so as to give way to the functioning of established bodies.  The supervisory structures and national technical departments represented in such bodies should also make sure that the entities are mainstreamed in the water management framework of the country and that they support them as part of their sovereign missions.		
Individual and collective leadership development	The bodies are made up of representatives of different categories of water users on the field and of the entire basin people. Therefore, every member should have legitimacy to deal with the problems experienced by the group that he or she is representing and in turn he or she should report to his or her constituency and convince of them of the implementation of the consensual decisions made during the sessions. This also applies to the other way round. Hence, the capacities of each management body member (platform, Committee, etc.) should be developed on the topics relating to water and natural resources and also on specific topics such as negotiation, hydro-diplomacy, etc. Moreover, the members of the management body taken together constitute the respondent as to the water resources at the relevant scale. As a result, they should be skilled to address shared resource issues on behalf of all stakeholders.		
	Leadership should also be promoted at the basin.  To achieve this, leaders may be trained to defend issues of water and related resources in the basin and to be priority respondents outside the basin, at the national or international level.		

## **CONCLUSION AND WAY FORWARD**

The Mano River Union is endowed with great potential with the various transboundary basins covered by the Union.

The « new» organization of water stakeholders in the transboundary Mano basin in multi-actor dialogue platforms and cross-border water resource management committee provides an opportunity to local stakeholders and countries for promoting IWRM in the respective countries and cooperation with other riparian countries.

The 2016-2017 mapping needs were about the following: (i) land areas used for past or current mining operations, (ii) degraded zones pollution prone sites or polluted sites and (iii) reference status of mining activities (industrial and small scale) in basin zones at the scale of 1980 to 1990; 1990-2000, 2000-2010. Such maps to be drawn following

discussions among members of the Committee during regional meetings were expected to be ready in the course of 2017 at the same time as the rapid impact assessment of the mining sector on water resources.

As a follow up to the actions already initiated under the leadership of the Secretariat General of the Union and responsibility of countries, other actions that contribute to improved water resources management in Mano and Moa/Makona river basins are envisioned, essentially focusing on the mining and energy sectors (study and thematic mapping) including the production of thematic maps on the impact of mining operations on water resources and also training, leadership development and actions designed to organize the stakeholders in the Moa/Makona river basin.

## **IMPLEMENTATION PARTNERS**

### **PARTNERS' FEEDBACKS**



Mister Zoumanigui KOIKOI (Guinea)
MRU water Champion,
Member of the Guinea national Platform and of the Transboundary Committee



#### «Everyone should make efforts towards the common good of generations»

Cooperation and a participatory approach are and remain the best IWRM tools for consensus building, agreement and sustainable development. Stakeholders and water management organization leaders should admit that they are all concerned by the water sustainability issue and that each of them should make efforts towards the common good of future and present generations.



Madam Ruth K. VARNEY (Liberia)
MRU Water Champion, Member of the Liberia national Platform and
Transboundary Committee



#### «Women should be further informed»

We should have a working framework for the basin that would be put in place in order to achieve progress. We cannot always keep the region in backwardness. We need to pool our resources and join efforts to work together and move forward.

As for women, they should be further involved and informed.



Mister Augustine A. SANNOH (Sierra Leone)
MRU water Champion,
Member of the Sierra Leone national Platform and of the Transboundary Committee



## «We should look at what was done in the past and what is being done in our own land»

What is important is that these populations that interact in the use of water, what can they do to live together in sense of collaboration, in the sense of coordination and in the sense of keeping consultation.





## INTERNATIONAL UNION FOR THE CONSERVATION OF NATURE

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