



**MINISTRY OF NATURAL RESOURCES  
Water Commission**

**ROADMAP TO INTEGRATED WATER RESOURCES MANAGEMENT AND  
WATER EFFICIENCY PLANNING IN LESOTHO**

**REPORT OF THE FIRST STAKEHOLDER WORKSHOP**

*14<sup>TH</sup> DECEMBER 2006  
LESOTHO NATIONAL CONVENTION CENTER  
MASERU*



UNEP Collaborating Centre on Water and Environment

**UCC-Water**



## List of Acronyms

DRWS	Department of Rural Water Supply
DWA	Department of Water Affairs
GWP – SA	Global Water Partnership – Southern Africa
IWRM – WE	Integrated Water Resources Management and Water Efficiency
JPOI	Johannesburg Plan on Implementation
LEYWAT	Lesotho Youth Water Action Team
LWP	Lesotho Water Partnership
LWSIP	Lesotho Water Sector Improvement Project
LWSPU	Lowlands Water Supply Project Unit
PPSU	Policy, Planning and Strategies Unit
PRS	Poverty Reduction Strategy
SADC	Southern African Development Community
UCC Water	UNEP Collaborating Center on Water and Environment
WSSD	World Summit on Sustainable Development

## Table of Contents

List of Acronyms .....	1
SUMMARY .....	3
1. INTRODUCTION .....	4
Background.....	4
2. WORKSHOP PROCEEDINGS .....	4
Opening Session .....	4
Objectives of the workshop .....	5
Presentations.....	5
Issues arising from the Presentations .....	7
Group Sessions .....	9
Report back to Plenary .....	10
Closing .....	11
ANNEX 1–Programme .....	12
ANNEX 2: List of Participants.....	14
ANNEX 3: Presentations.....	18
ANNEX 4: Score sheets on the elements under the IWRM change areas ..	19

## **SUMMARY**

A workshop was held for the stakeholders in the water sector and related agencies on developing the Roadmap for Integrated Water Resources Management and Water Efficiency (IWRM-WE) Plan for Lesotho in response to the obligation under the Johannesburg Plan of Implementation (JPOI). Lesotho is one of the SADC countries receiving support from the UNEP Collaborating Centre on Water and Environment (UCC) through the SADC Water Division and the Global Water Partnership Southern Africa (GWP-SA) to develop a Roadmap to IWRM-WE Plan.

The Water Commission in collaboration with the Lesotho Water Partnership (LWP) hosted the workshop. Presentations were made by the GWP-SA, the Regional Consultant, the UCC-Water representative and the National Consultant. Discussions were held on the presentations to establish how to move forward with the development of the Roadmap according to the present status of IWRM activities in Lesotho.

Participants discussed in groups' sessions the elements under the 3 change areas of IWRM Planning:

- Enabling Environment
- Institutional Frameworks
- Management Instruments

Recommendations were made on various elements under these change areas as they apply in Lesotho.

## **1. INTRODUCTION**

### ***Background***

The Water Commission, in collaboration with the Lesotho Water Partnership, the National chapter of the Global Water Partnership held a stakeholder workshop on the issues surrounding Integrated Water Resources Management and Water Efficiency (IWRM-WE) Planning for Lesotho. This Plan one of the obligations under the Johannesburg Plan of Implementation (JPOI) that was outlined at the World Summit on Sustainable Development (WSSD) in 2002, which called for development of IWRM-WE Plans by 2005. Lesotho was among the 193 countries represented, which pledged to the JPOI. In this pledge it was requested that support should be given to developing countries in the development of this plans.

The UNEP Collaborating Centre for Water and Environment (UCC-Water) in collaboration with the SADC Water Division and the Global Water Partnership – Southern Africa (GWP SA) have developed a programme for fast-tracking the development of IWRM-WE Plans in the countries that were identified as needing support according to the GWP informal survey on the status of the JPOI targets on national IWRM-WE Plans published in February 2006. Lesotho is one of the countries in the SADC sub-region that are currently receiving support from the UCC-Water to develop a National Roadmap to the development of an IWRM-WE Plan.

## **2. WORKSHOP PROCEEDINGS**

### ***Opening Session***

The workshop was officially opened by the Commissioner of Water, Mr. Emmanuel Lesoma who highlighted that the subject of water is very important, given that water is the source of life. In his speech the Commissioner presented that water has been at the forefront of many international and regional fora, including the Rio Earth Summit in 1992, and the World Summit on Sustainable Development (WSSD) in 2002, which yielded the Johannesburg Plan of Implementation (JPOI). It is the JPOI that called for countries to develop IWRM-

WE Plans by 2005. The Commissioner welcomed the initiative of developing the Roadmap at this time when Lesotho is implementing a Water Sector Improvement (WSIP) Project. He further went on to ask the participants to align the Roadmap to the ongoing initiatives in the country in order to strengthen them.

The Commissioner thanked the UNEP- UCC, which has offered support to Lesotho through the SADC Water Division to undertake this process. He also thanked the Global Water Partnership-Southern Africa (GWP-SA) and the Lesotho Water Partnership (LWP) for the logistical arrangements for this workshop.

### ***Objectives of the workshop***

This was presented by the Deputy Chairperson of the Lesotho Water Partnership (LWP) who gave a brief background of the LWP and highlighted the objectives of the day as follows:

- Main Objective:
  - Development of the Roadmap to IWRM planning in Lesotho in response to the Johannesburg Plan of implementation
- To be achieved through:
  - Unpacking the IWRM Planning process and its global context
  - Review of activities in Lesotho related to IWRM in the country

### ***Presentations***

The Regional Consultant for the development of the Roadmap for IWRM Planning in the SADC region gave a background on the UCC-Water involvement in the progress. He highlighted that the support being extended included Lesotho and Angola, which are the two countries in the region which had been identified as needing support in elaborating IWRM Planning.

Following this, there was a presentation by the UCC - Water representative, Mr. Jan Hassing who gave a brief background into the experiences of other regions and other countries in developing the road map. He presented the IWRM Planning concept as a cyclic process involving:

- Vision
- Situation analysis

- Strategy
- IWRM Plan
- Implementation
- Monitoring

The presenter invited the participants to review according to the situation in Lesotho and see where the country is at in order to develop the Roadmap that would best lead us to the elaboration of a functional IWRM-WE Plan. The main questions that need to be asked include the following:

- Where is Lesotho in the planning loop?
- What are the constraints to progress?
- What actions need to be taken to go forward? and
- What is required to undertake those actions?

Following this, a presentation was also made by the Representative of the GWP SA, Mr. Andrew Takawira, who made a brief outline of the IWRM Plan and its relation to the WSSD targets. He made reference to the 3 “pillars” of IWRM, being:

- Economic efficiency
- Social Equity
- Environmental Sustainability

These can be achieved by considering the following change areas:

- Enabling environment
- Management instruments
- Institutional framework

He further highlighted experiences in IWRM Planning in the SADC region that GWP-SA has been involved in. The main successes he mentioned were the incorporation of the “non-traditional” sectors like the media into IWRM Planning. In addition the IWRM Planning should not be viewed in isolation of other development agenda in the country, but should be closely linked to planning tools like the Poverty Reduction Strategies (PRS).

The National Consultant for the Roadmapping process, Ms. Limpho Motanya made a presentation on the status of IWRM Planning in Lesotho. She mentioned that even though Lesotho has been identified as needing support in the development of the IWRM- WE Plan, the country is involved in various activities

within the sphere of IWRM and therefore stakeholders will need to be vigilant in terms of what the way forward for Lesotho should be. In the presentation the main factors that were mentioned include:

- The physical water resources situation
- The institutional setting of the water sector in Lesotho and the various agencies involved within the Lead Ministry (Natural Resources) and other agencies.
- The legislation, policies available on water resources management and institutional setting, as well as the current reforms going on.

The Project Implementation Unit for the Lesotho Water Sector Improvement Project (LWSIP) represented by Ms. 'Mamaseko Mashinini-Lefothane presented the main highlights of the project. The project is a joint initiative between the Government of Lesotho and the World Bank. The project has 3 main components:

1. Policy implementation and capacity building for the Ministry of Natural Resources water sector agencies
2. Augmentation and extension of the Maseru Water Supply
3. Maseru community water and sanitation programme

The first component includes review of the 1999 Water Resources Management Policy as well as the review of the Water Act. Also included in this component is the development of strategies for implementation of the policy and these include:

- Integrated Water Resources Management Strategy
- Water Demand Management Strategy
- Drought Relief Emergency Strategy

The presentation further highlighted that the Policy review embraced the principles of IWRM and that the draft of this policy is already in circulation.

### ***Issues arising from the Presentations***

Following the presentations the participants raised the following concerns:

- The participants asked for clarification on the Lesotho Water Partnership (LWP), how it was progressing on its mandate on IWRM advocacy and what the criteria is for membership in the Partnership. The LWP responded saying that the partnership since its launching in 2004 has been involved in some IWRM Projects including the initiative by the Lesotho



Youth Water Action Team (LEYWAT) on Water, Sanitation and Hygiene Education (WASH) Campaign and it presently implementing a pilot project in the Mokhotlong District on IWRM. Membership to the LWP is open to all institutions with an interest in water resources management and they may apply for membership at the Secretariat of the LWP at the Water Commission. The participants however reiterated that the LWP should be seen to be doing more than it is currently doing.

- There was a concern raised about the fact that throughout in the presentation by the National Consultant there is reference to that “Lesotho is already implementing some strategies of IWRM”. It was said that with this kind of attitude, we run the risk of continuing with the status quo and therefore not take steps to addressing the situation. The response was that even though it’s true that Lesotho is among countries that are behind in the elaboration of the IWRM-WE Plan, there are some activities already being implemented on the ground and we should be trying to build upon those existing strategies and plans rather than starting from scratch and discounting the ongoing activities.
- It was recognised that even though the plan is to develop a “Roadmap” for IWRM-WE Planning, the present activities and progresses in Lesotho should be recognised and the entry point in the IWRM planning cycle be carefully considered.
- The links with the ongoing Policy reforms and the development of the IWRM strategy and related strategies should be carefully looked at in developing the Roadmap.
- The participants also inquired about the outputs of the project that the LWP is implementing in the Mokhotlong District, how they can be adapted to other areas for incorporation into catchments management strategies. It was replied that this Project is a pilot attempt that is intended to result in development of guidelines that may be adapted by other areas in the country.
- The participants also raised a concern about the “definition” of IWRM as it applies to Lesotho. In the discussion that followed, it was recognised that the GWP has a universal definition of IWRM, which may be adapted to suit the local situation. The GWP defines IWRM as:

*“...a process that promotes the coordinated development and management of water, land, and related resources, in order to maximise the resultant economic and*

*social welfare in an equitable manner without compromising the sustainability of vital ecosystems”*

The meeting felt that some confusion among the participants may have arisen from the fact that the concept is not fully understood. After the discussions and clarifications from the GWP-SA and the Consultants, it was agreed that there should be efforts to have a national definition of the IWRM as it suits the local situation

- The participants also felt that there should be a clearer view to the level at which the IWRM principles have been adopted in Lesotho. It was clarified that this is the initial workshop, which is to lay the framework for what needs to be done. In the follow up workshops the analysis of the principles and the level of implementation will be presented and discussed. The input from the participants at this workshop will also be key to the development of the Roadmap.
- Following all the discussions, it was realised that there is a close linkage between the development of the Roadmap and the ongoing World Bank supported LWSIP. The two processes should establish a mode of working together for efficiency. The Water Sector Policy Advisor also made reference to the upcoming strategy meeting in February 2007 under the LWSIP and said it was an opportunity for finding a synergistic approach for the two processes.

## **Group Sessions**

Following the presentations and discussions, the workshop divided into three (3) groups to elaborate on the three change areas of IWRM as they apply to Lesotho.

Group 1: Enabling Environment

Group 2: Institutional Frameworks

Group 3: Management Instruments

The 3 groups were given scoring sheets for each change area and the elements under it. They were expected to score each element according to the following questions:

- Is it relevant to Lesotho?
- Is the element adequately developed and available?
- Is the element functioning according to intention?

## ***Report back to Plenary***

The scoring that the groups gave to the elements is attached in Annex 3.

### Summary for Group 1

The workshop generally agreed that mostly the policies and legislation for water resources management are being developed, mostly through the LWSIP. However, the functioning of most of these policies and legislation is limited, and most of them are in the process of review.

### Group 2

After the group presentation, there was a general view adopted that the elements or tools under the Institutional Framework in Lesotho were mostly underdeveloped. Even though there are some institutional reforms going on, mostly the new structures are still at an infant stage and would benefit from strengthening of their mandates. The Civil society contribution to water resources management is also limited. There is a need to prepare for implementation of the policies and institutional reforms currently being developed regarding water resources management in the country.

### Group 3

It was agreed that the various management instruments are in different stages of development. Water resources assessment tools are mostly well-developed even though they could be improved. The environmental aspects of water resources are well developed even though they have limitations in implementation. The concept of water efficiency is however lacking and need to be developed, including water markers and pollution charges. Information management issues in water resources also need to be enhanced. In addition, Group 3 has identified the need to include Climate Change as one of the elements to be looked into under Management Instruments.

In addition to the above scorings that the groups worked on, there are also some key priority areas or challenges that have been identified by a previous workshop on the development of an IWRM Strategy under the LWSIP, and these are:

- Erosion
- Water and Sanitation/Health
- Environmental Degradation
- Inadequate rural water supply
- Inadequate urban water supply
- Pollution
- Inadequate peri-urban water supply
- Drought
- Irrigation
- Transboundary water sharing
- Floods

The above observations on the elements of IWRM and their state of implementation in Lesotho are an important guide in the development of the roadmap.

### ***Closing***

The National and the Regional Consultant gave a brief summary of the day's proceedings and informed that participants that there will be a follow up to this workshop in around February 2007. In view of the activities under the LWSIP, there will be collaboration with the Project in the further steps in developing the Roadmap.

Mr. Seboka Thamae from the Lowlands Water Supply Project Unit officially closed the workshop in the absence of the Commissioner of Water who had other official business to attend to.

## ANNEX 1–Programme

**Stakeholder Briefing Workshop on Integrated Water Resources  
Management (IWRM) and Efficiency Plan for Lesotho  
Venue: Lesotho National Convention Centre  
Date: 14<sup>th</sup> December 2006**

<b>TIME</b>	<b>ACTIVITY</b>	<b>FACILITATOR/ Responsible Person</b>	<b>Chairperson</b>
08:30 – 09:00	Arrival and Registration	Secretariat	DRWS
09:00 - 09.15	Welcome Remarks Opening address	Commissioner of Water	
09:15 -10:00	Objectives of the Workshop	Chairperson (Lesotho Water Partnership)	
10:00 - 10:15	UNEP Collaboration – Development of an IWRM Roadmap for Lesotho	Regional Consultant	
10:15 - 10:30	IWRM Planning and the WSSD Target	Global Water Partnership - SA	
10:30 – 10:45	Discussions	Chairperson	
<b>10:45 – 11:00</b>	<b>TEA/COFFEE BREAK</b>		
11:00 – 11.15	Status of IWRM activities in Lesotho (Past, current and on- going)	National Consultant	DWA
11:15 – 11:30	Discussions	Chairperson	

11.30 – 11.45	Water Sector Improvement Programme – World Bank	Office of the Commissioner of Water	
11:45 – 12:00	Discussions	Chairperson	
12:15 – 12:45	Facilitated Group discussions of IWRM Issues pertinent to Lesotho – Opportunities, gaps and challenges	Consultants/Lesotho Water Partnership	
<b>12:45 – 14:00</b>	<b>LUNCH</b>		
14:00 – 14:30	Groups cont’		LWSPU
14:30 – 15:00	Group Presentations	Group reps	
<b>1500 – 15:15</b>	<b>TEA/COFFEE BREAK</b>		
15:15-16:00	Group Presentations	Chairperson	PPSU
16:00 – 16:15	Summary of the day and way forward on development of the IWRM Roadmap	Consultants	
16:15-16:30	Closing Session	Office of the Commissioner of Water	

## ANNEX 2: List of Participants

**List of Participants at the Stakeholder workshop on developing the Roadmap to IWRM Planning  
Lesotho National Convention Centre- Maseru, Lesotho  
14<sup>th</sup> December 2006**

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## **ANNEX 3: Presentations**

**ANNEX 4: Score sheets on the elements under the IWRM change areas**

## Group A

IWRM framework elements	Q1: Is the element relevant to Lesotho?(yes or no – if yes go to Q2 and Q3)	Q2: Is the element adequately developed and available?  Discuss and assess on a scale 1 to 5	Q3: Is the element functioning according to intention?  Discuss and assess on a scale 1 to 5
<b>A1 Policies – setting goals for water use, protection and conservation</b>			
A1.1 – A national water resources policy	Yes	3	2
A1.2 – Policies with relation to water resources	Yes	1	1
<b>A2 Legislative framework – Water policy translated into law</b>			
A2.1 – Water rights	Yes	4	1
A2.2 – Legislation for water quality	Yes	4	1
A2.3 – Reform of existing legislation	Yes	-	-
<b>A3 Financing and incentive structures – financial resources to meet water needs</b>			
A3.1 – Investment policies	Yes	1	1
A3.2 – Financing options I – Grants and internal sources	Yes	4	1
A3.3 – Financing options II – Loans and equity	Yes	4	1

## Group B

IWRM framework elements	Q1: Is the tool relevant to Lesotho?(yes or no – if yes go to Q2 and Q3)	Q2: Is the tool adequately developed and available?  Discuss and assess on a scale 1 to 5	Q3: Is the tool functioning according to intention?  Discuss and assess on a scale 1 to 5
<b>B1 Creating an organizational framework</b>			
B1.1 – Reforming institutions for better governance		2	2
B1.2 – Transboundary organizations for water resources management		4	3
B1.3 – National apex bodies		3	2
B1.4 – River basin organizations		1	1
B1.5 – Regulatory bodies and enforcement agencies		1	1
B1.6 – Service providers and IWRM		2	1
B1.7 – Strengthening public sector water utilities		1	1
B1.8 – Role of the private sector		1	1
B1.9 – Civil society institutions and community based organizations		1	1
B1.10 – Local authorities		1	1
B1.11 – Building partnerships		1	1
<b>B2 Building institutional capacity</b>			
B2.1 – Participatory capacity and empowerment in civil society		1	1
B2.2 – Training to build capacity in water professionals		2	1
B2.3 – Regulatory capacity		1	1

## Group C

IWRM framework elements	Q1: Is the element relevant to Lesotho?(yes or no – if yes go to Q2 and Q3)	Q2: Is the element adequately developed and available?  Discuss and assess on a scale 1 to 5	Q3: Is the element functioning according to intention?  Discuss and assess on a scale 1 to 5
<b>C1 Water resources assessment – Understanding resources and needs</b>	Yes	2.6	2.0
C1.1 - Water resources knowledge base		4	3
C1.2 – Water resources assessment		3	3
C1.3 – Modelling in IWRM		2	2
C1.4 – Developing water management indicators		1	1
C1.5 – Ecosystem assessment		3	1
<b>C2 Plans for IWRM – Combining development options, resource use and human interaction</b>	Yes	2.1	1
C2.1 – National integrated water resources plans		2	1
C2.2 – Basin management plans		1	1
C2.3 - Groundwater management plans		3	3
C2.4 – Coastal zone management plans		-	-
C2.5 – Risk assessment and management		0	0
C2.6 – Environmental assessment (EA)		4	2
C2.7 – Social assessment (SA)		4	2
C2.8 – Economic assessment		4	2
<b>C3 Efficiency in water use – Managing demand and supply</b>	Yes	1.8	1
C3.1 – Improved efficiency of use		1	1
C3.2 – Recycling and reuse		1	1
C3.3 – Improved efficiency of supply		3	2
<b>C4 Social change instruments – Encouraging a water-oriented society</b>	Yes	1	1

C4.1 - Education curricula on water management		0	0
C4.2 – Communication with stakeholders		3	3
C4.3 – Information and transparency for raising awareness		2	2
<b>C5 Conflict resolution – managing disputes, ensuring sharing of water</b>	Yes	2.3	2.3
C5.1 – Conflict management		3	3
C5.2 – Shared vision planning		3	2
C5.3 – Consensus building		2	2
<b>C6 Regulatory instruments – Allocation and water use limits</b>	Yes	4	2.5
C6.1 – Regulations for water quality		4	2
C6.2 – Regulations for water quantity		4	3
C6.3 – Regulations for water services		4	3
C6.3 – Land use planning controls and nature protection		4	2
<b>C7 Economic instruments – Using value and prices for efficiency and equity</b>	Yes	1	0.6
C7.1 – Pricing of water and water services		3	2
C7.2 – Pollution and environmental charges		0	0
C7.3 – Water markets and tradeable permits		0	0
C7.4 – Subsidies and incentives		2	1
<b>C8 Information exchange</b>	Yes	1	1
C8.1 – Information management systems		1	1
C8.2 – Sharing data for IWRM		1	1