Ministry of Foreign Affairs – (Department for Global Diplomacy and Climate)

Meeting in the Council for Development Policy on 15 May 2025
Agenda Item No. 6

1. Overall purpose:	*For discussion and recommendation to the Minister*
2. Title:	Climate Resilient Eastern African Transboundary Water Management for Environmental Sustainability (CREATES)
3. Amount:	DKK 300 mill. (2025-2029)
4. Presentation for Programme Committee:	5 December 2023
5. Previous Danish support presented to UPR:	None

TEI - TWM

Climate Resilient Eastern African Transboundary Water Management (CREATES) 2025-2029

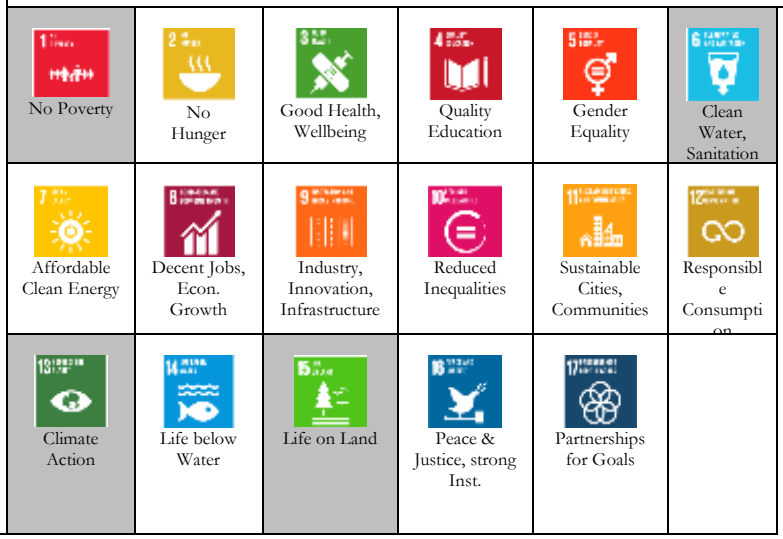
Key results:
- Institutions responsible for TWM ensured improved mandate delivery, technical and governance assistance, political dialogue, sufficient capacity, resource mobilisation, and conflict prevention.
- Climate-resilient transboundary water infrastructure combined with nature-based solutions lead to inclusive and sustainable water management in targeted geographies.
- Water agencies, RBOs and regional bodies conduct climate-resilient water resources management based on improved technical capacity.
- Water agencies, RBOs and regional bodies adopt good practices and learning on climate-resilient water management from capacity building and exchange with peers within Eastern Africa and Horn of Africa and the wider TEI-TWM initiative.

Justification for support:
- Climate change manifests itself through changes in the water cycle, and adaptation to a warmer climate with water scarcity and unpredictable precipitation is increasingly important. Effective transboundary water resources management is crucial to ensure equitable access and mitigate conflicts over access to the resource.
- The project supports the objectives of *The World We Share* of preventing poverty, inequality, conflict and displacement, and the intention to combat the negative effects of climate change in the poorest countries.
- The project takes place in Africa in line with Danish priorities and includes options for links and synergies with existing bilateral cooperation engagements and other donors, e.g. EU.
- In regard to Rio Markers, climate adaptation is a principal objective of the support, while biodiversity (not an objective) and other environmental dimensions will also benefit (see Box 3)

Major risks and challenges:
Major risks are around the nature and pace of institutional changes needed, related to changes in political stances as well as conflict and security issues in the target transboundary basins in the Horn of Africa. They could also be unforeseen emergencies, partner performance and attitudes. The identified risks will be mitigated in various ways cf. the risk management annex.

File No.	2023-3705					
Country	Eastern Africa / Horn of Africa					
Responsible Unit	Green Diplomacy and Climate (KLIMA)					
Sector	Water, climate change adaptation					
Partner	IUCN, UNEP-DHI Centre					
DKK million	**2025**	**2026**	**2027**	**2028**	**2029**	**Total**
Commitment (TBC)	100	50	100	50		300
Projected disbursement	10%	20%	20%	30%	20%	100%
Duration	5 years, 2025-2029					
Previous grants	IUCN and UNEP-DHI are both existing Danida organizational partners					
Finance Act code	FFL25: §06.32.01.23					
Head of unit	Karin Poulsen					
Desk officer	Henning Nøhr					
Reviewed by CFO	Rie Høygaard Jensen					

Relevant SDGs



Objectives

Increased water security, regional stability, enhanced resilience and peaceful development in the Eastern Africa and the Horn of Africa through adaptive transboundary water governance.

Environment and climate targeting - Principal objective (100%); Significant objective (50%)

	Climate adaptation	Climate mitigation	Biodiversity	Other green/environment
Indicate 50% or 100%	100 %			100 %
Total green budget (DKK)	**300.000.000**	-	-	**300.000.000**

Justification for choice of partner:

IUCN is selected as the main project partner based on its 10 years of experience with the BRIDGE (Building River Dialogue), promoting transboundary water governance and building adaptive capacities of stakeholders including River Basin Organisations and Regional Economic Commissions.IUCN is a globally recognised leader in this area and at the forefront of defining and implementing nature-based solutions (NbS) in water programmes UNEP-DHI as the secondary partner is strong on data and knowledge management in water and environment.

Summary:

The project aims at increased water security, regional stability, enhanced resilience and peaceful development in Eastern Africa and the Horn of Africa through adaptive transboundary water governance and NbS. The project is part of the EU Team Europe Initiative on Transboundary Water Management in Africa (TEI-TWM) and will furthermore have strong links and synergies to Danish bilateral initiatives in the region.

Budget

Outcome B1 – Supporting institutions delivering transboundary water management	32.400.000
Outcome B2 – Investing in climate-resilient transboundary water infrastructure	106.300.000
Outcome A1 - Improved technical capacity on climate-resilient water resources management	45.450.000
Outcome A2 - good practices/learning on climate-resilient water management from capacity building and exchange	15.000.000
Project management (incl. mid-term review and audit)	7.750.000
Danida advisor	7.000.000
Overhead	19.700.000
Budget reserve (25 pct. to be released at MTR by Steering Committee)	66.400.000
Total	**300.000.000**

Team Europe Initiative on Transboundary Water Management (TEI – TWM)

Climate Resilient Eastern African Transboundary Water Management for Environmental Sustainability (CREATES)

2025-2029

Draft Programme Document

April 2025

Ministry of Foreign Affairs of Denmark File 360: 2023-3705

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Acronyms

AMCOW	African Ministers' Council on Water
ANBO	African Network of Basin Organisations
AU / AUC	African Union / African Union Commission
BRIDGE	Building River Dialogue and Governance programme,
CSO	Civil Society Organisation
CBO	Community Based Organisation
CREATES	The Danish Climate Resilient Eastern African Transboundary Water Management Project
DSS	Decision support systems
ESMS	Environmental and Social Management System
GEF	Global Environment Facility
GIZ	German International Cooperation Agency
HoA	Horn of Africa
IGAD	Intergovernmental Authority on Development
INTPA	EU Department for International Partnerships
IUCN	International Union for the Conservation of Nature
IWRM	Integrated Water Resource Management
LNOB	Leave No One Behind
LVBC	Lake Victoria Basin Commission
MoEWR	Ministry of Energy and Water Resource in Somalia
MoWE	Ministry of Water and Energy in Ethiopia
MOWSI	The Ministry of Water, Sanitation and Irrigation in Kenya
MTR	Mid-Term Review
NAP	National Adaptation Plan
NBI	Nile Basin Initiative
NbS	Nature-based Solutions
NDC	Nationally Determined Contribution
NELSAP	Nile Equatorial Lakes Subsidiary Action Programme
PAP	Process Action Plan
PMU	Project Management Unit
RBO	River Basin Organisation
REC	Regional Economic Commission
SDG	Sustainable Development Goal
SMM	Sio-Malaba-Malakisi Basin
SPA	Strategic Partnership Agreement
TEI	Team Europe Initiative
TOC	Theory of Change
TWAP	Transboundary Waters Assessment Programme
TWM	Transboundary Water Management
UNEP	United Nations Environment Programme
UNEP-DHI	UNEP-DHI Centre for Water and Environment
WASSMO	Water and Sanitation Sector Monitoring and Reporting System

Executive Summary

Introduction

The Climate Resilient Eastern African Transboundary Water Management for Environmental Sustainability (CREATES) programme is a five-year initiative (2025-2029) with a budget of DKK 300 million, representing Denmark's contribution to the EU's Team Europe Initiative (TEI) on Transboundary Water Management (TWM) in Africa. The TEI-TWM aims to enhance water security, promote regional stability and resilience, and foster peaceful development across the African continent. CREATES supports this goal by focusing on improving transboundary water management in Eastern Africa to enhance water security, climate resilience, cooperation, and sustainable development.

Context and Rationale

Africa's transboundary water resources are critical for drinking water, biodiversity, energy, agriculture, and transportation, serving 60% of the continent's area and 80% of its population. These resources face increasing pressures from climate change, population growth, and economic demands, necessitating more effective management for sustainable development, economic integration, and peace and security.

The Danish support will focus on Eastern Africa, a region with significant economic potential but also major social and developmental challenges, including threats to peace and stability. Denmark has growing political, trade, and development priorities in the region, with substantial initiatives focused on water, climate action, food and agriculture, and promoting peace and stability.

The CREATES programme will initially target the Sio-Malaba-Malakisi (SMM) Basin (between Uganda and Kenya) and the Mara Basin (between Kenya and Tanzania). These basins face significant transboundary water management challenges, including poverty, vulnerable populations, food insecurity, and risks of instability and conflict. Both basins have existing platforms for advancing TWM, with opportunities to enhance the capacity and actions of regional and local institutions.

Challenges and Opportunities

Transboundary water management in the targeted basins is inadequate, which has significant consequences for ecosystems, livelihoods, socio-economic development, and regional peace and stability. Key constraints include:

- Insufficient hydrological, water, and land management data and information.
- Weak understanding of climate change impacts on water resources.
- Limited access to tools, systems, and knowledge for decision-making.
- Inadequate cross-sectoral and transboundary collaboration.
- Insufficient institutional capacity to develop and implement policies and strategies.
- Limited mobilization of finance for sustainable TWM.
- Low adoption and scalability of nature-based solutions (NbS).

CREATES aims to address these challenges by supporting the three countries' national policies, strategies and plans by:

- Strengthening institutional capacity.

- Improving access to decision-making tools and knowledge.
- Promoting collaboration and knowledge sharing.
- Mobilizing finance.
- Promoting the adoption of NbS.

Programme Approach

CREATES will be implemented through two projects:

- Project A: Led by UNEP-DHI, focusing on enhancing decision support systems and capacity building.
- Project B: Led by IUCN, focusing on improving river basin governance, stakeholder coordination, and promoting climate-resilient water solutions.

The programme adopts an integrated and agile approach, addressing interconnected challenges and maximizing impact. It will build on previous work by IUCN and UNEP-DHI, leveraging their established partnerships and knowledge.

Expected Outcomes

CREATES aims to achieve the following outcomes:

- Enhanced capacity of local, national, and regional bodies for climate-resilient water resources management.
- Improved implementation and sharing of climate-resilient integrated water resource management (IWRM) practices.
- Improved governance arrangements for TWM.
- Increased investments in and implementation of climate-resilient transboundary water infrastructure, combined with Nature-based Solutions (grey-green solutions).

Implementation Strategy

CREATES will be implemented by IUCN and UNEP-DHI, in close collaboration with government institutions, regional bodies, and other stakeholders. A Programme Management Unit (PMU) will coordinate the two projects. The programme will employ an adaptive, incremental, and learning-based approach, with strong emphasis on monitoring, evaluation, and learning (MEL).

Alignment and Synergies

CREATES is aligned with Denmark's Strategy for strengthened engagement with African countries and contributes to the EU's Global Gateway Investment Package. It also aligns with Denmark's development strategy, The World We Share, and will seek synergies with other Danish-supported water initiatives in the region, as well as other donor programmes and African institutions.

Conclusion

CREATES represents a significant investment in enhancing transboundary water management in Eastern Africa. By addressing critical challenges related to institutional capacity, governance, and climate resilience, the programme will contribute to increased water security, climate resilience, and sustainable development in the region. The programme's integrated approach, strong partnerships, and emphasis on learning and adaptation will help ensure its effectiveness and long-term impact.

1. Introduction

This Programme Document (PD) presents the proposed Danish support for Climate Resilient Eastern African Transboundary Water Management for Environmental Sustainability (CREATES).

The programme constitutes Denmark's contribution to the EU Team Europe Initiative (TEI) on Transboundary Water Management (TWM) in Africa, launched by the EU Commission's Department for International Partnerships (INTPA) in 2023. TEI-TWM's aims "to promote increased water security, regional stability and resilience and peaceful development of the African continent" and provides a framework for coordinated action between EU Member States and EU institutions to support this aim.

The proposed Danish contribution for the CREATES programme is DKK 300 million for the period 2025-2029. Aligned with the TEI-TWM framework, the **objective** of CREATES is "Improved effectiveness of transboundary water management in the Eastern African region for increased water security, climate resilience, enhanced cooperation and sustainable development in selected river basins".

The objective will be achieved by focusing delivery on two **high-level outcomes** which in combination tackle a sub-set of critical issues under the TEI-TWM's main pillars where Denmark and the implementing partners are well-positioned to effectively support change, and which align with Danish priorities and interests, namely:

- Strengthened efficiency in the decision support systems and capacity development for transboundary water management in Eastern Africa with a focus on selected river basins starting with the Mara and Sio-Malaba-Malakisi basins (UNEP-DHI))

- Improved river basin governance, stakeholder coordination, and action for water cooperation and climate resilient water solutions in Eastern Africa with a focus on selected river basins starting with the Mara and Sio-Malaba-Malakisi basins (IUCN)

CREATES focuses on basins in the Eastern African region which face severe challenges with sustainable water management, climate adaptation, vulnerable populations, and stability; match with Danish priorities, interests, and embassy presence; and where the implementing partners have well-established partnerships and knowledge that place them well in contributing to tackling the challenges. The programme will initially target two specific basins where conditions for engaging are immediately adequate: 1) Sio-Malaba-Malakisi Basin (SMM) between Uganda and Kenya, and 2) Mara Basin between Kenya and Tanzania.

CREATES will be implemented by IUCN and UNEP-DHI, each responsible for managing a separate high-level outcome area. The programme consequently consists of two projects based on separate project documents and contracts, but integrated to deliver the programme objective in a coherent way.

2. Context, strategic considerations, rationale and justification

2.1 Transborder water management in Eastern Africa – challenges and opportunities

Improved management of Africa's transboundary water resources is critical for the continent's environment, development and stability. Africa's transboundary rivers, lakes and aquifers are vital for drinking water, biodiversity, energy, agriculture, fishing and waterway transport - they cover 60% of the continent and 80% of the population's water needs[1]. But the water resources face acute pressures from climate change, increased demands from population growth, food demands, and economic uses. That makes more effective management of the water resources critical for Africa's long-term sustainable development and for ensuring benefits for all, economic integration, and peace and security. Both conservation of up-stream and downstream water use, demand management, and resource protection are key to managing pressures on the entire system.

Transboundary water resource management involves interventions and collaboration at political, policy- and implementation-levels between riparian countries. A wide set of elements require attention in efforts to improve TWM:

- well-defined and shared regional policies for water resource management by regional bodies; coordinated planning between countries in basins for integrated management; and
- multi-sector transboundary plans for water resource management that balance ecosystem and societal needs and distribution.

It also includes good water resource data availability, modelling, and information exchange systems to enable shared planning and action. It requires coordination mechanisms for sharing benefits across borders and for cross-border exchanges on water monitoring and information to alert population about water-related disasters. Importantly, it requires development of the local grey/green infrastructure for water resource management in ways that integrate nature-based solutions - typically necessitating investment and financing mobilisation efforts. Not least, it requires water diplomacy processes for obtaining a shared political vision and agreements and overcoming political differences between countries on manging shared water resources

A programme for improving TWM in Africa needs to work across this wide set of elements - and as much as possible ensure coordination and synchronisation along the way.

The Danish support will focus on riparian basins in Eastern Africa - which include several of the continent's most pressured trans-boundary water resources, including the rivers Nile and Juba-Shabelle and the Lakes Victoria, Tanganyika, and Turkana. The region has significant economic potential but faces major social and development challenges and threats to peace and stability. Eastern Africa moreover has a critical geopolitical role and large numbers of refugees and displaced people.

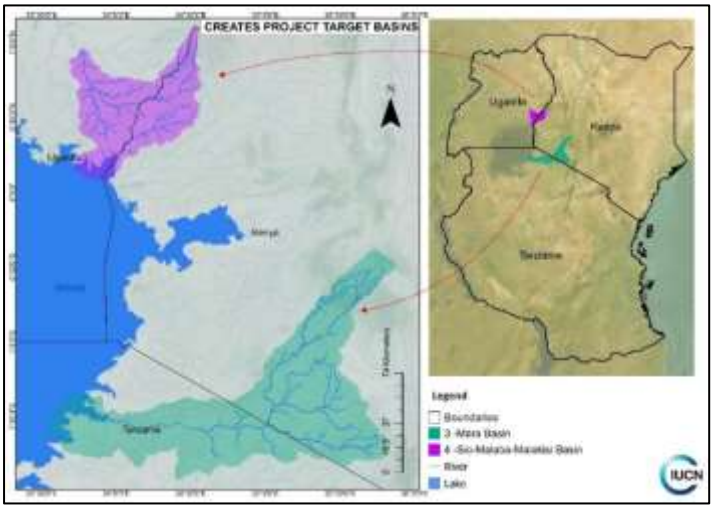
Denmark has increasingly important political, trade, and development priorities in relation to Eastern Africa, with Danish embassies in Kenya (Somalia), Uganda, Tanzania, and Ethiopia. Denmark moreover has significant development priorities and initiatives in the region that focus on water, climate action, and food and agriculture, and promoting peace and stability. In context of the EU TEI-TWM, Denmark has committed to focus the support to TWM on the Eastern Africa region.

[1]TEI-TWM Presentation Report, Concept Note, November 2022. European Union.

The Mara and SMM basins show critical needs and immediate readiness to engage in support. These basins have significant transboundary water management challenges, high levels of poverty, vulnerable populations, food insecurity, and risks of spillovers from instability and conflict. The basins are not yet as politically sensitive compared to others in the region, which means that now is an opportune time for Denmark to engage through CREATES. The basins also face acute pressures on the water resources and eco-systems with major socio-economic consequences for the populations and threats to peace and stability in the region:

- **Sio-Malaba-Malakisi Basin (SMM)**, shared by Uganda and Kenya, with lakes, rivers, forests, game reserves and national parks and home to a rich variety of flora and fauna, with a population of over 4 million people that depend on the water system. The SMM fuels the region's important agriculture sector and supports local livelihoods and businesses. Yet the basin suffers from deteriorating water quality and increasing water scarcity, and poor agricultural practices and sand harvesting have resulted in extensive ecosystem degradation and water quality decline. A 2003 Protocol for Sustainable Development of Lake Victoria Basin provides a basis for managing the water resources and a MoU between Kenya and Uganda on cooperation in the SMM has been developed (through support from the 'Building River Dialogue and Governance' programme - BRIDGE). IUCN has been active in the basin since 2016 through the BRIDGE programme.

- The **Mara Basin**, shared by Kenya and Tanzania, is home to the renowned Maasai Mara-Serengeti ecosystem, one of the largest and most protected ecosystems on earth and taking in the Serengeti National Park and Maasai Mara National Reserve. Small-scale agriculture is the major use of arable land in the basin, next to conserved areas, rangelands, and wetlands – but rapid population growth has led to excessive land fragmentation and pushed farming into marginal areas vulnerable to soil erosion and nutrient loss, and increased encroachment in ecologically fragile wetlands, springs and riverbanks. These developments threaten the livelihoods of the people and livestock as well as biodiversity and wildlife in the Maasai Mara/Serengeti Reserves. The 2003 Protocol for Sustainable Development of Lake Victoria Basin sets also in the Mara the basis for managing the basin's water resources. A Mara Watershed Management Plan was developed in 2012 through NELSAP, but not implemented.



For both basins, basic platforms exist for moving forward on TWM in form of transboundary and/orregional bodies, with mandates and mechanisms for transboundary water governance, which show potential for improved TWM action provided they strengthen their capacities and inter-basin collaboration. This also includes potential for stronger integration of nature-based solutions and locally-led community engagement and climate adaptation. Context-specific knowledge, relations and partnerships, and results developed by IUCN and UNEP-DHI through their previous activities in these basins, provide a basis to build on for further developing the regional and local institutions' capacity and action for TWM. There is also potential in these basins for synergies and coherence with other Danish country-level engagements in Kenya, Uganda, and Tanzania – including in support of Danish water/climate diplomacy. Moreover, Denmark's bilateral and regional strategies and programmes in the

areas of water management, climate change, NbS and peace and stability underline the Danish focus and priorities in these basins.

Other basins in the region face major transboundary water management and related socio-economic and environmental problems. Sharing experiences and lessons learnt between basins and countries within the region is an important aspect within the work of CREATES (see Outcome A2).

The basins will need to confront a variety of political, institutional capacity, and infrastructure constraints to improve transboundary water resource management. Box 1 lists the main wider policy, institutional capacity, and implementation constraints.

Above all, high political stakes must be overcome between countries to establish shared TWM aims and mechanisms in Eastern Africa, and political differences can hamper the processes to agree policies, protocols, and overshadow day to day coordination and management. An intervention like CREATES can only to some extent facilitate such political processes. But the basic agreements in place in SMM and the Mara basins provide a good starting-point and CREATES can facilitate processes for political leaders to engage, while donors like EU and Denmark can use diplomatic channels to support.

At level of policies and regulations, some are in place for the basins, but not all are finally developed and operationalized, which largely reflects capacity weaknesses of the main actors. A 2024-stocktaking found that key actors responsible for TWM in the basins face capacity constraints in key areas for operationalizing and implementing the TWM policies, strategies, and investment frameworks developed. Capacities and systems are weak also in assessing and forecasting developments in water flows, floods, and droughts across the basins, which means water officials are constrained in taking precautionary measures and to inform decision makers about impacts on development planning and infrastructure services. The key actors also have capacity challenges in planning, developing, and financing infrastructure services needed for effective TWM, especially integrating nature-based solutions.

Box 1: Barriers and gaps to improving transboundary water management across the region:

- Insufficient hydrological, water and land management data and information.
- Weak understanding of climate change impacts on natural resources, water quantity and quality, and social and economic effects.
- Limited access to tools, systems and knowledge to support decision making on transboundary water systems.
- Limited and at times inadequate cross-sectoral and transboundary collaboration, knowledge sharing and learning
- Insufficient institutional capacity to develop and implement transboundary policies, and strategies.
- Limited mobilisation of finance to support sustainable transboundary water management and lack of investment frameworks, businesses cases, and feasibility studies for holistic basin water management.
- Limited sustainable infrastructure investments and financing mechanisms that prioritise climate resilience through water management practices at the transboundary level to better maximise cumulative water benefits.
- Low adoption and scalability of nature-based solutions within water management practices, and incorporation. of built and natural solutions for climate resilient applications

In sum, the **development challenge** is that transboundary water management in the basins is highly inadequate, with strong consequences for ecosystems, livelihoods of millions of vulnerable and poor populations, social and economic development, and peace and stability. In addition to political agreement, major factors that constrain improved TWM are weak institutional capacities, lack of community engagement and the need for climate resilient NbS-based infrastructure development on the ground in the basins concerned. These are factors CREATES aims to tackle.

2.2 Main actors and key stakeholders and initiatives

A variety of stakeholders and actors have significant roles, stakes, and influence on transborder water management in the region. These cover both central-level national government institutions at policy/regulatory level, local governments and communities in the basins, regional cooperation bodies, as well as national and international non-government organisations, and donors.

CREATES will support the coordination and capacity development of the actors based on their functions and formal coordination mechanisms in TWM in the basin. This will include both the national central and local government institutions, and local communities. Box 2 summarises how CREATES will focus and align the support to the national actors' functions.

National stakeholders: Each country has national water authorities responsible for transboundary water management. Typically, a department in the relevant line ministry is responsible for transboundary waters. The capacity levels of the national water and environment authorities vary greatly, with different levels of access to human, financial and technological resources for water resources management and development. Mandates for water and environment are often divided between two ministries, which can complicate coordination.

For SMM and the Mara basins, relevant ministries are Kenya's Ministry of Water, Sanitation and Irrigation and Ministry of Environment, Climate Change and Forestry; Tanzania's Ministry of Water and Irrigation and Ministry of Tourism and Natural Resources; and Uganda Ministry of Water and Environment. These national water authorities will together with basin-level water authorities be instrumental in identifying and liaising with communities to identify the right entry points for project implementation and building capacity for sustainably operating and maintaining the implemented solutions.

At the **SMM basin level,** the concerned local government authorities on the Kenya-side are Busia, Bungoma and Siaya Counties; and on the Uganda-side, Busia, Tororo, Manafwa and Bududa Districts. In addition, management zones exist, including on the Kenya side, the Lake Victoria North Catchment Area, and on the Uganda-side, Kyoga Water Management Zone and Mpologoma Water Catchment Area.

At the **Mara basin level**, on the Kenya-side the concerned local government administrators are Bomet, Nakuru and Narok Counties; and in Tanania they are Butiama, Serengeti and Tarime Districts. In addition, the responsible water catchment zones are the Lake Victoria South Catchment Area in Kenya; and Lake Victoria Basin in Tanzania.

Box 2: CREATES' focus of support to national actors' functions and mandates

1) Align support interventions to relevant policies, strategies, plans and related programmes as well as conformity to institutional agreements
2) Help ensure lower-level stakeholders (e.g. local government authorities, non-governmental organizations, Water User Associations, and Community Based Organizations) are consulted, informed and involved, as appropriate
3) Assist with convening and consulting with a range of other relevant stakeholders (e.g. other regional governmental authorities and local communities) on the design and implementation of technical interventions, as well as how they can best be sustained
4) Engage in co-designing and implementing water and climate tools, to help ensure their relevance, uptake and application
5) Mobilize additional resources to support the work and further enhance and sustain the outputs and outcomes

Local water user associations exist on each side of the basins (in Tanzania, "Water User Associations"; in Kenya, "Water Resources Users Associations"; in Uganda, "Environment and Water Committees"). These will be engaged to ensure their participation in making decisions that affect them directly. Previous attempts to set up a transboundary water user association will be explored as potential for CREATES to build on.

Main **regional level** organisations include:

- **The Nile Equatorial Lakes Subsidiary Action Programme (NELSAP)** (under NBI), supports projects to improve river basin management and environmental sustainability. NELSAP is a potential collaboration partner for CREATES in SMM and Mara basins. It may host some of CREATES' coordinators (see management sections) and support the identification and coordination of NbS and small-scale built infrastructure in the basins (implementing partner agreement envisaged).

- **Lake Victoria Basin Commission (LVBC)** coordinates sustainable water management in the Mara and Sio-Malaba-Malakisi (SMM) Basins. The LVBC is relevant to enagage with on support to harmonisation of policies/regulations for SMM and Mara River basins, participation of local communities in implementation and decision-making processes, and support fundraising and resource mobilisation activities.

- **Nile Basin Initiative (NBI),** hosting the Nile Basin Cooperative Framework Agreement (CFA) which shapes the future governance structure of the Nile sub basins, including Mara and SMM. This new institutional architecture directs activities for CREATES to align with.

- **East African Community (EAC) –** driving the EAC Water Policy and IWRM Strategy which promote transboundary water management and development for socio-economic development and regional integration. This implies the potential for CREATES to support the approval and operationalisation of these.

A variety of programme- or civil society-based initiatives and organisations dealing with transboundary water issues in the region are potential implementing partners to CREATES. The immediately relevant ones include:

- **Nile Basin Discourse** - an independent network of civil society organisations working to strengthen their participation in Nile Basin development processes, projects, and policies on environmental conservation, agriculture, energy, gender, livelihoods, and poverty reduction. NBD is a potential partner to form a platform for dialogue between state and non-state actors on coordinated development and management of water resources in the SMM and Mara sub-basins (implementing partner agreement envisaged).

- **World-Wide Fund for Nature Kenya and Tanzania (WWF) -** locally registered non-governmental conservation organizations (and members of IUCN), active with implementing programmes in the basins, and potential implementing partners (focused on the Mara River basin) for supporting equitable sharing of water (building on their previous work on basin plans and governance) and fundraising and resource mobilization.

2.3 Strategic frameworks – Danish and regional/national

The main basis for Danish support to transboundary water management in Eastern Africa is Denmark's new **Strategy for strengthened engagement with African countries** which sets out Denmark's aims to promote more equal partnerships with African countries, both bilaterally and through the EU.

As such, the CREATES delivers on the Danish Government's commitment in the "Africa's Century strategy" to contribute to EU initiatives in African countries where Denmark is present and to work through the Team Europe Initiative to increase efforts for climate adaptation and support for a just, green transition in Africa. The programme is part of the pledge to allocate more than DKK 1 billion to new water initiatives in Africa in support of resilience to climate change and the Global Gateway Investment Package. The preliminary contributions announced by the EU and EU member states represent a total amount of EUR 380 million.

Consequently, CREATES is designed with TEI-TWM as its overarching framework. CREATES' objective contributes directly to TEI-TWM's objective "to enhance transboundary water management to support development and regional integration in Africa by providing a framework for coordinated action between EU member states[2] and EU institutions", and the key African regional actors[3]. CREATES also (as explained in section 3) directly contributes to a sub-set of TEI-TWM's strategic objectives and results under TEI-TWM's five strategic objectives (SO), seven pillars of action, and seven associated results areas for tackling the main TWM challenges. CREATES targets the results areas where, based on Danish priorities, interests, and Denmark's and partners' strengths, the best potential exists to support the overarching TEI-TWM's Theory of Change and deliver sustainable results for TWM in the region (subsequent sections explain how CREATES contributes directly to TEI-TWM's overarching Theory of Change[4] for EU member states' support to TWM in Africa).

The CREATES interventions also support the intentions stated in the TEI-TWM for EU to engage with main African actors at different levels to strengthen the institutional framework for African water security, technical assistance, resource mobilization for investments, and harmonised reporting systems.

While a new Danish development strategy will be prepared in 2025, the support follows goals in the present development strategy, **The World We Share**, including promoting safety and security through peace-building and stabilization, and cooperation with local, regional and international actors, like African Union, in the stabilisation and conflict-prevention efforts in fragile and conflict-affected areas.

2.4 Results and lessons learned

CREATES will build on the results from Denmark's wider long-standing engagement on water, climate resilience, livelihoods, and peace and stability in the region. In addition, IUCN and UNEP-DHI have both implemented programmes in the region, including SMM and the Mara, with results, knowledge, and relations for CREATES to build on. For instance, the Building River Dialogue and Governance Programme (BRIDGE) implemented by IUCN since 2016 builds on earlier work by NELSAP, including

[2] (Currently, Austria, Belgium, Czech Republic, Denmark, France, Germany, Slovenia, Sweden)

[3] African Union Commission (AUC), African Ministers' Council on Water (AMCOW), the African Network of Basin Organisations (ANBO), and African Regional Economic Communities (RECs)

[4] Focused on TWM in Africa, the TEI-TWM TOC addresses policies and knowledge, transboundary cooperation mechanism, transboundary integrated water resource management outputs, coordinated and increased investments, and African-level strategic guidance for TWM. The TOC framework includes Strategic Objectives guiding a set of pillars of actions with associated results and indicators to focus and coordinate member states' programmes and projects.

models for benefit sharing and investment planning. The programme also builds importantly on IUCN's and UNEP-DHI's knowledge and models developed in other developing country contexts, including governance and capacity for sustainable natural resource management, locally-led adaptation and water analysis and modelling.

The following synthesis of **lessons** compiled by the implementing partners inform the design of CREATES:

- Tackling the TWM challenges in the Eastern African basins requires a broad-based and multi-actor approach. Consequently, CREATES will work with a mix of local, national, and regional actors. This will increase programme complexity, and time and resources should be expected and allocated for processes to ensure stakeholder buy-in and coordination across all actors.

- Active and informed participation of local stakeholders is crucial to ensure legitimacy in transboundary water decision making. There is a need to counter the tendency where activities and decisions in transboundary waters are planned by central players alone, and it is key to plan for inclusion, consultation, participation and collaboration of subnational and local stakeholders.

- TWM requires a focus both on the political and technical levels and, given the political sensitivities, ensuring the political endorsement is critical for transborder coordination and cooperation. Ways to involve the political levels will be considered, including for Danish climate diplomacy to contribute via embassies' involvement and the EU. Promoting a common vision that also focuses on other shared environmental, social, economic and political goals can help.

- Projects that align with national priorities and involve relevant government departments and local stakeholders from the beginning are more successful. This improves the chance that interventions are relevant, supported, sustainable and fosters ownership and cooperation across multiple levels of government and society.

- The complexity and scope of transboundary water management make selectivity and sequencing critical for achieving tangible results. Exact challenges and opportunities for moving forward on TWM in the basins will only fully emerge once actual engagement with stakeholders on the ground starts. CREATES will initially work according to a blueprint, where results are specified in more detail for the initial period and more broadly defined for the mid/final phase. It is critical for results that implementation follows an adaptive, incremental, and learning based approach.

- Lack of impact measurement tend to prevent transboundary basin organisations from having visibility around their results and value-creation; CREATES will emphasise MEAL processes for transparent and effective results monitoring, learning, and communication.

- Weak capacity for donor coordination and project implementation tends to exist among TWM institutions. CREATES will emphasise and focus on clarity of roles, capacity development and joint planning and programming.

2.5 Coherence and synergies

The programme will build on synergies and ensure coherence with other Danish-supported water initiatives in the region, especially on knowledge sharing and a focused and informed dialogue with partners. This includes, for instance, Danish support in Kenya to the Water Sector Trust Fund, Danida

Sustainable Infrastructure Finance, the Strategic Sector Cooperation's engagement in the water sector, etc. Similarly Danish priorities and engagements in Kenya, Tanzania, and Uganda focused on climate resilience, agriculture and livelihoods, and peace and stability are opportunities for synergies that will be exploited. The lessons from the programme will feed back into Danish climate diplomacy at MFA in Copenhagen.

The programme being supported within the framework of the EU TEI-TWM will also pursue synergies and coordination with other donor initiatives on water in the region. The TEI-TWM itself provides opportunities to take advantage of synergies with Africa-based institutions, and AMCOW and AU have input to the overall conceptual framing of the TEI-TWM. The EU TWM Secretariat in Brussels will be established with EU support to ensure that member states coordinate actions.

In December 2024 an independent regional consultant carried out an assessment of the relevance and feasibility of CREATES that has informed the preparation of the programme and its two projects. The overarching recommendation from the resulting report was that CREATES is aligned with regional and national priorities, has strong stakeholder support, has potential to address critical water resource challenges and deliver benefits to communities, and can contribute to confidence building and deepening transboundary cooperation in the East African region.

2.6 Aid effectiveness and justification against DAC criteria

Criteria	Justification
Relevance	CREATES contributes directly to SDG 6 (water and sanitation for all), which is critical to the overarching aim of the 2030 Agenda to eradicate extreme poverty and create a better and more sustainable world. Within SDG 6, Target 6.5 emphasizes the importance of transboundary water cooperation. The project will support climate change adaptation under SDG 13: Climate Action and specifically towards Target 13.1: Strengthen resilience and adaptive capacity to climate-related hazards and natural disasters in all countries.
Impact	The programme is expected to have an impact on communities, local economies and State to State interactions to improve water management, resilience to climate change and capacity to adapt. It is also expected that at the institutional level, RBOs and similar agencies will increase their knowledge and capacity of adaptation to climate change and on planning, budgeting, and implementing investments that are adapted to climate change. Ultimately, the programme will have a positive impact on both surface and groundwater resource availability, contributing to wider climate change adaptation, resilience to natural disasters, sustainable management of water resources and improved livelihoods.
Effectiveness	The programme design is justified because it will support established institutions that have proven efficiency and impact for over ten years on transboundary water programming in the region. Learning from previous programming lessons will be continuously applied to enhance capacities through strategic partnerships. IUCN and UNEP-DHI have excellent established partnerships in the Eastern Africa region, with a broad range of relevant stakeholders. Therefore, effectiveness will be enhanced through utilising existing networks and approaches and relationships. IUCN is the only organisation to have developed a global standard on NbS, the institutional capacity is therefore directly available to the application of NbS across the region where IUCN already has a portfolio of NbS interventions.
Efficiency	The programme is channeled through two partners who can capitalize on existing knowledge and networks and make use of existing programming systems for implementation. Existing office structures, networks, and relationships will be utilised to maximise efficiency. IUCN is an IGO – with both State and non-State members and is able to convene stakeholders and agencies at multiple levels.

Coherence	The programme is built on strengthening partnerships, building capacities and strengthening knowledge. As such, the project will be highly coherent with existing institutional arrangements, working with government entities at regional level (RBOs, RECs) in Eastern Africa. CREATES will develop capacities of African institutions to facilitate cooperation in water basins and deliver NbS and IWRM on the ground through mechanisms based on evidence, integrating climate change projections and conflict sensitive approaches. The TEI-TWM itself provides opportunities to take advantage of synergies with Africa-based institutions, and AMCOW and AU have input to the overall conceptual framing of the TEI-TWM. The TWM Secretariat will be established with EU support to backing that member states coordinate actions.
Sustainability	Both partners, IUCN and UNEP-DHI, have stated their interest to build-in sustainability approaches into the programme, with autonomous and sustainable long-term financing of RBOs in particular, being a long-term concern. In the past, mobilising long term finance for RBOs has been a problem, because sources of revenue to fund regional basins can be unclear. Although the programme does not suggest long term sustainable solutions for this fundamental challenge, it will look at models for promoting NbS as a longer-term solution that provide sustainable means of reducing climate risks. On a broad level, the programme will support sustainable development and peace and effective regional integration, through sustainable management of water resources and will seek to leverage finance to maximise sustainability.

2.7 Human rights-based approach, LNB, gender, youth, and climate and environment

The programme will contribute to poverty reduction in the multiple dimensions of poverty, including resources, opportunities and choice, power and voice, and human security. The basins have large populations of people living in poverty and vulnerability including from climate change, where improved TWM will improve both access to water as a resource for consumption and production as well as risks from floods and droughts and reduce conflicts and enhance security. The detailed planning during the start-up and implementation of the programme will be guided in particular by the MFA "How to Notes" on poverty/inequality (#1) and climate adaptation (#3).

The programme will also improve these populations' human rights for access to water. The programme will apply the human rights-based and locally-led approaches by considering participation, accountability, transparency, and non-discrimination of poor, marginalised, and vulnerable populations in needs assessments, planning, decision, and implementation of the TWM interventions on the ground, including infrastructure development decisions. A focus on youth will be mainstreamed into the interventions, especially the focus and approach to the implementing partners' work on the ground. The majority of the population in the target basins is youth.

3. Programme objectives

The CREATES **programme objective** is:

- Improved effectiveness of transboundary water management in the Eastern African region for increased water security, climate resilience, enhanced cooperation and sustainable development in selected river basins.

The objective aligns with the TEI-TWM's overall objective (see section 2.3), and CREATES directly contributes to TEI-TWM's specific objectives:

- SO1: (continental policies and knowledge on water resources management)
- SO2 (cooperation mechanisms, peer learning, institutional roles/functions, operational capacity)
- SO3 (improved TB IWRM and WEFE approaches for CCA and BD conservation
- SO4 (capacity to leverage and coordinate investments, mobilise regional investments)

To contribute to TEI-TWM's objectives, CREATES aims to achieve two **high-level outcomes** defined with the following considerations: They target critical barriers, gaps, and opportunities for more effective TWM in the basins; directly support TEI-TWM's pillars of actions and results; follow Danish priorities and interests; and constitute areas to which Denmark with its implementing partners are well-positioned to support a positive development:

- High-level outcome A: Strengthened efficiency in the decision support systems and capacity development for transboundary water management in Eastern Africa with a focus on selected river basins starting with the Mara and Sio-Malaba-Malakisi basins (UNEP-DHI)

- High-level outcome B: Improved river basin governance, stakeholder coordination, and action for water cooperation and climate resilient water solutions in Eastern Africa with a focus on selected river basins starting with the Mara and Sio-Malaba-Malakisi basins (IUCN).

IUCN will lead the delivery of high-level outcome B, and UNEP-DHI will lead the delivery of high-level outcome A. However, both partners will in a coherent and integrated way deliver outputs and activities across the two high-level outcomes due to their interconnectedness (further described in section 6).

In addition, at operational planning level, efforts and resources to achieve the high-level outcomes will be focused on delivering four immediate outcomes:

- **Outcome A1: Water agencies, lake/RBOs and regional bodies conduct effective climate-resilient transboundary water resources management through improved technical capacity and tools.** This involves improvement of existing data systems, applying data in water management tools, training stakeholders, and integrating tools into planning processes. Based on needs and demands of authorities, tools and capacities will be strengthened or developed including hydrological models, data analytics, early warning systems, multi-criteria analyses and cost benefit analysis, and simulation software to aid in water management and governance discussions. Results from the tools will contribute to governance strengthening under Outcome B1 and NbS assessment under Outcome B2 and produce learning material for wider capacity building under Outcome A2**.**

- **Outcome A2: Water agencies, lake/RBOs and regional bodies implement and share improved climate-resilient IWRM practices.** This involves strengthened use by TWM stakeholders of shared knowledge, lessons, and best practices, as well as technical and policy tools

among stakeholders. It will involve improved and more effective application of communication products, knowledge exchange, and awareness, knowledge-sharing networks, online platforms through tailored capacity-building programs. Broader collaboration will support efforts to strengthen the enabling environment for TWM (Outcomes B1), share experiences on water infrastructure services (Outcome B2), and expand knowledge on the value of decision tools (Outcome A1).

- **Outcome B.1: Governance arrangements for TWM are improved and institutions deliver on mandates and operationalise policy and regulatory frameworks to ensure sustainable resource mobilisation, policy dialogue and conflict prevention.** This involves strengthened TWM policies, laws and plans and institutions that allow for informed and active participation with concern for inclusion and gender aspects It also involves mobilisation of finance through the development and implementation of investment frameworks and plans. Focus will be on key national and sub-national water, climate and foreign affairs entities, as well as transboundary and regional economic, peace and cooperation bodies.

- **Outcome B.2 – Climate-resilient water infrastructure combined with NbS lead to inclusive and sustainable water management and economic development in targeted geographies/basins/communities.** This covers expanded use of climate-resilient water infrastructure solutions based on NbS for improved sustainable water management, livelihoods and economic development in targeted locations in the river basins, guided by IUCN global NbS standards, Locally Led Adaptation principles, and other, working with local communities. The focus will be on both national level institutions and local/basin level actors.

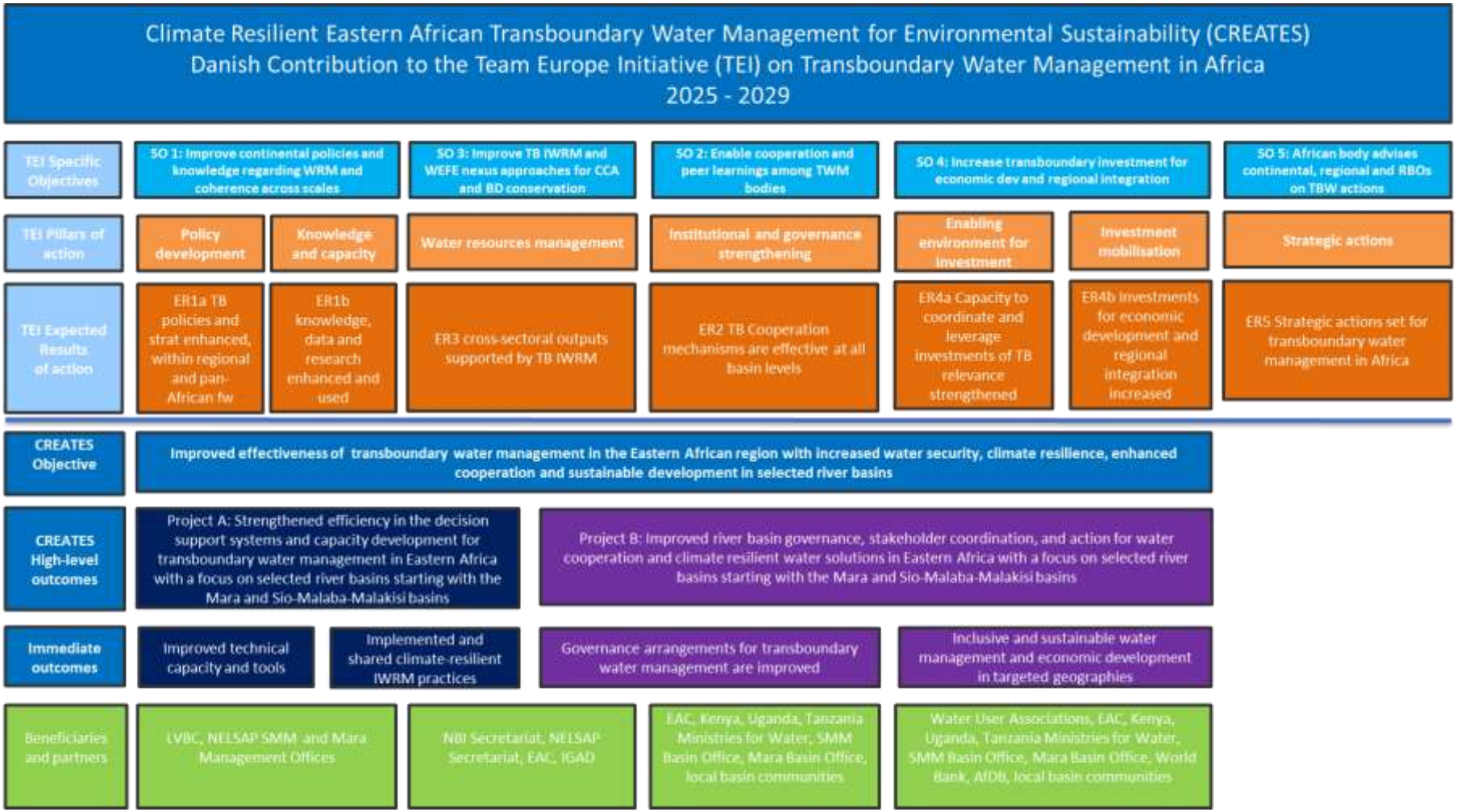
Box 3: Rio markers

Climate change adaptation is a principal part of the objective of CREATES. The programme objective focuses on strengthening climate resilience in the two basins by improving river basin governance, stakeholder coordination, and action for water cooperation and climate resilient water solutions and support effective decision support systems and capacity building for transboundary water management. This should reduce the effects of floods, through improved basin management, IWRM/WRM, catchment rehabilitation, and sustainable livelihoods as per the criteria for eligibility of the Rio Markers.

Biodiversity conservation and climate mitigation are not directly part of the objective, but biodiversity will benefit from the water resource protection and rehabilitation and river basin protection through the conservation and rehabilitation of ecosystems which will help protect and improve habitats for animals and plants. This will be reinforced by the programme's special focus on promoting nature-based solutions (NbS) to water resource and ecosystem management.

Figure 2 overleaf shows how CREATES' objective and high-level and immediate outcomes will contribute to TEI-TWM's strategic objectives and pillars of action.

Figure 2: CREATES contribution to TEI-TWM's objectives and results



4. Theory of change, assumptions, and key approaches

The Theory of Change (TOC) for CREATES contributes to the higher-level TOC of TEI-TWM by contributing to some – but not all – of the pathways of the TEI-TWM TOC.

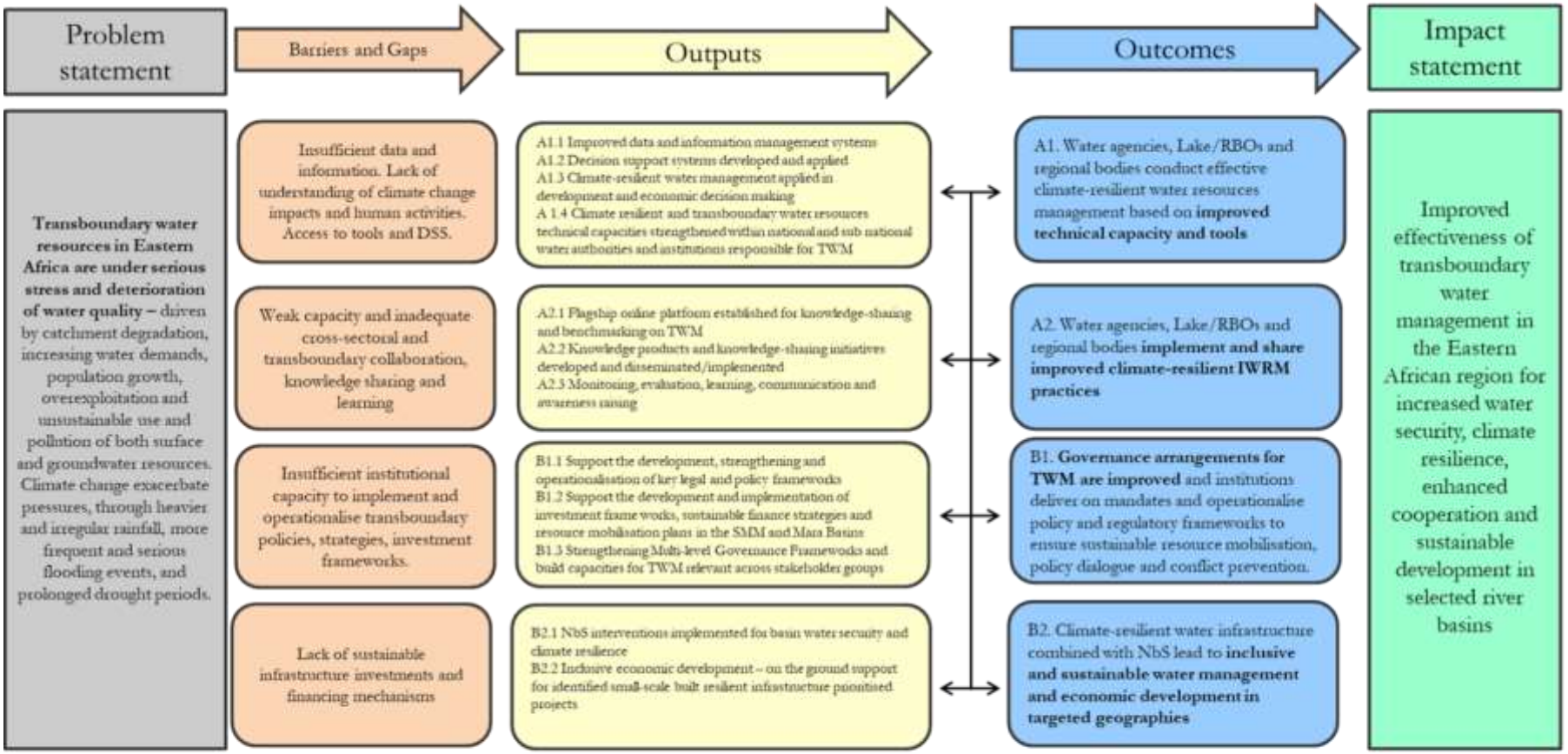
The starting point for CREATES' TOC is the identification of certain significant constraints for more effective transboundary water management in the Eastern African basins, namely:

- Weak capacity of the key institutions to develop and implement transboundary policies, strategies, and investment frameworks significantly hamper effective TWM in the basins
- Weak capacity among local actors to identify and prepare small-scale climate resilient infrastructure hampers the financing and planning of needed local-level small-scale grey/green sustainable infrastructure and services
- Too limited data availability and quality, and overly weak capacity among key actors in the basins to forecast and assess transboundary water flows and social and economic effects, severely constrain the proper management of water resources across borders in the basins
- Limited shared knowledge and understanding of transboundary water problems and solutions among actors and stakeholders across the basins prevent common solutions and responses to TWM challenges
- Basin-specific political resistance and challenges to common solutions and cooperation on TWM in the basins

On that basis, the CREATES TOC consists of the following main pathways:

- **If** policy/regulatory frameworks for TWM are strengthened and investment financing frameworks and strategies are developed for sustainable water infrastructure,
- And **if** mechanisms for multi-level governance on TWM are developed and operationalised,
- **Then** institutions will improve their ability to more actively and effectively deliver on mandates and operationalise TWM policies, mobilize resources for sustainable water infrastructure services, and effective policy and stakeholder dialogue on TWM at all levels.
- And **if** testing, planning, investment project development and action on the ground for implementation of small-scale infrastructure integrating NbS are enhanced and expanded,
- **Then** climate resilient water infrastructure integrating NbS will expand, and demonstration and lessons disseminate across key actors in the basins, stimulating further action on such infrastructure.
- And **if** actors develop improved data management systems, water assessment analytical tools and models, and capacity to work with these,
- **Then** actors will apply more data-based and improved models in decision-making on water resource management, leading to more effective decisions.
- And **if** knowledge sharing initiatives, platforms, and products reach and influence key actors in the basins on TWM,
- **Then** actors will base their responses to TWM issues on improved and jointly accepted knowledge and experience, leading to more effective, sustainable, and joint responses,
- And **then** effectiveness of transboundary water management in the basins will have improved, leading to improved water security, climate resilience, and enhanced cooperation and sustainable development,
- And **then** conditions will improve for regional stability and resilience and peaceful development of the African continent.

The figure 3 below shows an overview of the results chain that underpin the CREATES TOC.



Assumptions:

- Supported authorities have sufficient capacity to engage with project activities.
- Commitment to develop, implement and operationalise new and existing policies, strategies and plans.
- Political will to exchange data, information and work collaboratively towards shared water resources management

Box 4: The implementation approach of CREATES

As per the Theory of Change, CREATES wants to contribute to *increased regional stability, improved socio-economic development and environmental sustainability for water security and climate resilience in the region*. The programme focusses on four different entry points to address this. **The first entry point** looks at the evidence base of decision making, ensuring through increased technical capacity and available technologies and tools, that decisions around water usage, infrastructure, climate change mitigation and adaptation are made based on sound scientific information. Decision makers at the regional, national and basin levels, from government authorities including river basin management institutions, need access to up-to-date information, and frameworks within to share this information, also across borders, to be able to make decisions that ensure environmental sustainability for water security, climate resilience and equity.

The **second entry point** recognises that a lot of knowledge exists, prepared under former projects, but there are often a need to democratise the availability of this information, ensure capacities are built also in local communities and water users, to ensure they can advocate for their interests in negotiations and decision-making processes that affect their access to water, and the quality of this water. Capacity building efforts will include the training-of-trainers approach, to ensure that the capacities to continue building technical capacity in the communities can continue beyond the programme, and all knowledge and systems made available continue to be so, also in the future. From a legal perspective, it is also important that local authorities, communities and water users are informed of, and understand how to apply legal frameworks and arrangements. For a water user agreement to be successful and operational, it needs to be adhered to by local populations and those doing business in the basins.

These two entry points from project A, led by UNEP DHI, link directly to the two entry points from project B, led by IUCN.

The **third entry point** focuses on working across governance levels and cross-sectoral to set up governance arrangements for transboundary water management. This can be bilateral agreements, basin institutions of other frameworks, where authorities and stakeholders can meet to agree on water usage and management, taking advantage of the increased technical capacity, apply lessons learned from other similar basins, and taking advantage of the up-to-date information that has been provided. Setting these institutions up to be multi-level and cross-sectoral is key to their success. Only when space is provided for all stakeholders and water users to voice their concerns, ideas and partake in dialogues around decisions that affect their day-to-day activities and livelihoods, can solutions be found that offer the biggest benefits to the largest part of the basin population, and ensure provisions are made for the environment, in the face of effects from climate change.

Finally, the **fourth entry point** is that these inclusive transboundary water management arrangements act as the framework within climate resilient water infrastructure, and nature-based solutions opportunities can be identified, discussed, and prioritised, based on feedback from all affected stakeholders and communities. Through benefit sharing processes, such as the one held in the Sio Malaba Malakisi (see box 5), the infrastructure and NbS projects which have the most positive effect on all actors in the basin, can be prioritised for funding. Projects identified through inclusive processes, with a high level of local participation, can de-risk investments in the basins for larger investors, and as such act as a motivator to bring funds in for development in the basin, which eventually will have an increased impact on regional stability, socio-economic development and environmental sustainability, and contribute to water security and climate resilience.

5. Summary results framework

Programme title		Climate Resilient Eastern African Transboundary Water Management (CREATES)
Programme Objective		Improved effectiveness of transboundary water management in the Eastern African region for increased water security, climate resilience, enhanced cooperation and sustainable development in selected river basins
Impact Indicator		Achievement of SDG Target 6.5 transboundary indicator on water management[5] in CREATES basin locations.
Baseline		2020 Baseline: 41% (the SDG monitoring regional average based on countries where the transboundary basins to be assessed in CREATES make up a significant proportion of their transboundary basin area). However, data do not exist for the basin level and we will establish a basin baseline in the initial stage of the project using a downscaled version of national SDG monitoring with specifics on NBS and climate resilience.
Target		2029 target: Increase by 10% in the average score for the SMM and Mara basins (thereby contributing to the national scores).
Project A title		Effective Decision Support Systems and capacity building for transboundary water management in Eastern Africa
Outcome A1		**Water agencies, Lake/RBOs and regional bodies conduct effective climate-resilient water resources management based on improved technical capacity and tools**
Outcome indicator		1.1 Number of local and national authorities and regional bodies that cooperate and engage in decision-making processes based on water-related data collection, monitoring and analysis.
Baseline	2024	Some TWM collaboration exists but is based on outdated tools or insufficient data and knowledge about the outlook for climate and water resources. Effective and up-to-date water-related information systems and DSSs do not exist. *Below result metrics are cumulative.*
Target	2025	0 local and national authority or regional body cooperate and engage in decision-making processes based on water-related data collection, monitoring and analysis.
Target	2026	3 local and national authorities or regional bodies body cooperate and engage in decision-making processes based on water-related data collection, monitoring and analysis.
Target	2027	3 local and national authorities or regional bodies cooperate and engage in decision-making processes based on water-related data collection, monitoring and analysis.
Target	2028	5 local and national authorities or regional bodies cooperate and engage in decision-making processes based on water-related data collection, monitoring and analysis.
Target	2029	5 local and national authorities or regional bodies cooperate and engage in decision-making processes based on water-related data collection, monitoring and analysis.
Outcome indicator		1.2 Number of collaborative TWM-related NBS investments/planning processes that are informed by DSS in the target region.
Baseline	2024	Some investments/planning processes are developed but are based on outdated tools or insufficient data and knowledge about the outlook for climate and water resources *Below result metrics are cumulative.*
Target	2025	0 collaborative TWM Investments/planning processes are informed by DSS
Target	2026	0 collaborative TWM investments/planning processes are informed by DSS
Target	2027	2 collaborative TWM investments/planning processes are informed by DSS
Target	2028	4 collaborative TWM investments/planning processes are informed by DSS
Target	2029	6 collaborative TWM investments/planning processes are informed by DSS
Outcome A2		**Water agencies, Lake/RBOs and regional bodies implement and share improved climate-resilient IWRM practices**

[5] The SDG 6.5 transboundary indicator is calculated specifically for the purposes of this programme, although it draws on the SDG 6.5 indicators. The indicator is a simple average of: (a) Transboundary-related scores under SDG 6.5.1; and (b) SDG 6.5.2 scores. For each basin, (a) is calculated based on scores to the four transboundary-level questions in the 6.5.1 survey: 1.2c (arrangements), 2.2e (organizational framework), 3.2d (data and information sharing), 4.2c (financing for transboundary cooperation).

Outcome indicator		2.1 Number of stakeholders that have benefitted from or been influenced by water- and climate-related knowledge products or learning events disseminated by CREATES
Baseline	2024	A large number of knowledge products on TWM exist, but they are often not easily accessible or scoped to the region. *Below result metrics are cumulative.*
Target	2025	-
Target	2026	100 users (disaggregated by gender and age, where appropriate) have benefitted or been influenced by CREATES knowledge products 100 stakeholders have benefitted from or been influenced by at least one CREATES knowledge-sharing event
Target	2027	200 users (disaggregated by gender and age, where appropriate) have benefitted or been influenced by CREATES knowledge products 200 stakeholders have benefitted from or been influenced by at least one CREATES knowledge-sharing event
Target	2028	300 users (disaggregated by gender and age, where appropriate) have benefitted or been influenced by CREATES knowledge products 300 stakeholders have benefitted from or been influenced by at least one CREATES knowledge-sharing event
Target	2029	400 users (disaggregated by gender and age, where appropriate) have benefitted or been influenced by CREATES knowledge products 400 stakeholders have benefitted from or been influenced by at least one CREATES knowledge-sharing event
Outcome indicator		2.2 Number of good IWRM practices implemented by institutions and regional bodies
Baseline	2024	Most institutions and bodies subscribe to principles of IWRM but struggle to measure and document outcomes and impacts of policies, strategies, plans and projects. Output A2.3 will create a MEL framework that will create a baseline and methodology for doing this, including specific annual targets.
Target	2025	To be discussed with stakeholders
Target	2026	To be designed
Target	2027	To be applied by X agencies
Target	2028	To be applied by Y agencies
Target	2029	To be applied by Z agencies

Outcome B1		**Governance arrangements for TWM are improved and institutions deliver on mandates and operationalise policy and regulatory frameworks to ensure resource sustainable mobilisation, policy dialogue and conflict prevention.**	
Outcome indicator		➢ Number of new or improved transboundary co-operation mechanisms ➢ Plans for operationalisation and financing of new or improved co-operation mechanisms (i.e. Charters, MoUs, joint plans, agreements, or similar) and/or 'agencies' for the management of water resources across water-related users and stakeholder levels in transboundary basins (surface and groundwater)	
Baseline	Year	2025	#X of transboundary water management arrangements / cooperation mechanisms between water users (incl. states) are under development / exist in the two basins
Target	Year	2029	#X new or improved co-operation mechanism(s) between water users including States #X new or improved co-operation mechanism(s) between water users including States in process of operationalisation
Outcome B2		**Climate-resilient transboundary water infrastructure combined with NbS lead to inclusive and sustainable water management and economic development in targeted geographies/basins/communities**	

Outcome indicator		➢ Percentage of funding prepared / invested per year ➢ Volume (in USD) of private and/or public finance catalyzed for NbS interventions ➢ Number of infrastructure development processes using the IUCN NbS Standard to assess NbS interventions	
Baseline	Year	2025	Zero implementation of NbS in the basins for sustainable and inclusive water security [baseline to be confirmed in Year 1 following mapping and reviews – some basins will have some relevant interventions but need to be assessed relative to the IUCN NbS Standard. Existing work will be built upon to define a clear baseline including beneficiaries disaggregated by gender and age.
Target	Year	2029	# of NBS interventions supporting water security and climate resilience (based on IUCN NbS Standard but also criteria for climate resilience to be applied, for example using the Water Resilience Tracker) # of sustainable finance mechanisms established for project developed NBS interventions # of beneficiaries from the NBS services provided

Box 5: Inclusive basin investment planning – example from the Sio-Malaba-Malakisi (SMM)

In 2017, IUCN through the BRIDGE programme, with support from the Swiss Agency for Development Cooperation (SDC) and with co-finance from the US State Department, and in collaboration with UNECE, led a **Benefit Opportunities Dialogue** process in the basin. BRIDGE facilitated the first consultative workshop among stakeholders to discuss benefit sharing. In keeping with BRIDGE's multilevel approach, the stakeholders represented varied interests, including different economic sectors and different institutional levels from local to national to regional scales in the transboundary SMM setting.

More specifically, the workshop aimed to stimulate, through dialogue, a common understanding among key basin actors of the benefits of transboundary water cooperation in the basin. The dialogue was supported by a typology of benefits developed by the UNECE and by IUCN: economic, social and ecosystem benefits accrue from improved water management in the basin, while regional economic cooperation as well as peace and security accrue from enhanced trust. Based on the opportunities identified, the workshop aimed to finalise the design of the next steps of project activities in the basin.

Following the workshop, analytical work on the basin was commenced: a first study was undertaken into a development and investment framework for the basin which set out the criteria for selection and prioritisation of investments in the basin, generated a shortlist of priority projects, and set out a roadmap for a full investment plan for the basin. Secondly, a study was made into the application of BRIDGE's Benefit Opportunities Assessment Tool in the SMM basin, which was produced to support an inclusive dialogue among stakeholders to aid with the prioritisation of 3-4 basin investment projects focusing on infrastructure, NbS and livelihood options.

Between 2019-2022 the Sio-Malaba-Malakisi Investment Plan and Financial Sustainability Strategy was finalised by the binational SMM Joint Working Group that consists of six members from each country drawn from different stakeholder groups and acts as a temporary forum until such time as a more permanent binational entity has been established.

Through analytical studies and stakeholder consultations, a comprehensive mapping of potential and existing project proposals was established, generating a list of 67 investment projects. With the help of multicriteria analysis developed and agreed upon by the stakeholders, a shortlist of 12 investment projects was created, and this was subsequently clustered into a group of 4 preferred clusters of investment projects, each addressing a variety of stakeholder needs, such as infrastructure, NbS and livelihood options.

One of these projects, the Angololo Multipurpose Water Resources Development Project was selected for funding by the African Development Bank, and IUCN is supporting NELSAP, Kenya and Uganda in the final stages of the preparation of a bilateral Agreement which is framing the cooperation over this joint infrastructure project, outlining responsibilities, payment plans and access to the benefits from the dam. The agreement was signed by the two Governments of Kenya and Uganda on April 16th 2025.

Through CREATES we foresee a similar process in the Mara River basin, to identify priority projects for resource mobilisation and in the SMM continue supporting the development and funding for the already identified projects.

6. Project summaries

This section summarises the main elements of each of the two projects under the programme. Separate project documents (Annex A and B) provide the full project descriptions and are the basis for the agreements between MFA and the two implementing partners. This section does not repeat the shared elements of the two projects, such as context and strategic considerations, TOC, budget, management and governance, and risks already described in this programme document.

6.1 Project A – Decision support systems and capacity building for transboundary water management in Eastern Africa

Project A targets the **high-level outcome** "Strengthened efficiency in the decision support systems and capacity development for transboundary water management in Eastern Africa with a focus on selected river basins starting with the Mara and Sio-Malaba-Malakisi basins" (UNEP-DHI)

The project will be implemented by UNEP-DHI which will be primarily responsible for implementing elements in the TOC and results areas under immediate outcomes A1 and A2, but working in coordination with IUCN.

The high-level outcome for project A will be achieved through two interlinked immediate outcomes and output areas, as summarised below (details in project document annex A):

Outcome A1: Water agencies, Lake/RBOs and regional bodies conduct effective climate-resilient transboundary water resources management based on improved technical capacity and tools

- A1.1 Improved data and information management systems. This involves reviews and strengthening of current data systems; support for sharing TWM data across borders; improved common understanding of hydrology in the basins; data collection plans and data needs assessment; operationalized data sharing protocols and agreements between riparian countries; capacity building for improved data collection, interpretation and use.

- A1.2 Decision support systems developed and applied, including joint stakeholder identification of the basins' key IWRM issues; assessment of planning needs for transboundary IWRM decision making; development of key decision indicators for use in DSS; model development and multi criteria analysis; strengthened and or new water allocation models; incorporation into forecast and early warning systems and process for identifying needs and design of NbS investments; technical assistance, capacity building, and relevant hardware and software.

- A1.3 Climate-resilient water management applied in development and economic decision making, including technical assistance for integrating and coordinating TWM concerns in decision-making, stocktaking and support to improved mechanisms for cross-sectoral integration of TWM policies and plans; facilitation of high-level policy dialogues; technical support and capacity building on TWM data and tools to national climate adaptation bodies and reporting mechanisms.

- A.1.4 Climate resilient and transboundary water resources technical capacities strengthened within national and sub national water authorities and institutions responsible for TWM. This involves assessment of existing capacity, needs and skill gaps in TWM; joint-developed and the implementation supported of capacity building plans, involving on-the-job training, courses,

seminars, workshops and webinars on decision support tools, early warning systems, practical IWRM, climate resilience, gender sensitization and NbS; peer to peer learning and best practices via knowledge-sharing sessions among beneficiary organizations.

Outcome A2 – Water agencies, Lake/RBOs and regional bodies implement and share improved climate-resilient IWRM practices

- A2.1 Online platform for knowledge-sharing and benchmarking on TWM established. This includes development of flagship technical knowledge platform on transboundary water resources in the region, compiling available and developing documentation on water, ecosystems and NbS, governance, gender and socio-economic considerations; sustainability measures for maintaining platform identified and introduced.

- A2.2 Knowledge products and knowledge-sharing initiatives developed and disseminated/implemented, involving mechanisms developed and efforts for sharing results and learnings between basins, institutions, and stakeholders in the region, like NBI, NELSAP, IGAD, WB, donors, governments, UN; guidelines, manuals, and case studies on climate-resilient water management; knowledge exchange workshops on TWM, climate resilience, NbS tools and best practices; exchange programs and visits for staff across national boundaries.

- A2.3 Monitoring, evaluation, learning, communication and awareness raising. This includes development, implementation and capacity building of a Monitoring, Evaluation and Learning framework and programme communications strategy in key beneficiary organisations.

6.2 Project B – Effective transboundary water management through inclusive governance and climate resilient water management

Project B targets the **high-level outcome** "Improved river basin governance, stakeholder coordination, and action for water cooperation and climate resilient water solutions in Eastern Africa with a focus on selected river basins starting with the Mara and Sio-Malaba-Malakisi basins".

Project B will be implemented by IUCN which will have lead responsibility for implementing elements of the TOC and results under immediate outcomes B1 and B2.

The immediate outcomes and associated outputs to be delivered under Project B are as follows:

Outcome B.1: Governance arrangements for TWM are improved and institutions deliver on mandates and operationalise policy and regulatory frameworks to ensure sustainable resource mobilisation, policy dialogue and conflict prevention

- B1.1 Guidance and support for the development, strengthening and operationalisation of key legal and policy frameworks. This involves support to establishment and operationalisation of the emerging institutional frameworks for the SMM and Mara Basins; support alignment of policy and legal frameworks for the implementation of the EAC Water Policy, IWRM Strategy and the LVBC IWRM Strategy; support establishment of the Transboundary Water Users Association to coordinate the implement the transboundary sub-catchment management plans to enhance water availability.

- B1.2 Support the development and implementation of investment frameworks, sustainable finance strategies and resource mobilisation plans in the SMM and Mara Basins. This includes support for

implementation of the SMM four clusters of prioritized investment projects for enhanced benefit sharing and climate resilience in transboundary basins; support adapting the benefit sharing process to the Mara Basin with the aim to harmonize and implement the Mara River Transboundary Allocation Plan for both upstream and downstream/Kenya/Tanzania and prepare an accompanying investment framework and resource mobilisation strategy.

- B1.3 Strengthened Multi-level Governance Frameworks and capacities for TWM across relevant stakeholder groups, including more clearly defining the role of stakeholders and their involvement in water management and strengthening the multi-level governance structures in the Mara and the SMM basins. Focus will be on Transboundary Water Users Association/forums, capacities of relevant county and national government institutions, capacities of local communities for integrated management of water, land and related resources, forest landscape restoration, climate smart planning and resilience building; support to inter-county forums on land degradation, watershed protection and climate change impacts for learning, experience sharing and networking.

Outcome B.2: Climate-resilient transboundary water infrastructure combined with NbS lead to inclusive and sustainable water management and economic development in targeted geographies/basins/communities

- B2.1 NbS interventions implemented for basin water security and climate resilience. This involve identification of areas for focused roll-out of NbS and climate-resilient infrastructure; inclusive design of NbS and optimisation between natural and built green/grey infrastructure; investment plans and/or partnerships established to implement NbS, identifying co-benefits from TWM, mapping NbS needs and investment options and co-investor/donor opportunities, developed monitoring frameworks; and identify financial and operational sustainability needs and options incl. recurrent funding, governance and management.

- B2.2 Inclusive economic development – on the ground support for identified small-scale built resilient infrastructure prioritised projects. This involves needs identified and small scale options developed for water access infrastructure, including protected springs and water sources needs identified and implemented; roof water harvesting in public places like schools and churches; rehabilitation or establishment of shallow wells or boreholes; powering their operations with solar panels etc.

7. Inputs/budget

The programme budget is presented below.

Project A: Effective Decision Support Systems and capacity building for transboundary water management in Eastern Africa (Partner: UNEP-DHI)	**2025**	**2026**	**2027**	**2028**	**2029**	**Total (DKK)**
Intermediate outcome A1: Actors conduct effective climate-resilient transboundary water resources management	9.09	9.09	9.09	9.09	9.09	45.45
Intermediae outcome A2: Actors implement and share improved climate-resilient IWRM practices	3	3	3	3	3	15
25% reserve (to be released after approval by Steering Committee)	4.03	4.03	4.03	4.03	4.03	20.15
Audit	0.04	0.04	0.04	0.04	0.04	0.2
Overheads (7+1%)	1.3	1.3	1.3	1.3	1.3	6.5
High-level Outcome A: Strengthened efficiency in the decision support systems and capacity development for transboundary water management in Eastern Africa with a focus on selected river basins starting with the Mara and Sio-Malaba-Malakisi basins	17.46	17.46	17.46	17.46	17.46	87.3
Project B: Institutional strengthening and investment mobilization and coordination for NBs in Eastern African region (Partner: IUCN)						
Intermediate outcome B1: Governance arrangements for TWM are improved and institutions deliver on mandates and operationalise policy and regulatory frameworks to ensure sustainable resource mobilisation, policy dialogue and conflict prevention	6.48	6.48	6.48	6.48	6.48	32.4
Intermediate outcome B2: Climate-resilient water infrastructure combined with NbS lead to inclusive and sustainable water management and economic development in targeted geographies/basins/communities geographies/basins/communities	21.3	21.3	21.3	21.3	21.3	106.3
25% reserve (to be released after approval by Steering Committee)	9.25	9.25	9.26	9.25	9.25	46.25
Financial management, audits and steering committee meetings	1.1	1.1	1.1	1.1	1.1	5.5
Overheads (7%)	2.6	2.6	2.6	2.6	2.6	13.2
High-level outcome B: Improved river basin governance, stakeholder coordination, and action for water cooperation and climate resilient water solutions in Eastern Africa with a focus on selected river basins starting with the Mara and Sio-Malaba-Malakisi basins	40.7	40.7	40.8	40.7	40.7	203.7
CREATES Programme level						
Programme outcomes total	58.19	58.19	58.22	58.19	58.19	290.98
Mid-Term review (managed by Danida)		0.5				0.5
Evaluation (managed by Danida)					1	1
Audit (MFA)		0.5				0.5
Danida advisor	1.4	1.4	1.4	1.4	1.4	7
Grand total	**59.59**	**60.59**	**59.62**	**59.59**	**60.59**	**299.98**

Disclaimer: The Results Framework is based on the assumption that the 25% reserve will be released for outcomes, outputs and activities as described. Partial release or redirection for other purposes than planned may result in the need to revise the project designs and Results Framework.

The project documents (annexes A and B) present the budget also at (immediate) outcome and output-level.

The Danish grant will be spent solely on activities leading to the expected outputs and outcomes as agreed between the parties. The implementing partners are responsible for ensuring that the funds are spent in accordance with the agreement and with due consideration to economy, efficiency and effectiveness in achieving the results intended.

The full budget has been programmed and planned; however, a reserve of 25% has been blocked for consumption in both projects. The intention is to take stock (e.g., in connection with the MTR) and see whether it makes sense to continue as planned or whether it makes more sense to adjust the results frameworks and the budgets. This could mean addressing unforeseen emerging needs, doing more of what has proven successful, doing less of what has proven less successful, or replicating project successes in other geographies. In any case, the use of the reserved funds will be contingent on approval from the Steering Committee. The idea is to maintain flexibility and adaptability in programme execution, acknowledging that circumstances and priorities may change over time.

IUCN and UNEP-DHI Centre have the discretion to re-allocate between (immediate) outcomes up to a maximum 10% within their project budgets. Any re-allocations above this amount will be presented to the MFA for approval.

8. Programme governance, management, and implementation strategy

8.1 Governance and management

A **Steering Committee** (SC) will be established to provide overall programme oversight, direction, and decision making, including ensuring the programme aligns with strategic objectives, plans and delivers results in a coordinated and effective way.

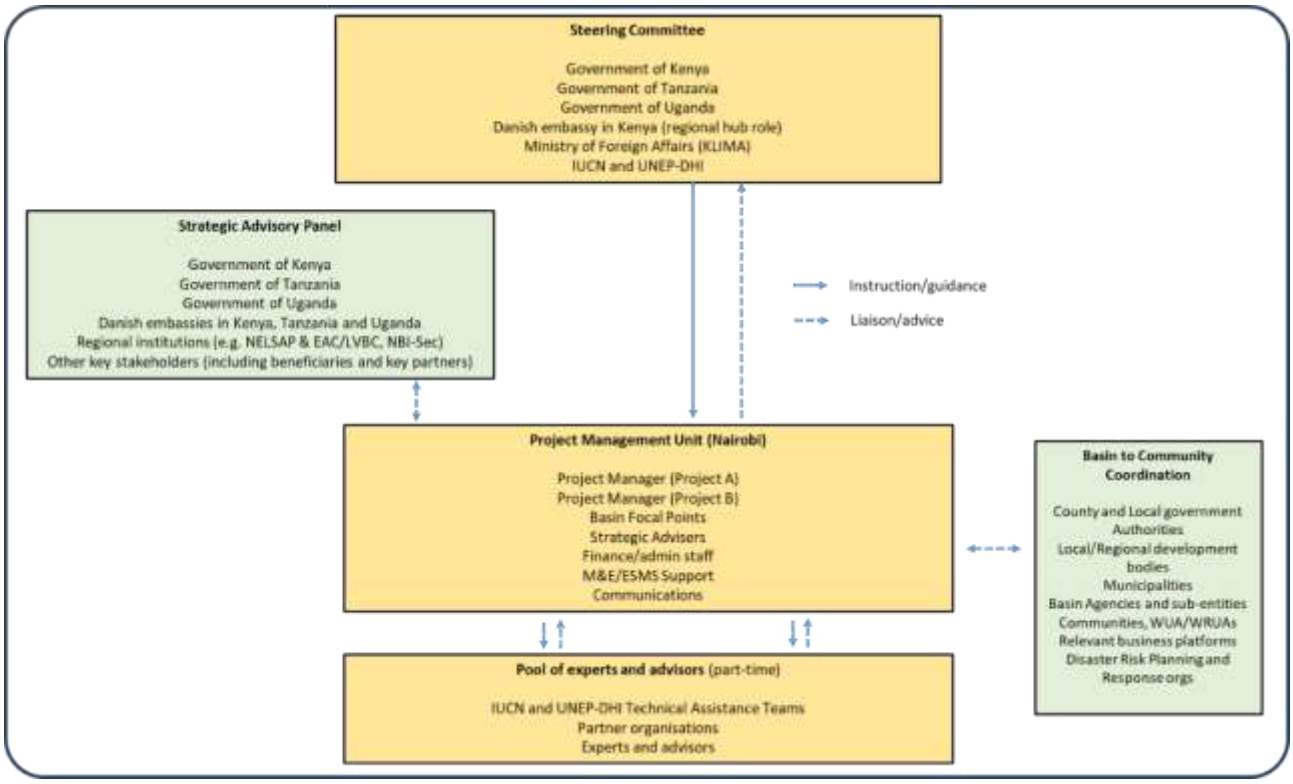
The SC a) monitors overall progress and developments in programme implementation, progress on results, risks and lessons learned, b) sets the strategic direction for the implementation and focus of annual workplans and budgets, c) decides programme-level adjustments in outputs/outcomes and risks responses for final approval based on Danida AMG, d) approves work plans, budgets, and results- and financial reports, e) instigates and decides reviews and evaluations, and f) liaises with the TEI-EU team. The SC will also guide on overall coordination and coherence and synergies with other actors and initiatives and advice on national and regional institutional structures and mechanisms to work with.

The SC will consist of one representative each from ministries with core-mandates for water management from the Governments of Kenya, Tanzania and Uganda, the responsible desk officer from Danish MFA ("KLIMA"), and an expert representative from Denmark's embassy in Kenya (who would liaise with focal points at embassies in Tanzania, and Uganda). Representatives from the implementing partners IUCN and UNEP-DHI will also be members of the SC, but will be excused from decision-making on issues that could involve a conflict of interest. Complete Terms of Reference for the SC will be developed during the start-up phase and agreed with KLIMA. The SC will meet at least twice a year, and additional meetings can be called as required. There will be one face-to-face meeting in the region (in conjunction with the Strategic Advisory Panel) and one online meeting. The Programme Management Unit serves as secretariat to the SC.

A **Programme Management Unit** (PMU) will be responsible for the operational management and implementation of the programme, with focus on effective and coordinated delivery of results under the guidance of the SC. The PMU directs and manages the implementation team and actors in the project implementation set-up. The PMU's tasks include i) to provide coordination and synchronization between the two projects for delivering expected results, including coordinated inputs across teams and actors ii) prepare programme-level work plans and budgets and ensure their effective implementation, iii) quality assurance of programme outputs, iv) operational monitoring, evaluation, and learning, v) preparing reports on results progress, lessons and risk updates, vi) risk management, and vii) and ensuring mechanisms and compliance with anti-corruption principles, standards and guidelines by Danida and IUCN and UNEP-DHI.

The PMU is jointly led by the two Project Managers from IUCN and UNEP-DHI and includes the Basin Focal Points (see below) and staff for finance/admin, M&E/ESMS staff, and communication. The two PMU heads will make decisions based on consensus. The PMU will be based at IUCN's regional office in Nairobi, together with a support team (see Figure 4). The PMU will also host the Technical Assistance Team when relevant.

Figure 4: CREATES Governance and management structure



The PMU reports to the SC. The reporting formats will be defined during the start-up phase and comply with Danida AMG principles. The PMU also acts as secretariat to both the SC and Strategic Advisory Panel (below). The PMU serves as the programme's technical level liaison to the basin authorities. The PMU is overall responsible for the effective and coordinated delivery and quality of the programme outputs. IUCN and UNEP-DHI will coordinate, but individually manage, the two projects for which they are each responsible as Implementing Partners. They will sub-contract as relevant to Executing Partners.

Any issue that cannot be resolved at PMU level will ultimately be referred to the SC.

The **Basin to Community Coordination** grouping represents the linkages required to more local management levels and communities to ensure consultation, coordination in the implementation of activities on-the-ground. Rather than being a single defined group to be formed and sustained, it is a composite of various important existing stakeholder groups to be engaged in CREATES on an activity basis. This is key to mobilising local knowledge and know-how, create buy-in and ownership of the activities, mobilise communities, and to identify leverage opportunities. The PMU will liaise and coordinate with members of this grouping.

A **Strategic Advisory Panel** will be established to provide high-level strategic advice, point to significant contextual factors that require attention, and provide linkages and accountability in relation to the main regional actors. The panel will advise especially on the political contexts and strategies for working across borders in the basins on water management issues. The Strategic Advisory Panel will provide an opinion of programme progress and delivery and can make high-level recommendations on programme focus and strategic issues to the SC. Specifically the Strategic Advisory Panel will i) deliberate and endorse programme progress reports, risk assessments, lessons learned, and other significant reports, ii) prepare strategic advice on the programme focus, adjustments, and significant issues to address.

The panel will consist of representatives from water ministries in Kenya, Tanzania, and Uganda, as well as regional organizations (e.g. NELSAP, EAC/LVBC, NBI-Sec), key stakeholders (to be determined), and the EU-TEI. The membership will be finally decided during start-up, but will represent various fields related to water management, climate adaptation, and regional political actors. Private sector, and financing institution representatives may be invited to the Advisory Panel. Terms of reference will be agreed in the start-up phase. Location: Convened twice/year ahead of Steering Committee meetings; online/physically, as is necessary.

The **set-up for implementation** consists of the following main actors:

- Each basin will have a **Basin Focal Point** whose role will be to drive and coordinate implementation at basin level, especially under outcome 2. The Basin Focal Points will report to the PMU. Their roles include defining the scope of and support, guide and supervise the work by Executing Partners and link the Technical Assistance Team with the basin stakeholders and beneficiaries. The two Basin Focal Points will be appointed during start-up for Mara and SMM basins. They will be recruited by IUCN.

- **Strategic advisors** will be placed with targeted partner organizations, particularly for outcomes A2 and B1. Their roles will be to ensure smooth collaboration, knowledge transfer, and alignment of programme activities with local and national policies and priorities in close coordination with the respective partner organisation. The strategic advisers will in particular ensure capacity strengthening and uptake of project outputs. The first Strategic advisor will be based in UNEP and be part of the PMU. This advisor will help to support, mobilise and grow the CREATES programme. The advisor will ensure that CREATES utilizes relevant policy and NbS solution innovations and thinking, as well as that CREATES is able to draw upon UNEP's convening power, as well as UNEP's skills with monitoring and measuring TWM progress in relation to the SDGs.

- **Technical Assistance Teams** will be appointed for each implementing project with responsibility for carrying out the capacity development of the regional and national water agencies linked to delivering the programme outcomes and outputs. The team profiles will be finally defined based on specific identified needs. The team members will comprise of part-time international, regional and local experts from IUCN, UNEP-DHI as well as externally hired sub-contractors and sub-consultants. A core team will be established for each implementation project and additional experts

will be engaged in a demand-based and flexible way during programme implementation. Each of the Technical Assistance Teams is managed by the IUCN or UNEP-DHI Project Manager. Location: International /Nairobi/ Basins/ Local. The technical assistance will have main responsibility for supporting the delivery of all Outcomes.

Based on their respective management contracts, IUCN and UNEP-DHI are separately responsible for aspects of task management, quality assurance, legal and procurement services, technical assistance, learning and communications, monitoring and evaluation, recruitment, financial management, disbursement. The two organisations prepare separate financial management and audit reports.

In addition, a Danida advisor will be financed under the programme. Main responsibility will be to support the programme liaison with involved Danish representations, Danish development programmes of relevance for CREASTES and KLIMA at HQ, and facilitate the dialogue with other development actors in the region as well as TEI TWM. The advisor will on a daily basis work closely with the PMU and will be posted under the Danish Embassy in Nairobi (to be finally agreed), alternatively at the PMU office in Nairobi.

8.2 Implementation strategy

The strategy for implementation of CREATES will throughout the programme period focus on delivering the defined objectives and high-level/immediate outcomes which will remain in place. Within this framework, adjustments may be made at the level of outputs (and activities) based on emerging needs, lessons, and opportunities for best to achieve the outcomes and objective.

The expectation is that the outputs defined now will for the main part remain in place for the full programme life, the outputs and associated activities will in the start-up phase be substantiated and detailed, at least for the first main phase of the programme (see annex 5). This reflects that some outputs are defined in high-level terms, and the in-depth engagement with stakeholders and contexts is expected to clarify and give rise to more specific needs and opportunities.

In addition, some flexibility will be maintained for relevant adjustments to outputs and/or new outputs in the programme's second main phase, informed by the Mid-Term Review. This reflects the complexity of working with TWM in Eastern Africa and the dynamic situation on the ground and the relevance of allowing flexibility for lessons learned and opportunities as partnerships develop over the programme period.

Based on above, the CREATES implementation strategy involves three broad phases, as outlined below:

A start-up phase will focus on setting up the programme management unit/teams, project governance structures, establish operational agreements with (initially defined) key counterpart organisations. The start-up will also include in-depth consultations with key stakeholders across the four immediate outcome areas to identify initial detailed needs and opportunities for support based on current plans, capacities, and priorities. This will serve as basis for developing the indicative 5-year and detailed first year work plan and budget. A stakeholder validation workshop and inaugural meeting of the Steering Committee and the Strategic Advisory Panel for discussion will conclude the start-up-phase (see Section 8. 3 for a work plan for the start-up phase).

The programme's **first main phase** will focus on delivering the outputs and activities as preliminarily defined in this programme document (and underlying project documents) and workplans, budgets, and results frameworks developed in the start-up phase. These focus on the SMM and Mara basins and the immediately identified focus themes, stakeholders, and needs and opportunities for support. The mid-

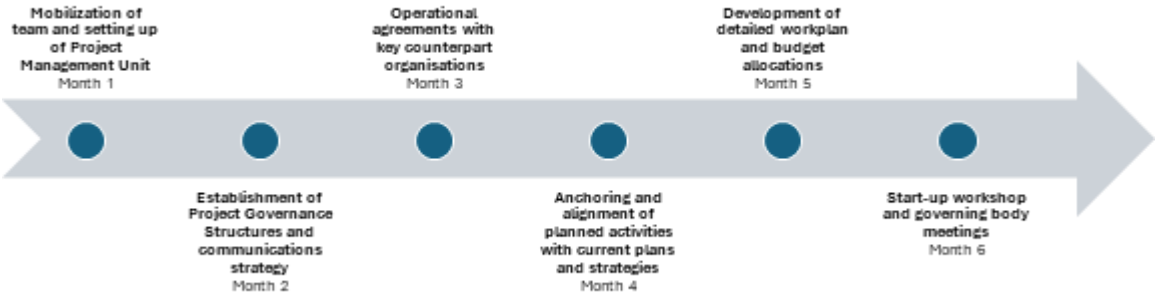
term review at the end of the second year of implementation will represent the end of the first main phase.

The programme's **second main phase** is expected to continue the overall focus on the four immediate outcomes stated in section 3 as well as the main outputs defined. However, the second phase is also expected to involve adjustments to outputs, both adjustments to the focus and content of existing outputs and possibly new outputs. This could involve deeper and expanded engagements with existing stakeholders and initiatives in the SMM and Mara basins and/or engagements with stakeholders and initiatives in other basins, based on relevance and opportunities for value added. The mid-term review will play the main role in recommending the adjusted outputs, including results frameworks and budget reallocations.

8.3 Work Plan for start-up phase

In the start-up phase, the project will set up the Project Management Unit, the project governance structures will be established, operational agreements signed with key counterpart organisations (see the information below after the table indicating key activities during the start-up phase to see the summary of key activities for these counterpart organisations) and focused consultations to anchor and align planned activities with current regional, national and basin plans and strategies will be conducted. This will inform the development of a detailed work plan and budget allocation. The start-up phase will conclude with a stakeholder validation workshop and inaugural meetings of the Steering Committee and the Strategic Advisory Panel.

An overview of the main steps during the six month the start-up phase is provided below.



At the conclusion of the start-up phase, the Steering Committee will make decisions related to workplans, including possible amendments, sequencings of actions and allocations of funds based on the recommendations of the start-up report and the outcomes of the start-up workshop. These decisions will provide the Project Management Unit with clear guidance on how to implement the project going forward.

The expected outputs from the start-up phase include:

- Project team mobilized and Project Management Unit established
- Project governance structures in place
- Project communications strategy developed
- Operational agreements with counterpart organizations signed
- Indicative work plan for the 5-year period and a detailed budgeted work plan for year 1
- Agreed revisions to results framework and baseline indicators
- Monitoring Evaluation and Learning (MEL) Plan developed

- Agreed sustainability plan template, including is application and ownership
- Updated and verified risk management framework

The main activities during the start-up phase are captured in the table below:

Mobilization of team and setting up of Project Management Unit:
• Recruitment of project staff. Project Managers will be appointed, as will Basin Focal Points and Strategic Advisers. • Setting-up of Project Management Unit in Nairobi and arranging project administrative procedures. • On-boarding and team building of new hires, creating a solid foundation for working as a project team.
Establishment of Project Governance Structures and communications strategy:
• Preparation of terms of reference for the Steering Committee, the Strategic Advisory Panel, and appointment of members. • Preparation of communication strategy for the project.
Operational agreements with key counterpart organizations:
• Agreements (MoU's) with organizations where Basin Focal Points and Strategic Advisers are initially going to be placed, i.e.: - Sio-Malaba-Malakisi (Kakamega, Kenya) - Mara (Musoma, Tanzania) - UNEP-HQ (Nairobi, Kenya). • Agreements (MoU's) with relevant authorities and regional bodies for the implementation of the project.
Anchoring and alignment of planned activities into current plans and strategies:
• Further dialogue with relevant basin, national and regional policies/strategies/plans, including other projects of relevance (recently concluded, ongoing and planned), with a view to identifying where and how CREATES can best support existing demands and ambitions. • Establishment of relationships with main stakeholders in each of the geographic focus areas. • Consultations and workshops with stakeholders to identify exactly how their main concerns and priorities can be best addressed. • Define criteria for interventions (demand, impact, cost, environmental benefit, risks, sustainability, etc.). • Clarify legal or other formal requirements for interventions that may require construction or change of infrastructure.
Development of detailed workplan and budget allocations:
• Development with stakeholders of an indicative work plan for the 5-year period and a more detailed budgeted work plan for year 1. • Writing of start-up report including possible deviations to be agreed by the Steering Committee/ Strategic Advisory Panel.
Start-up workshop and governing body meetings:
• Engagement of executing partners to assist in delivering on the work plans developed. • Development of a Monitoring Evaluation and Learning (MEL) Plan.

A detailed time schedule for the start-up phase and an indicative outline time schedule for the five-year programme can be found in Annex 5.

9. Financial Management, planning and reporting

Both parties will strive for full alignment of the Danish support to the implementing partner rules and procedures, while respecting sound international principles for financial management and reporting.

Disbursements will be made by Danish MFA to partners annually based on the submitted and approved annual results reports and financial reports by 1st March, and annual work programme and budget for the year to follow.

The procurement and sub-contracting under the projects will be managed based on implementing partners' systems and processes. The PMU will integrate procurements in the annual work plan for approval by the SC.

Through the PMU, the partners will latest 1st November prepare an integrated annual work plan and budget for the work programme the following year, showing the coordinated activities towards the defined results by the two partners.

The contributions will be managed through each partner's financial management systems and procedures for accounting and auditing. Each partner will separately prepare and submit financial management reports and audits.

9.1 Results monitoring, management, and reporting

IUCN and UNEP-DHI (through the PMU) are jointly responsible for the results monitoring, management, and results reporting of the programme. The PMU will include dedicated Monitoring, Evaluation and Learning (MEL) capacity.

The PMU will during the start-up phase prepare a plan for monitoring, evaluation and learning of the programme for discussion and approval by the SC, defining results monitoring focus, principles, tasks, processes, formats, and roles.

The PMU will prepare an annual narrative results progress report, including strategic lessons and updated risks for submission to the SC. The basis for the results monitoring will be the results framework in chapter 5 to be further developed during the programme start-up phase.

A Mid-term Review (MTR) will be conducted by the Danish MFA in accordance with Danida AMG towards the end of the second year of implementation. This may include recommendations on programme adjustments in view of results progress, lessons, and opportunities.

A Final Evaluation of the project, managed by IUCN with inputs from the Danish MFA and UNEP-DHI, will be undertaken to inform key stakeholders, the implementing partners and MFA.

The Department for Green Diplomacy and Climate, MFA, shall have the right to carry out any technical or financial supervision mission that is considered necessary to monitor the implementation of the project.

The partners' guidelines for anti-fraud and anti-corruption will be applied as well as human resource policies related to staff and partners behaviour and compliance. A summary of any cases of misconduct and investigations will be shared with partners annually.

10. Risk Management

Annex 3 presents the risk matrix. In summary, the main risks facing the Danish support through CREATES for transboundary water management in the East African region are:

Contextual:

- National or regional political instability or conflicts disrupt processes between Kenya, Tanzania, and Uganda (or the other neighbouring countries) to move forward on joint initiatives on TWM or prevent CREATES from mobilising and working in the basins.
- Political disagreement amongst upstream and downstream Nile riparian states over the new Cooperative Framework Agreement (2024) hampers implementation to move forward
- Extreme weather events (floods and droughts) prevent CREATES implementation in target areas

Programmatic:

- The needed broad scope of the programme, but where the specific focus and content of outputs can only be finally determined in the detailed operational planning with stakeholders on the ground during start-up, can challenge the focus and effective delivery of results. This requires extra emphasis on focused and effective management especially during start-up.
- The large number of actors involved in the implementation, with weak capacities and priorities not yet fully known, can challenge the focus and delay implementation. Emphasis on stakeholder needs identification and priorities and effective stakeholder management processes will be critical.
- If coordination and joint management between the two implementing partners across the two projects is insufficient, it will challenge the delivery of envisaged results and programme objectives.

Institutional:

- Safety of staff and operational travel and security risks, including deterioration of security situation affects ability to operate.
- Mismanagement of funds for instance linked to infrastructure grants.

The management of risks facing the Danish support for CREATES will to a large extent rely on the risk management system established under CREATES. In addition, from the Danish side the key entry-points to manage the risks include KLIMA's engagement in the SC, Danish embassies interaction and following of CREATES' activities on the ground, and the Danish funded advisor.

The CREATES risk management system will be established during start-up with mechanisms and processes to monitor and manage risks, covering both the context, programmatic, and institutional risks. It will be tailored to the specific focus areas, geographies and partners which CREATES engage with. The main components of this risk monitoring and management mechanisms will be:

- The PMU has overall responsibility for monitoring and managing risks, based on the risk matrix, and defines operational roles and responsibilities across the CREATES team for risk management
- The PMU reports on the risks annually to the Steering Committee, in connection with annual reporting and discussion of lessons and updated risks
- The risk matrix is updated biannually and discussed in PMU meetings, with relevant mitigation measures updated and defined

- The annual report will contain the updated risk matrix and lessons learnt
- Travel security risks will be identified though specialist advice services, regional partners, Danish Embassies, and UNEP to ensure project staff, partners and stakeholders are not put at risk and the project can be safely implemented
- A grievance mechanism will be established which allows stakeholders to anonymously alert the CREATES PMU/Steering Committee to any concerns over project management or implementation.

11. Closure and Exit Strategy

The partners will be required to develop and submit an Exit Strategy in time for assessment during the mid-term review. This should outline alternative pathways and process action plans both for programme closure by end of this funding period and for continuation, as basis for the MTR to assess and MFA to decide. The Exit Strategy should prior to the mid-term review be discussed in the Steering Committee.

The Exit Strategy define measures for ensuring sustainability of the programme results, including the physical infrastructure, skills development, institutional sustainability and livelihoods for the various layers of government down to the community level. The Exit Strategy should address capacity and financing of local partners and systems that will enable the results of the programme to be maintained beyond the programme's expiry, including how structures, policies and partner activities will be able to continue without external assistance.

In support of the Exit Strategy, CREATES will as part of its ongoing monitoring systematically capture and disseminate knowledge products and lessons learned.

Based on the Exit Strategy, the mid-term review will assess the relevance, justification, and opportunities for a second phase of the programme and provide recommendations to this end. The MFA should strive for deciding on funding of a new phase at a minimum one year before ending the current funding period.

The agreements with IUCN and UNEP-DHI will specify the detailed closure requirements. Final results report must be submitted within six months of the project ending (as per standard guidelines), with the financial accounts report to be submitted six months after programme closure.

At the end of the programme, the following steps will be taken: Implementing partners' final reports; Closure of accounts: final audit, return of unspent funds and accrued interest and administrative closure by reversing remaining provision, if any.

Annex A : Project A – Project description

"Effective Decision Support Systems and capacity building for transboundary water management in Eastern Africa"

UNEP-DHI contribution to the programme:

Climate Resilient Eastern African Transboundary Water Management for Environmental Sustainability (CREATES) 2025-2029

Project document provided under separate cover

Annex B : Project B – Project description

"Effective transboundary water management through enhanced governance and climate resilient water management"

IUCN contribution to:

Climate Resilient Eastern African Transboundary Water Management for Environmental Sustainability (CREATES) 2025-2029

Project document provided under separate cover

Annex 1: Context analysis

Reference to

"FACT-FINDING STUDY IN SUPPORT OF THE DESIGN OF CLIMATE RESILIENT EASTERN AFRICAN TRANSBOUNDARY WATER MANAGEMENT FOR ENVIRONMENTAL SUSTAINABILITY (CREATES) PROGRAM"

Final Report, Prepared by Dr. Nicholas Azza, November 2024

Executive Summary

The Danish Ministry of Foreign Affairs has provided funds for the development of the program titled Climate Resilient Eastern African Transboundary Water Management for Environmental Sustainability (CREATES). Interventions under the CREATES program will be in four key areas: (1) strengthening enabling environment for transboundary water management; (2) supporting the identification, preparation and implementation of sustainable infrastructure for water resources management, combining both engineering structures and nature-based solutions; (3) supporting the enhancement and operation and maintenance of water resources monitoring networks and decision support systems; and (4) supporting inter-agency collaboration and capacity building.

CREATES has an initial focus on two transboundary river basins in the East Africa region: the Sio-Malaba-Malakisi Basin and the Mara Basin. Additionally, the program includes a regional component to support regional water organizations such as the Intergovernmental Authority on Development (IGAD) and the Nile Equatorial Lakes Subsidiary Action Program (NEL-SAP).

As part of the program design process, the Danish Ministry of Foreign Affairs has commissioned an individual consultancy to collect facts, plans, strategies and information on key issues in the Sio-Malaba-Malakisi (SMM) and Mara basins, and at the regional level, to inform the preparation of a programme document as well as two associated project documents on the roles of the implementing agencies, the International Union for Conservation of Nature (IUCN) and the UNEP DHI partnership – Centre on Water and Environment (UNEP-DHI). This report has been prepared as the main deliverable of the individual consultancy.

The Sio-Malaba-Malakisi basin is shared by Kenya and Uganda and is densely populated (~4 million people) with high rural poverty (30-66%). Agriculture, predominantly rain-fed and small-scale, is the primary economic activity. The basin faces significant environmental pressures characterized by significant deforestation, soil erosion, and wetland encroachment, contributing to water quality degradation and sedimentation. Water scarcity (from uneven water distribution in space and time) and pollution are key issues, exacerbated by poor agricultural practices and inadequate water governance.

The Mara River Basin, which spans parts of Kenya and Tanzania, supports globally significant ecosystems like the Serengeti-Mara, a hub for tourism and biodiversity. The basin faces major environmental challenges that include deforestation, land use changes, and pollution from agriculture and mining. Water resources, which are essential for sustaining the ecosystems of the basin, are threatened by climate variability and weakly regulated consumptive water use in upstream areas.

In the two river basins, the riparian countries under the Nile Equatoria Lakes Subsidiary Action Program (NELSAP) have strengthened IWRM approaches and identified and prepared to full feasibility level a number of investment projects in areas of domestic water supply, mini hydropower, agricultural

irrigation, and livestock watering. NELSAP has also prepared catchment management plans in the two basins with another set of identified investment projects. In the two river basins (SMM and Mara), climate change is amplifying water-related challenges, including variability in water availability, increased flood and drought risks, and ecosystem degradation. The identified intervention includes actions aimed at building resilience to impacts of climate change through a combination of measures, governance strengthening, technical capacity building, and the application of nature-based solutions (NbS).

The three countries that share the SMM and Mara Basins (Kenya, Tanzania and Uganda) have strong national policy frameworks that provide clear guidance on the measures necessary to achieve sustainable water resources management and development. The main gap is in financing and implementation of identified measures. There is also weakness in enforcement of policies and legislation due to weak institutional capacity and a lack of data/information and technical management tools.

The three counties, and other key stakeholders in the region, have ongoing projects in a wide range of areas including watershed management, wetlands and peatlands management, establishing flood and drought early warning systems, introduction of climate-resilient WASH technology; wastewater treatment and pollution control, mini hydropower development, regional power interconnection and transmission, rural and urban water supply, and livestock water supply. In the IGAD region, the main program under implementation in the water sector is the Horn of Africa Groundwater for Resilience (HoA GW4R) program.

A select number of stakeholders were consulted on the CREATES program. The stakeholders were the nation Ministries of Water (targeting the transboundary water management and water resources management directorates/authorities), basin water boards, Nile Secretariat, Nile Equatorial Lakes Subsidiary Action Program Coordination Unit, the Lake Victoria Basin Commission, IGAD Secretariat, Nile Basin Discourse and Global Water Partnership East Africa. The stakeholders provided many suggestions on intervention measures under the four components of CREATES, including supporting the finalization and implementation of MoUs and bilateral agreements on the SMM and Mara Transboundary River Basins (Component 1); implementation of investment-ready water resources management and development projects identified by NELSAP in the SMM and Mara River Basins (Component 2); strengthening hydrological and water quality monitoring networks and enhancing decision support systems and hydrological models (Component 3), and supporting Mara Day Celebrations, water user associations and awareness raising amongst local communities (Component 4). The stakeholders requested that the bulk of the CREATES budget should be committed to delivering tangible benefits to basin communities. They also favoured having many small- to medium-size investment projects over one or two large projects.

Stakeholder analysis carried out under the study identified 14 key stakeholders to be engaged, including the national Ministries of Water and Ministries of Finance, and regional organizations and transboundary lake/river basin organizations. Risk analysis identified several factors, most of a political and governance nature, that could impede the smooth implementation of the project, but most are of moderate level and can be adequately managed to ensure the success of the program.

The conclusion of the fact-finding study was that the CREATES Program is highly relevant as it addresses critical water sector challenges, including climate resilience and cooperation in the SMM and Mara basins, and is aligned to national and regional water sector policies and strategies. It was also the conclusion of the study that there is strong potential for endorsement and support of CREATES from governments and other stakeholders.

The overarching recommendation is for the Danish Ministry of Foreign Affairs to proceed with the preparation of the CREATES Program, given its alignment with regional and national priorities, strong

stakeholder support, its potential to address critical water resource challenges and deliver benefits to communities, and its potential to contribute to confidence building and deepening transboundary cooperation in the East Africa region.

Annex 2: Results matrix

Reference to the result matrixes including outcome and output indicators in the project documents (see annex A and B).

Annex 3: Risk Matrix

Contextual risks

Risk Factor	Likelihood	Impact	Risk response	Residual risk	Background to assessment
Armed conflict and political instability	Likely in some specific local geographies	Major: tension and armed conflict reduces the possibility of implementing key activities	• The programme design is strongly based on a recognition that water is a key source of both conflict and development. Activities will be designed and carried out with this in mind so that they contribute to development without increasing conflict over resources. • The inception phase will include a thorough risk assessment of all the areas identified especially in the Horn of Africa. It will be closely examined to what extent activities in the basin and lakes can be implement in the presence of armed conflict and tension. • The support to organisations like IGAD are aimed at further peace and stability and establish and environment for dialogue. • To the extent necessary, outputs, tools and activities will be designed to draw on earth observation and other remotely collected data rather than on data collected in the field. • In extreme cases, it can be necessary to avoid or withdraw support from selected geographies until it is considered safe to engage, or to redirect resources to other geographies.	Minor	Collaboration with the United Nations Climate Security and Environmental Advisor to Somalia (2021 and ongoing) and with UNEP's Environment and Security Unit on work in the Horn of Africa (2020 and ongoing). Regional security briefings from IUCN regional office. Ongoing engagement with MOEWR in Somalia Garda World Security updates. Information from local partners and IUCN regional/country offices and focal points
Political instability; changes to national priorities	Likely	Major	• Change in political leadership is likely, and through various years working on TWM we have experienced that the risk can be mitigated by setting up working groups not dependent on a few influential people or change agents one single person, rather ensure broad participation of sectors, so some can always keep work going, and update incoming, new staff • Empower marginalized groups by enhancing policies and institutional capacity and accountability to all citizen. Shrinking spaces for CSOs to operate.	Minor	Regional security briefings from IUCN regional office. Ongoing engagement with MOEWR in Somalia Garda World Security updates. Information from local partners and IUCN

			• The communication strategy development for this programme (targeting key government agencies and influential civil society actors to ensure government buy-in) • Lobby at higher decision-making levels.		regional/country offices and focal points Engagement directly with country stakeholders and Ministries.
Political economy issues / rent seeking (national or regional institutions are influenced by individual or dominating class interests which influence negatively the objectives of the programme)	Likely	Major	• The programme will include a wide range of stakeholders from different countries and different levels of society and in this way the space for rent seeking will be limited by presentation of different and opposing viewpoints and interests. • Engagement with cross-sectoral issues and platforms where they exist to avoid 'capture' by single sectoral agenda, in particular through focusing on often more powerful sectors where water is needed, or where the mandates for water are higher than in water agencies. • Focus capacity support as much on institutional capacity as well as individuals working in those institutions.	Minor	Information from local partners and IUCN regional/country offices and focal points Multi-stakeholder convening and process hep to provide balance and avoid this risk based on experience of IUCN and UNEP-DHI.
COVID-19 Pandemic or other global health events: severe restrictions on travel and face to face meetings return due to new global / regional health events	Unlikely	Minor	• Planning for hybrid and virtual meeting options and build capacities within the team on how to best facilitate hybrid and virtual workshops and meetings. • Redirect unused funds to activities where they can facilitate achievement of program objectives • When restrictions allow for travel – ensure adherence to national and local health measures – build in level of flexibility to readjust the implementation of activities according to the evolution of the pandemic. • Interventions will consider global health impacts and seek to address them within the framing of the project. • Where / when lockdown does occur, immediately devise a strategy to deal with this per basin/country to ensure the safety of people and maintain operational progress for the project to be shared with Danida. In extreme cases, consider revising locations or re-directing resources and scaling up activities in other locations to avoid inertia.	Insignificant	IUCN/UNEP-DHI experience from globally operating TWM project throughout COVID. For example, in Somalia and Kenya where a combination of online solutions and support from skilled local consultants was applied. Contingency plan to be developed as part of the project operational manual.
Operational travel and security risks: deterioration of security situation affects ability to operate. Infrastructure in project	Likely	Major	• Regularly monitor security risks. • Work with local partners and ensure all receive up to date information of security risks related to travelling to intervention basins. • Health and safety protocols in place, including for safe driving. • Conduct meetings outside unsafe areas / basins when possible.	Major	Collaboration with the United Nations Climate Security and Environmental Advisor to Somalia (2021 and ongoing) and with UNEP's Environment and Security Unit

locations is absent or poor and limits operations.					on work in the Horn of Africa (2020 and ongoing). Regional security briefings from IUCN regional office. Ongoing engagement with MOEWR in Somalia Garda World Security updates. Information from local partners and IUCN regional/country offices and focal points
Climate change impacts / weather variability: natural disasters and extreme weather events affecting project areas and changing priorities	Significant	Major	• Build in a level of flexibility in our activities, and while activities should focus on building climate adaptive capacity to help mitigate climate impacts, the project will adopt a do no harm approach. • Climate-induced natural disasters can also have positive impact in mobilising political commitment to transboundary cooperation.	Major	Regional security briefings from IUCN regional office. Ongoing engagement with MOEWR in Somalia Garda World Security updates. Information from local partners and IUCN regional/country offices and focal points

Programmatic risks

Risk Factor	Likelihood	Impact	Risk response	Residual risk	Background to assessment
Programme design insufficient on gender and inclusion.	Unlikely	Major	• The commitment to advancing gender responsive GAD approaches is present throughout the project document, including in its desired outcomes and outputs. • Specific budget allocations will be made to support GAD including to local partners for women, age and diversity inclusion and 's empowerment, capacity development measures targeting GAD and facilitating small grants for women.	Minor	There can be challenges in accurately perceiving and identifying the key gender issues and gender specific needs and devising the exactly right solutions, especially since voice and power will be at play

			• The ME&L framework will include a GAD focus and indicators • Conduct a gender and youth assessment of the target countries / basins and prepare a gender and youth integration strategy targeted at project activities.		
Insufficient levels of training and capacity for stakeholders to engage effectively	Unlikely	Major	• Consensus-building for development of benefit sharing agreements is hindered by vocalization of widely divergent viewpoints and differences in capacities of relevant stakeholders hinder consensus-building for development of benefit sharing agreements, therefore the project design includes capacity building of all relevant stakeholders and joint research for effective participation in dialogues	Minor	Some interventions even capacity development initiatives will require a certain level of comptences and skills, which not everyone will have in the contexts and with partners where the programme will work
Failure to respond to diverse stakeholder needs and ensure participation	Likely	Major	• All project activities to be accountable and transparent. Overcome objections through conciliation, transparency and making all information and communications publicly available. • Close relations with relevant ministries, ensure all relevant staff is aware of the project, activities and goals, and informed of reason behind and importance of participation of diverse stakeholder groups. • Gender issues and women's rights will be promoted, engaging all participants and stakeholders with a gender responsive lens – using the GREACT tool developed by IUCN in transboundary water governance. • Mapping of indigenous and vulnerable groups in the basins and ensure information and inclusion in project activities where relevant. • Promote activities that respond to local population's needs and seek partnership and participation in governance mechanisms and other structures in place. Communicate advantages of adequate water management and clear requirements for participation and involvement.	Minor	There can be challenges in exactly identifying and responding to all stakeholders' needs and preferences because of the great diversity and complexity in correctly perceiving the needs across the basins
Adverse impacts on the enjoyment of human rights	Unlikely	Major	• Project adheres to the MFA requirements and IUCN ESMS standard as well as the Natural Resources Governance Framework and rights-based approaches as well as the overall do no harm approach, ensuring that communities and vulnerable groups are adequately consulted included (and free, prior and informed consent is obtained).	Minor	There can be challenges in accurately detecting local communities' rights and devising proper strategies to protect these given the diversity of the communities in the basins and their access and rights to the water resources

Institutional risks

Risk Factor	Likelihood	Impact	Risk response	Residual risk	Backgrpound to assessment
Low implementation rates or poor results (implementation partner capacity) due to weal coordination between partners will cause reputational damage to MFA/Danida	Unlikely	Major	• Due diligence of implementing partners is conducted • Annual partner meeting to monitor progress • Quarterly internal project reporting to monitor progress and identify areas for support and assistance. • Development of a project guidance manual and training in project processes during inception phase and for any new partners within the project timeframe	Minor	If coordination and joint management between the two implementing partners across the two projects is insufficient, it will challenge the delivery of envisaged results and programme objectives.
Delays in project delivery due to weak implementation management cause reputational damage to MFA/Danida	Likely	Moderate	• Annual procurement plan developed for the project for both equipment needs and services – downscaled to each basin requirements with workplans • IUCN regional and global procurement officers support and review annual procurement process • IUCN procurement rules shared with all partners as part of project processes training • Identification of possible call-down service needs during inception phase • Early stage due diligence to identify possible partners regardless of actual project needs • Project hiring: Terms of References for the new roles to be hired by the project posted prior to official project start • Coordination between IUCN and UNEP-DHI Centre on roles and recruitment to align timing • Prioritisation of recruitment within HR systems to ensure rapid mobilisation	Minor	The needed broad scope of the programme, but where the specific focus and content of outputs can only be finally determined in the detailed operational planning with stakeholders on the ground during start-up, can challenge the focus and effective delivery of results. This requires extra emphasis on focused and effective management especially during start-up. The large number of actors involved in the implementation, with weak capacities and priorities not yet fully known, can challenge the focus and delay implementation. Emphasis on stakeholder needs identification and priorities and effective stakeholder management processes will be critical.

Annex 4: Process Action Plan for Implementation

	Activities	Actual/Target dates	Responsible[6]
1.	Status meeting to discuss: This PAP, action based on appraisal recommendations, engagement with Thomas, stakeholder workshop invitation review	April 7th 2025	IUCN/UNEP-DHI/KLIMA
2.	Send stakeholder validation workshop invitation	April 8th 2025	IUCN/UNEP-DHI
3.	Status meeting	April 14th 2025	IUCN/UNEP-DHI/KLIMA
4.	Status meeting to discuss: a. Finalization of documents	April 22nd 2025	IUCN/UNEP-DHI/KLIMA
5.	Internal review and approval of revised documents	April 23th 2025	IUCN/UNEP-DHI
6.	Submission of documents to KLIMA	April 24th 2025	IUCN/UNEP-DHI
7.	Submission of documents to the Council for Development Policy (UPR)	April 28th 2025	KLIMA
8.	Key stakeholder validation workshop in Nairobi	May 7th 2025	IUCN/UNEP-DHI
9.	Meeting to discuss how to address workshop input	May 14th 2025	IUCN/UNEP-DHI/KLIMA
10.	UPR meeting	May 15th 2025	KLIMA
11.	Sharing of feedback from UPR meeting with IUCN/UNEP-DHI	May 16th 2025	KLIMA
12.	Minutes of UPR meeting shared with IUCN/UNEP-DHI	May 21th 2025	KLIMA
13.	Meeting to discuss how to address UPR recommendations	May 22th 2025	IUCN/UNEP-DHI/KLIMA
14.	Prepare revised documents	May 28th 2025	IUCN/UNEP-DHI/KLIMA
15.	Approval of the grant proposal by the Danish Foreign Affairs Minister	June 2th 2025	KLIMA
16.	Advertise for key positions – Team Leaders and Basin Coordinators (see "Shortlisting and interviews" below)	June 2nd 2025	IUCN/UNEP-DHI
17.	Internal review and approval of revised documents	June 12th 2025	IUCN/UNEP-DHI
18.	Submission to the Ministry of Finance for appropriation	June 2025	GDK
19.	Approved by Danish Parliament Finance Committee	June 2025	GDK
20.	Donor Agreement for Project A between Ministry of Foreign Affairs and UNEP	June 2025	IUCN/UNEP-DHI/KLIMA
21.	Donor Agreement for Project B between Ministry of Foreign Affairs and IUCN	June 2025	IUCN/UNEP-DHI/KLIMA
22.	Disbursement of 1st annual tranche of funding to UNEP and IUCN	July 2025	KLIMA
23.	Shortlisting and interviews for key positions – Team Leaders and Basin Coordinators (see "Recruitment" below)	July 2025	IUCN/UNEP-DHI
24.	Recruitment of key positions - Team Leaders and Basin Coordinators (see "Key positions start" below)	September	UNEP-DHI
25.	UNEP Project Document, Programme Committee	September 2025	UNEP-DHI
26.	Project Cooperation Agreement between UNEP and DHI	September 2025	UNEP-DHI
27.	UNEP-DHI contract review and final approval	September 2025	UNEP-DHI
28.	Programme start-up meeting	September 2025	IUCN/UNEP-DHI/KLIMA
29.	Key positions – Team Leader and Basin Coordinators in place (see "Recruitment of key positions" above)	December 2025/ January 2026	IUCN/UNEP-DHI

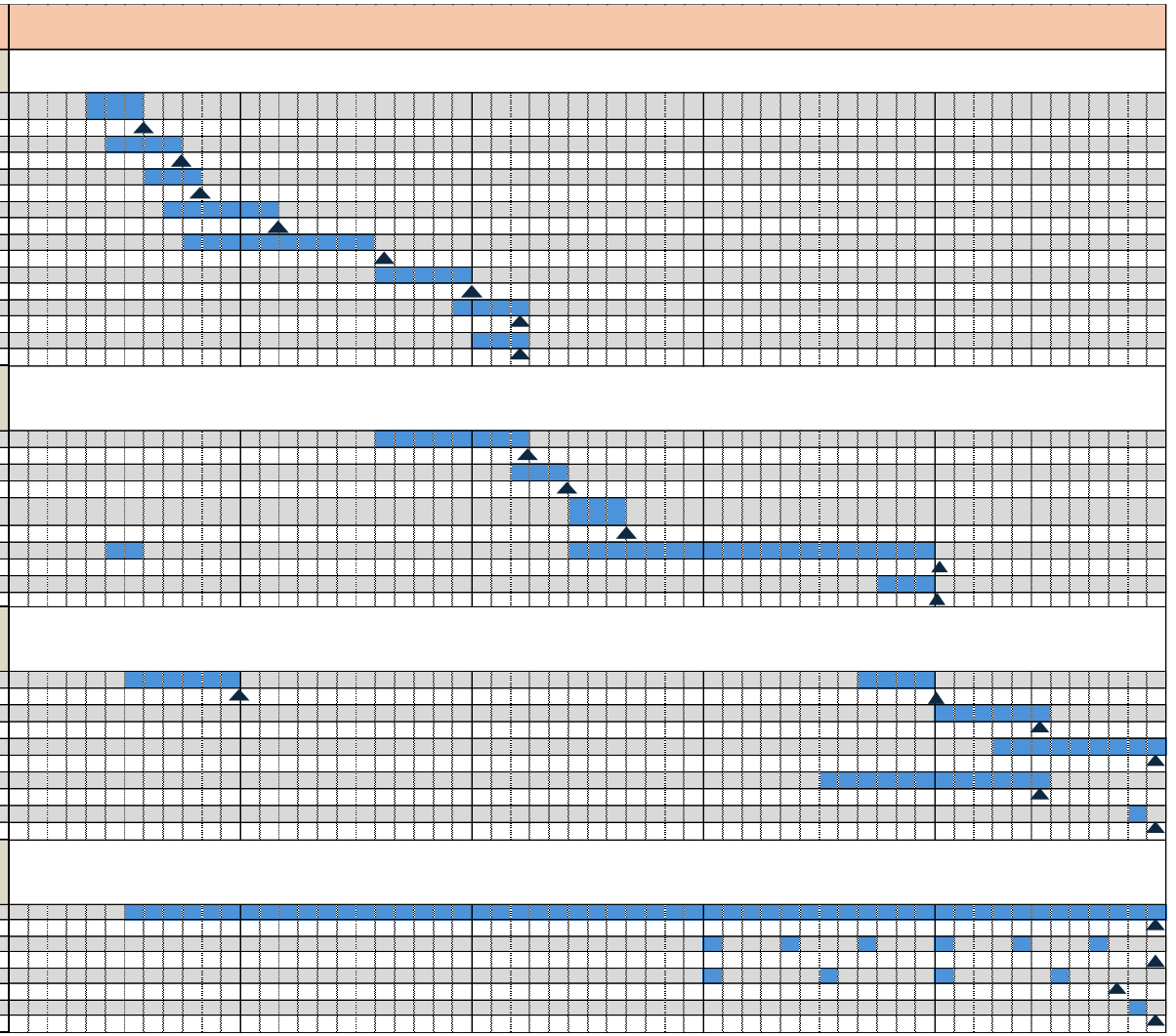
[6] KLIMA=MFA Department for Green Diplomacy and Climate

Annex 5: Time schedule for Programme Implementation

This draft work plan for the inception phase and indicative outline of work plan for the 5-year period will be used to support a discussion with key stakeholders during the start-up phase of the work to be undertaken. Annual workplans will be subject to approval by the Steering Committee.

	Work Schedule and Planning for Deliverables	Year 1 1 2 3 4 5 6 7 8 9 10 11 12
OUTPUT AREA	**Task A0 – Inception**	
A0.1	**Mobilization of team and setting up of Project Management Unit – initiate the inception stage**	
	Recruitment of project staff. Project Managers will be appointed, as will Basin Focal Points and Strategic Advisers.	
	Setting-up of Project Management Unit in Nairobi and arranging project administrative procedures.	
	On-boarding and team building of new hires, creating a solid foundation for working as a project team.	
	Kick-off meeting with relevant stakeholders to present the project and initiate the inception stage	
	***Output**: Project organisation mobilised and functioning*	
A0.2	**Development of detailed workplan and budget allocations**	
	Development of draft work plan for the 5-year period	
	Development of draft budgeted work plan for year 1.	
	***Output:** Project workplan (draft) developed*	
A0.3	**Inception workshop and governing body meetings**	
	Writing of inception report including possible deviations to be agreed by the Strategic Steering Committee/Operational Oversight Board.	
	Inception workshop with relevant stakeholders with presentation of workplan, organisation, vision and outcomes etc.	
	Engagement of executing partners to assist in delivering on the work plans developed.	
	Development of a Monitoring Evaluation and Learning (MEL) Plan.	
	Development of final work plan for the 5-year period	
	Development of final budgeted work plan for year 1.	
	***Output:** Inception report including workplan and monitoring and evaluation learning plan developed and*	
A0.4	**Establishment of Project Governance Structures and communications strategy**	
	Preparation of terms of reference for the Strategic Steering Committee, the Advisory Panel, and appointment of members.	
	Preparation of communication strategy for the project.	
	***Output**: Terms of reference for the Strategic Steering Committee, the Advisory Panel, and appointment of members and communication strategy*	
A0.5	**Operational agreements with key counterpart organizations**	
	Agreements (MoU's) with organizations where Basin Focal Points and Strategic Advisers are initially going to be placed, i.e.:	
	Sio-Malaba-Malakisi (Kakamega, Kenya)	
	Mara (Musoma, Tanzania)	
	UNEP-HQ (Nairobi, Kenya).	
	Agreements (MoU's) with relevant authorities and regional bodies for implementation of the project.	
	***Output**: Operational agreements with key counterpart organizations developed, approved and implemented*	
A0.6	**Anchoring and alignment of planned activities into current plans and strategies**	
	Further dialogue with relevant basin, national and regional policies/strategies/plans, including other projects of relevance (recently concluded, ongoing and planned), with a view to identifying where and how CREATES can best support existing demands and ambitions.	
	Establishment of relationships with main stakeholders in each of the geographic focus areas.	
	Consultations and workshops with stakeholders to identify exactly how their main concerns and priorities can be best addressed.	
	Define criteria for interventions (demand, impact, cost, environmental benefit, risks, sustainability, etc.).	
	Clarify legal or other formal requirements for interventions that may require construction or change of infrastructure.	
	***Output**: Anchoring and alignment of planned activities into current plans and strategies implemented and approved*	

	PROJECT A
OUTPUT AREA	**Task A1 – Water resources management based on improved technical capacity and tools**
A1.1.1	**Review of past studies, current systems, existing models and tools as well as current data availability and quality**
	***Output** : data status, requirement and gaps report*
A1.1.2	**User requirement and needs assessment**
	***Output** : User requirement and needs assessment report (data and information)*
A1.1.3	**Establishment of virtual stations for data scares area**
	***Output** : report describing concept and output as well as operational virtual stations*
A1.1.4	**Design and implement Water Resources Information System (WRIS)**
	***Output** : Operational WRIS implemented with drafted sustainability plan (WRIS and data)*
A1.1.5	**Water resources model established**
	***Output** : Water resources model established for the basins*
A1.1.6	**Common understanding of the hydrology over the entire transboundary basin**
	***Output** : Water resources portal established and basin profile report developed*
A1.1.7	**Data sharing protocols established**
	***Output** : Data sharing protocols, rules and procedures, drafted and in process for approval*
A1.1.8	**Sustainability plan established**
	***Output** : Sustainability plan (data and information) finalised and approved*
OUTPUT AREA	**Task A1.2 – Decision support systems developed and applied**
A1.2.1	**Water resources assessment**
	***Output** : Water resources assessment reports developed*
A1.2.2	**IWRM, water management and disaster issues identified**
	***Output** : Report(s) on state of the basin(s)*
A1.2.3	**Validation of requirements specifications and decision to be supported by WRIS and DSS**
	***Output** : WRIS and DSS Conceptual Design report*
A1.2.4	**WRIS and DSS implementation in selected pilot areas**
	***Output** : WRIS and DSS implemented in pilot areas*
A1.2.5	**Sustainability plan established**
	***Output** : Sustainability plan (WRIS and DSS) finalised and approved*
OUTPUT AREA	**Task A1.3 – Climate-resilient water management applied in development and economic decision making**
A1.3.1	**Reviews and multi-ministerial/sector stakeholder consultations**
	***Output** : Reviews and multi-ministerial/sector stakeholder consultations report*
A1.3.2	**Roadmaps for basins**
	***Output** : Roadmap reports for basins developed*
A1.3.3	**Operational IWRM plan for basins supported by the established WRIS and DSS**
	***Output** : Operational IWRM plan for basins developed*
A1.3.4	**Institutional arrangements related to the IWRM plan**
	***Output** : Report on institutional arrangement for implementing the IWRM plan developed*
A1.3.5	**Sustainability plan established**
	***Output** : Sustainability plan (operational IWRM processes) finalised and approved*
OUTPUT AREA	**Task A1.4 – Climate resilient and transboundary water resources technical capacities strengthened within national and sub national water authorities and institutions responsible for TWM**
A1.4.1	**Training and capacity building planned and implemented**
	***Output** : Training targets achieved and verified*
A1.4.2	**Train the trainer**
	***Output** : Train the trainer implemented and verified*
A1.4.3	**Awareness strengthening**
	***Output** : Awareness activities implemented and verified*
A1.4.4	**Sustainability plan established**
	***Output** : Sustainability plan (training and capacity building) finalised and approved*



	PROJECT A	
OUTPUT AREA	Task A2.1 –Online platform for knowledge-sharing and benchmarking on TWM established	
A2.1.1	Learning and knowledge sharing requirements and needs	
	Output *: Report on knowledge sharing, best practices, requirements and needs for the basins*	
A2.1.2	Knowledge platform established as part of the Water Resources portal established	
	Output *: Knowledge platform established*	
A2.1.3	Sustainability plan established	
	Output *: Sustainability plan (knowledge-sharing) finalised and approved*	
OUTPUT AREA	Task A2.2 – Knowledge products and knowledge-sharing initiatives developed and disseminated/implemented	
A2.2.1	Knowledge products and knowledge-sharing initiative	
	Output *: Knowledge products and knowledge-sharing initiatives implemented and verified*	
OUTPUT AREA	Task A2.3 – Monitoring, evaluation, learning, communication and awareness raising	
A2.3.1	Monitoring, Evaluation and Learning framework	
	Output *: Monitoring, Evaluation and Learning framework implemented*	
A2.3.2	Joint programme communications strategy	
	Output *: Joint programme communications strategy implemented*	
A2.3.3	Review and evaluation	
	Output *: Review and evaluation activities successfully implemented*	

	PROJECT B	
	Work Schedule and Planning for Deliverables	Year 1: 1 2 3 4 5 6 7 8 9 10 11 12 · Year 2: 13 14 15 16 17 18 19 20 21 22 23 24 · Year 3: 25 26 27 28 29 30 31 32 33 34 35 36 · Year 4: 37 38 39 40 41 42 43 44 45 46 47 48 · Year 5: 49 50 51 52 53 54 55 56 57 58 59 60
OUTPUT AREA	**Task B1 – Strengthening and supporting governance arrangements for transboundary waters**	
1.1.1	**Support the operationalisation of the institutional frameworks for the SMM and Mara Basins as per the provisions of the existing MoUs/Bilateral Agreements.**	
	***Output** : SMM and Mara institutional framework operationalised*	
1.1.2	**Support the transboundary framework for the implementation of the EAC Water Policy, IWRM Strategy and the LVBC IWRM Strategy**	
	***Output** : The EAC Water Policy, IWRM Strategy*	
1.1.3	**Support existing Water Users Association (WUAs) to coordinate and implement the transboundary sub-catchment management plans to enhance water availability.**	
	***Output** : WUAs in the two transboundary basins identified and supported to develop and implement SCMPs in line with CREATES activities*	
OUTPUT AREA	**Task B1.2 – Support the development and implementation of investment frameworks, sustainable finance strategies and resource mobilisation plans in the SMM and Mara Basins**	
1.2.1	**Support the implementation of the SMM four clusters of prioritized investment projects for enhanced benefit sharing and climate resilience in transboundary basins**	
	***Output** : A strategy developed and implemented to guide the process of designing and implementation of these investment projects.*	
1.2.2	**Adapting the benefit sharing process to the Mara Basin with the aim to harmonize and implement the Mara River Transboundary Allocation Plan for both upstream and downstream / Kenya / Tanzania and prepare an accompanying investment framework and resource mobilisation strategy**	
	***Output** : Mara transboundary water allocation plan is developed and implemented.*	
	Task B1.3 – Strengthening Multi-level Governance Frameworks and building capacities for TWM across relevant stakeholder groups	
1.3.1	**As indicated in 1.1.3 above, the Transboundary Water Users Association/Forum in the two transboundary basins will be used as a platform for strengthening multi-level governance framework as well as for capacity building CREATES through the service providers.**	
	***Output** : A strategy developed and implemented to promote multi-level governance framework as well as capacity building mechanisms in the two transboundary basins.*	
1.3.2	**Promote the integration and cross-sectoral collaboration and coordination as well as capacity building of these agencies and sectors at the catchment levels in the two transboundary river basins to improve the integration of various sectors and agencies in-charge of water and land (focussed on County/Council and National institutions, local communities)**	
	***Output** : Mechanisms for integration, cross-sectoral collaboration, coordination and capacity building developed and implemented.*	
1.3.3	**Support to inter-county/council/district/counties/Parish forums on land degradation, watershed protection and climate change impacts within the basin for learning, experience sharing and networking**	
	***Output** : Forums at local government level identified and supported for enhanced learning, experience sharing and networking.*	

	PROJECT B	
OUTPUT AREA	**Task B2.1 – Climate-resilient transboundary water infrastructure combined with NbS lead to inclusive and sustainable water management and economic development in targeted geographies**	
B2.1.1	**Areas for deployment of NbS and climate-resilient infrastructure selected through GIS mapping, local ground-truthing, stakeholder consultation and data from Project A (output A1.1) to identify hydrologically important areas in the catchments for restoration, protection, improved management, and investment in the Mara and SMM basins.**	
	***Output** : Report produced on the hotspots or degraded catchment areas for the deployment of NbS and climate resilient infrastructure.*	
B2.1.2	**Inclusive design of NbS and optimisation between natural and built infrastructure facilitated.**	
	***Output** : A combined design of built and NbS infrastructure developed and implemented through stakeholders' participation*	
B2.1.3	**Investment plans and/or partnerships established to implement NbS and combined interventions.**	
	***Output** : A strategy developed and implemented for additional resources mobilisation, fundraising, leveraging of resources to support the implementation of NbS and combined interventions in the two transboundary basins and/or in other basins.*	
OUTPUT AREA	**Task B2.2 – Inclusive economic development – on the ground support for identified small-scale built resilient infrastructure prioritised projects.**	
B2.2.1	**Identify and develop small scale options for water accessibility – check dams, sand dams etc. to attract and retain the flow especially during the high flow periods to improve green water storage and build resilience during dry periods through supplying water.**	
	***Output** : Report on the identification and development of small-scale water supply options in the two transboundary basins.*	
B2.2.2	**Identify and protect springs and water sources, including establishing governance mechanisms around them and protection and investment plans to maintain good quality sources**	
	***Output** : Report on the identification, development and governance of springs and water sources in the two transboundary basins.*	
B2.2.3	**Support targeted roof water harvesting in public places e.g. schools, churches etc to build community resilience to water shortages**	
	***Output** : Report on the identification of suitable public spaces and installation of roof water harvesting infrastructure.*	
B2.2.4	**Support the drilling of shallow wells and the repair/rehabilitation of broken-down boreholes and powering their operations with solar panels as a way of climate change adaption and moving away from unreliable surface water sources in the face of climate change**	
	***Output** : Report on the survey, drilling, identification and repair of the broken-down boreholes and governance of the borehole/shallow wells.*	

Annex 6: Partner assessments

UNEP-DHI Partnership - Centre on Water and Environment (UNEP-DHI Centre)

The UNEP DHI partnership – Centre on Water and Environment was established in 1996, and co-funded by Denmark since 2001. The UNEP-DHI Centre is a UNEP "centre of expertise," dedicated to improving the management, development and use of freshwater resources. The UNEP-DHI Centre is a product of the long-term collaboration between UNEP, the Danish Ministry of Foreign Affairs and DHI, and has been consistently recognized as providing high value technical assistance based on world-leading expertise and technologies.

The Centre is hosted by DHI A/S, which is wholly owned by the DHI Foundation, which operates on a not-for-profit basis. DHI is an independent, international advisory and research organization established in Denmark and today represented in all regions of the world with a total of more than 1,000 staff in 25 countries. DHI operates on a not-for-profit basis with affiliation to the Danish Academy for Technical Sciences (ATV) and is an approved Technological Service Institute.

The aim of the UNEP-DHI Centre is to help UNEP in fulfilling its mandate within the related fields of water, climate and environment and in addressing developing countries' water resources assistance needs, on a demand-driven basis.

The priorities of the Centre are shaped by UNEP's Medium-Term Strategy, related Programme of Work, and Freshwater Strategy, and aligned with the development cooperation strategy of the Government of Denmark. Periodic evaluations/reviews consistently confirm that the work of the Centre is in broad compliance with the spirit of the six OECD Development Assistance Committee (DAC) criteria of relevance, impact, effectiveness, efficiency, coherence and sustainability.

The quality and relevance of the work of the UNEP-DHI Centre has resulted in it becoming a core resource for UNEP's work on freshwater issues. The Centre has attained global recognition for its work in promoting sustainable water resources management and supporting the water-related SDGs. While the Centre collaborates with a variety of partners including the International Union for Conservation of Nature (IUCN), the Global Water Partnership (GWP), the United Nations Development Programme capacity building network Cap-Net and many others, the comparative advantage of the Centre is its ability to combine UNEP's mandate with DHI's world-leading knowledge and technology to help address climate and water-related issues.

The UNEP-DHI partnership – Centre on Water and Environment is not a legal entity by itself, it is a partnership between UNEP and DHI, hosted by DHI and governed by a framework agreement between the two parties. The most recent UNEP due diligence process and registration of DHI A/S as the host of the UNEP-DHI Centre operating on a not-for-profit basis in UNEP's Partnership Portal was undertaken in 2021.

The most recent financial appraisal report of the UNEP-DHI Centre by the Danish Ministry of Foreign Affairs (MFA) was completed in 2022. The report confirmed that the UNEP-DHI Centre operates on a not-for-profit basis and reconfirmed the finding of the MFA mid-term review from 2020 that the hosting and administrative arrangements were working well. It was the view of the financial monitoring team that the administration and financial management respects the general requirements for the sound administration of grant funds from the MFA and sufficiently adheres to MFA's financial management guidelines.

Recent reviews and evaluations find that the UNEP-DHI center is:

- well established, well-functioning and located in Denmark. It has a clear and strong value proposition in the diverse and fragmented international water architecture by strategically linking the global mandate of UNEP with the globally recognized expertise of DHI. It is a partnership in accordance with SDG17 and in line with relevant Danish and UNEP's strategies. It builds on UNEP's global legitimacy, convening power and objective of providing science and expert-based input to policymaking and SDG-implementation, which is further strengthened by the expertise of DHI.
- It brings agility and flexibility to the implementation capacity of UNEP in the water area also prioritized in the Danish development cooperation strategy.
- The Centre is part of the international climate architecture. As a member of the UNFCCC's Climate Technology Centre and Network (CTCN) consortium, the Centre cooperates with, for example, the Global Environment Facility, the Green Climate Fund and UN Member States. It provides expert technical assistance in response to developing country support requests that are aligned with national adaptation plans, technology needs assessments, and Nationally Determined Contributions.
- UNEP-DHI Centre has demonstrated ability to deliver high quality support in collaboration with a broad network of partners, and leveraged funding. Strategic partnerships will be scaled up in the current programme. The UNEP-DHI Centre draws on DHI's technologies and staff and is thus well-equipped to scale up its operations towards larger impact.
- It is assessed to be ready to break new ground exploring modalities and platforms for best engaging private sector – investors and solution providers – including from Denmark, in achieving the water related SDGs where Denmark has global strongholds in both the public and private sector.
- Recently, the results framework and planned monitoring have been strengthened and are well aligned with Danida's development objectives.

International Union for Conservation of Nature - IUCN

IUCN is the global authority on the status of the natural world and the measures needed to safeguard it. IUCN plays a critical role in global environmental governance, with several niches and comparative advantages. As a leader in the global conservation community, it drives initiatives that protect biodiversity and promote sustainable development. Specifically, IUCN provides evidence and knowledge products as well as convening power and policy influence that is central in furthering the agenda on integration of equitable conservation, climate action and sustainable development for marginalised communities. [7]

IUCN's global network includes government agencies, NGOs, scientists, and indigenous communities, enabling it to leverage diverse expertise and resources. It is recognized for its scientific research on biodiversity, conservation strategies, and ecosystem management. IUCN engages with international treaties and organizations to shape global conservation policies and advocates for effective environmental governance as an observer in the UN and other bodies. It also plays an important role in capacity building, providing training and tools to help countries and organizations develop conservation strategies.

IUCN's ecosystem approach recognizes the interconnectedness of species, habitats and people, promoting sustainable solutions. Its efforts in fostering cross-sector partnerships with governments, civil society, and the private sector further enhance conservation. IUCN tailors its strategies to local needs, ensuring relevance and effectiveness in different environments and cultures. These advantages, combined

[7] Organisation Strategy for IUCN 2025-2029. Danish Ministry of Foreign Affairs, March 2025.

with IUCN's strong mandate in the Global South and established donor partnerships, make it a solid partner for Danish ODA collaboration in promoting integrated solutions for conservation, sustainable development, poverty reduction, and climate action in the Global South.

IUCN's work is guided by its Nature 2030 Strategy, with a 2026-29 Work Programme developed[8]. Key Impact Areas of Nature 2030 Strategy include several of relevance for CREATES, including *People:* Ensure inclusive conservation and sustainable use of nature; *Land:* Conserve ecosystems, restore species, and safeguard biodiversity areas; *Water:* Restore freshwater ecosystems and ensure equitable access to water; and *Climate:* Scale up Nature-based Solutions for climate adaptation and mitigation. The 2026-2029 Work Programme includes 12 outcomes, notably the following will support key objectives of CREATES; *People:* Enhance equity and justice in environmental governance; *Land:* Achieve conservation and restoration of terrestrial biodiversity; *Water:* Achieve conservation of freshwater biodiversity areas; *Sustainable Food Systems:* Promote nature-positive agriculture; W*ater Stewardship:* Improve governance of water resources; and *Climate Change:* Optimize the role of Nature-based Solutions.

The Secretariat manages Global Thematic and Regional Programmes, the backbone of Nature 2030, and provides services such as strategic partnerships, communications, and human resources. It has 1,000 staff in 50+ countries and allocates funding from Framework Partners to the global and regional budgets. The Secretariat is responsible for implementing the policies and programs set by the IUCN members and governing bodies. Regional and national offices of the IUCN operate within specific geographic areas, focusing on localized conservation issues. These offices are supported by and work closely with the Secretariat to ensure global strategies are adapted to regional and national contexts. They also facilitate the engagement of local stakeholders, governments, and organizations to implement IUCN's global goals at the grassroots level. National offices report to regional offices. IUCN is enhancing regional implementation, with a focus on empowering regions and tailoring global centre support to regional needs. The "*Principles of engagement for IUCN Regions*" emphasize regional decision-making in activities of benefit for CREATES. In the 2026-29 Programme, the Secretariat will focus on four areas to strengthen regional presence: 1) Strategic alignment across regions and thematic centres. 2) Strengthening institutional work planning. 3) Enhancing operational efficiency. 4) Innovation for members and delivery. Core funding will support these efforts.

A SWOT analysis[7] concludes that IUCN as an organisation is strong in terms of global outreach, convening power, policy influence and knowledge generation, but has weaknesses in terms of its ability to strengthen and empower the regions and national offices and their implementation. A weakness that is also leading to IUCNs insufficient ability in terms of creating and monitoring local impacts and their linkages with global change. The analysis also shows that IUCN has developed positively, with improved capabilities to deliver its mandate. It is fulfilling its mandate and performs well according to the DAC criteria of relevance, coherence, effectiveness, efficiency, impact, and sustainability. IUCN has a clear niche and strong comparative advantages. However, it also faces challenges, including the need for better programmatic guidance, improved impact reporting, and enhanced mainstreaming of gender equality and social inclusion across the organisation and its partners.

[8] The 2026-29 Work Programme is still a draft, but the final version is expected to be close to the existing draft. It is supported by a results framework that is also still a draft version. The support from Denmark will primarily support and fund into the implementation of the upcoming 2026-29 Programme, expected to be finally approved by IUCN Council at the WCC in October 2025.

Recent evaluations and reviews of IUCN concern the programme implementation period 2021–2024[9] concluded that, while IUCN has made progress under the Nature 2030 Programme, adjustments are needed in a number of areas; *Relevance*: The programme reflects IUCN's constituency priorities, it engages local stakeholders effectively, but needs more emphasis on ensuring regional/local implementation and impacts; *Coherence:* The programme aligns with global agendas but is too descriptive focusing on broad alignment rather than directive, requiring clearer strategic planning and clearer pathways for implementation to effectively guide project implementation; *Effectiveness:* IUCN has successfully aligned with programme objectives, evidenced by effective conservation efforts and strong policy influence, though its use of emerging technologies is limited; *Efficiency:* While improving resource management, better monitoring and reporting practices are needed; *Impact:* IUCN has significant international influence and directly impacts local communities. However, it struggles to demonstrate clear links between its projects and the broader Impact Targets of Nature 2030 due to inadequate reporting mechanisms; *Sustainability:* IUCN's conservation expertise is in high demand, though further systems for reporting and managing risks are necessary; and *Gender Equality and Social Inclusion (GESI):* While committed, IUCN's GESI efforts can be a challenge and needs better monitoring and targeted strategies.

Overall, the most important lessons learned include the need for ensuring further regional impacts, the need for demonstrating clear links between activities/projects and broader impacts of IUCN including better monitoring and reporting, and the need for monitoring and addressing risks, including funding risks. These lessons are reflected in the development of the 2026-29 Programme.

The Danish core funding support for IUCN[7] is targeted at addressing these organisational weaknesses and CREATES will be a good platform for jointly improving the effectiveness of IUCN to work locally, create impact and capture results.

[9] External Review, IUCN Programme 2021-24, February 2024. Aleph Strategies Ltd, and Independent Evaluation of IUCN's Influence on Policy, June 2024, SOPHOI

Danish contribution to the Team Europe Initiative on Transboundary Water Management (TEI – TWM)

Project A

"Effective Decision Support Systems and capacity building for transboundary water management in Eastern Africa"

UNEP contribution to the programme:

Climate Resilient Eastern African Transboundary Water Management for Environmental Sustainability (CREATES)
2025-2029

Draft Project Document

April 2025

List of Acronyms and Abbreviations

BRIDGE	Building River Dialogue and Governance programme
CSO	Civil Society Organisation
CBO	Community Based Organisation
CREATES	The Danish supported "Climate Resilient Eastern African Transboundary Water Management for Environmental Sustainability" Project
DSS	Decision Support Systems
ESARO	IUCNs Eastern and Southern African Regional Office
ESMS	Environmental and Social Management System
GEF	Global Environment Facility
GIZ	German International Cooperation Agency
GWP	Global Water Partnership
IGAD	Intergovernmental Authority on Development
INTPA	EU Department for International Partnerships
IUCN	International Union for the Conservation of Nature
IWRM	Integrated Water Resources Management
L/RBOs	Lake/River Basin Organizations
LVBC	Lake Victoria Basin Commission
MoEWR	Ministry of Energy and Water Resources, Somalia
MOWSI	The Ministry of Water, Sanitation and Irrigation in Kenya
MTR	Mid-term Review
NAP	National Adaptation Plan
NBI	Nile Basin Initiative
NbS	Nature-based Solutions
NDC	Nationally Determined Contribution
NELSAP	Nile Equatorial Lakes Subsidiary Action Programme
PMU	CREATES Project Management Unit
RBO	River Basin Organisation
REC	Regional Economic Commission
SDG	Sustainable Development Goal
SMM	Sio-Malaba-Malakisi Basin
TEI	Team Europe Initiative
TWAP	Transboundary Waters Assessment Programme
TWM	Transboundary Water Management
UNEP	United Nations Environment Programme
UNEP-DHI	UNEP-DHI Centre for Water and Environment
WWF	World Wide Fund for Nature

Contents

1 Introduction

East Africa's transboundary water resources face severe challenges due to climate change, rapid population growth, and unsustainable exploitation. These challenges lead to issues such as flooding, droughts, conflicts over scarce resources, and ecological degradation. In order to help address this situation, the Government of Denmark and its collaboration partners developed the Climate Resilient Eastern African Transboundary Water Management for Environmental Sustainability (CREATES) programme. The formulation of CREATES is based on a combination of stakeholder dialogues – including experts, partners and beneficiaries – regional, national and local field visits, assessment of relevant policies, strategies and plans, as well as consideration of earlier, ongoing and planned interventions.

CREATES seeks to address gaps in transboundary integrated water resource management (IWRM) and improve coordination across climate, disaster risk reduction, and water sectors; enhance climate resilience of affected communities and ecosystems; and contribute to achieving global commitments under the Sustainable Development Goals (SDGs), the Paris Agreement, and the Sendai Framework for Disaster Risk Reduction (2015–2030). CREATES is Denmark's main contribution to the broader Team Europe Initiative (TEI) on Transboundary Water Management (TWM), launched by the EU Commission's Department for International Partnerships (INTPA). The Danish contribution to the CREATES programme under TEI-TWM is DKK 300 million for the period 2025-2029. Climate change adaptation will be a central pillar of CREATES, which will support multiple levels from local communities, local/national water agencies, river basin organisations (RBOs), as well as other regional bodies with oversight of transboundary water management (TWM).

CREATES is designed to address the impacts of climate change on transboundary water resources in East Africa. The intention is to share lessons from successes and failures, and ultimately to contribute to climate resilient sustainable water resources management across the East African Region, and broader within the overall Team Europe Initiative. With this ambition, the overall **CREATES programme objective is: Improved effectiveness of transboundary water management in the Eastern African region for increased water security, climate resilience, enhanced cooperation and sustainable development in selected river basins.** CREATES has an initial focus on two transboundary river basins in the region: the Sio-Malaba-Malakisi Basin (shared by Uganda and Kenya) and the Mara Basin (shared by Kenya and Tanzania) (see Figure 1).

The implementation of CREATES will be the responsibility of the International Union for Conservation of Nature (IUCN) and UNEP-DHI Centre (with oversight and support from UNEP) - leveraging their expertise in water governance and climate resilience. The implementation will be undertaken under the direct guidance of national and regional government authorities, which CREATES seeks to help strengthen. It will directly contribute to the achievement of existing national and regional commitments and ambitions, including Sustainable Development Goal target 6.5, which aims to implement integrated water resources management (IWRM) at all levels by 2030, including through transboundary cooperation.

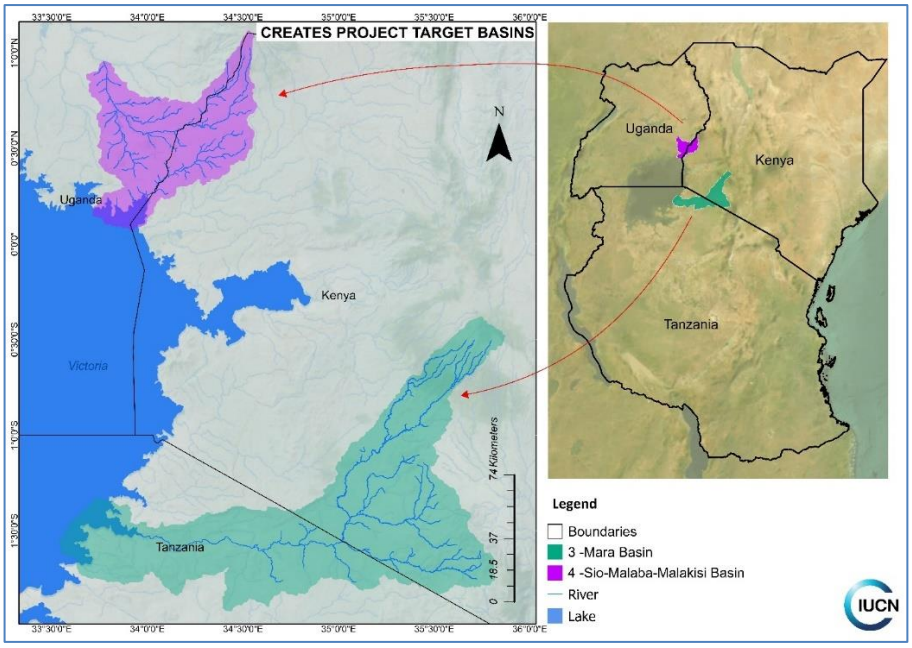


Figure 1 Map of SMM and Mara River Basins

Interventions under the programme will be in four key areas, divided between two closely related projects (Project A and Project B), with mutually supporting objectives.

Project A (under UNEP-DHI) focusses on:

a. **Decision support tools**: supporting water resources agencies, lake or river basin organizations (L/RBOs) and regional bodies to conduct climate-resilient water resources management based on improved technical capacity.
b. **Regional collaboration and capacity building**: Supporting water resources agencies, L/RBOs and regional bodies to adopt good technical practices and learning on climate-resilient water management from capacity building and exchange with peers within Eastern Africa and Horn of Africa and the wider TEI-TWM.

The underpinning assertion for support through Project A is that water resources that are not being measured, are not being managed. Furthermore, the use of transparent data and up-to-date information is essential for government authorities to make informed and accountable decisions about shared water resources.

Project B (under IUCN) focusses on:

c. **Enabling environment**: strengthening governance arrangements for transboundary water management (TWM) and improving the ability of institutions to deliver on mandates and operationalize policy and regulatory frameworks to ensure resource mobilization, political dialogue and conflict prevention.
d. **Sustainable infrastructure for water resources management**: Facilitating the development of climate-resilient water infrastructure combined with nature-based solutions that support inclusive and sustainable water management and improved livelihoods in targeted transboundary water basins.

More specifically, CREATES will focus on strengthening the governance arrangements within Sio-Malaba-Malakisi Basin and Mara Basin by improving the ability of institutions to deliver on mandates and operationalize policy and regulatory frameworks to ensure resource mobilization, political dialogue and conflict prevention. This work will be underpinned by assistance to improve the technical capacity of lake and/or river basin organizations and regional

bodies to conduct climate-resilient water resources management by enhancing existing technical tools for measurement and management.

Local communities are critical in the management of water and land resources within transboundary river basins. In a relatively new and innovative approach, the programme will work with these communities to facilitate the development of climate-resilient water infrastructure combined with nature-based solutions. These interventions can directly enhance inclusive and sustainable water management and improved livelihoods in places which rarely benefit from similar TWM programmes and projects[1].

Attention will be given to sharing the experiences, lessons learned, information, knowledge and technical tools both gathered and generated by CREATES. The aim is to support the adoption of good technical practices and learning on climate-resilient water management from capacity building within Eastern Africa and Horn of Africa, as well as the broader Team Europe Initiative on Transboundary Water Management.

In December 2024 an independent regional consultant carried out an assessment of the relevance and feasibility of CREATES (N. Azza, 2024) that has informed the preparation of the programme and its two projects. The overarching recommendation from the resulting report was that CREATES is aligned with regional and national priorities, has strong stakeholder support, has potential to address critical water resource challenges and deliver benefits to communities, and can contribute to confidence building and deepening transboundary cooperation in the East African region[2].

2 Context

2.1 Transboundary water management in Eastern Africa – Challenges, and opportunities

Cross-border management of Africa's transboundary water resources is critical for the environment, development, and stability on the continent. Africa's transboundary rivers, lakes, and aquifers are vital for drinking water, biodiversity, energy, agriculture, fishing, and waterway transport and cover approximately 60% of the continent. However, they face pressures from climate change, population growth, increased food demand, and economic development.

Conserving and distributing water resources equitably among various uses and neighbouring countries, while respecting ecosystem needs, is crucial for the communities and economies that depend on them. Large-scale projects must manage water to maintain the integrity of the hydrological system, while demand management and resource protection are essential to reduce pressures on water resources. Effective water resource management supports long-term sustainable development, economic integration, and fosters peace and security.

Transboundary water management refers to the shared governance and sustainable management of water resources that cross national or regional boundaries, such as rivers, lakes, and aquifers. It involves cooperation between countries or regions to ensure equitable and efficient use of water while addressing challenges like water scarcity, pollution, and potential conflicts. Key aspects of transboundary water management include the establishment of legal frameworks, treaties, and agreements to guide shared water use, the development of joint monitoring and data collection systems, the implementation of sustainable practices to protect water quality and ecosystems, and the resolution of disputes through dialogue and diplomacy. It aims to balance the needs of all stakeholders, promote peace, and safeguard the long-term health of these vital resources.

[1] UNEP (2014) Green Infrastructure Guide for Water Management: Ecosystem-based management approaches for water-related infrastructure projects. A joint document developed by UNEP-DHI and IUCN. UNEP (2023) Nature-based Infrastructure: How natural infrastructure solutions can address sustainable development challenges and the triple planetary crisis.

[2] Fact-finding study in support of the design of Climate Resilient Eastern African Transboundary Water Management for Environmental Sustainability (CREATES) Program, (Report, December 2024).

Continental and regional level policies and protocols of regional bodies for water resource management must be well-defined and aligned with shared development goals. Mechanisms must be in place to coordinate for maximum benefits across borders. Water resource data availability, modelling of water resource scenarios, and information exchange systems must be adequate to enable shared planning and action. Various institutions at regional, national, and local levels must be operational, capacitated, resourced, and staffed with clear relevant functions to undertake the operational coordination and management of water resources. Multi-sector and transboundary plans for water resource management must balance ecosystem and societal needs. Investments in necessary infrastructure for water resource management, including nature-based solutions (NbS) and financing instruments, are essential.

Eastern Africa has several of the continent's most stressed transboundary water resources, including the Nile and Juba-Shabelle rivers, Lake Victoria, Lake Tanganyika, and Lake Turkana. The region shows significant potential for economic development but faces major challenges and threats to peace and stability. Eastern Africa plays a critical geopolitical role and hosts one third of Africa's population, and accounts for about 17% of the continent's GDP (2022 numbers, up from 14% in 2018 and estimated to grow to 29% by 2040). 84% of East Africa's economic output, comes from Kenya, Tanzania, Uganda, and Ethiopia.[3]

Denmark has clear political, trade, and development priorities for its relations with Eastern Africa, hosting Danish embassies in Kenya, Uganda, Somalia (based in Kenya), Tanzania, and Ethiopia. Denmark prioritizes development initiatives in water, climate action, and food and agriculture to promote peace and stability. Based on these considerations, Denmark agreed with TEI to focus Danish support for TWM on the Eastern Africa region, which in turn is directly linked to the operationalization of Denmark's Africa's Century (2024) strategy - a significant contribution to climate adaptation and support for a just, green transition in Africa.

The programme will initially focus on the Sio-Malaba-Malakisi (SMM) and Mara River Basins, which feed into Lake Victoria. These basins have significant TWM challenges, high levels of poverty, vulnerable populations, food insecurity, and risks of spillovers from instability and conflict. These basins are not yet as politically sensitive compared to others in the region, which means that now is an opportune time for Denmark to engage through CREATES, while also gaining experience in the TWM space. At the same time, CREATES allows for building on existing partnerships, context-specific knowledge, and potential synergies with other initiatives, including Danish country-level engagements.

Both basins show potential for improved governance and management, as regional bodies, including Nile Equatorial Lakes Subsidiary Action Programme (NELSAP) and Lake Victoria Basin Commission (LVBC), exist with mandates and mechanisms for water governance. Support will be aimed at strengthening existing agreements, governance structures, and enhancing technical tools and capacities, in line with existing policies, strategies, and plans. At the same time, there are clear opportunities for synergies with related ongoing initiatives. The identified implementing partners, IUCN and UNEP-DHI, are well positioned to take advantage of such opportunities, given their experiences and relationships built with key national and local partners in the countries and basins where project activities will be implemented.

In summary, Denmark's bilateral and regional strategies in water management, climate change, NbS, and peace and stability present good opportunities for CREATES, with Danish support contributing significantly to tackling TWM issues in the region.

2.2 Main issues and needs at basin level

The Sio-Malaba-Malakisi (SMM) basin is a transboundary watershed covering 3,240 km², shared between Kenya and Uganda. This region features a diverse landscape of lakes, rivers, forests, game reserves, and national parks, which are home to a rich variety of flora and fauna. Over 4 million people (growing at between 2%-5% per year)

[3] Why is East Africa's growth advancing, leaving Southern Africa behind? - ISS African Futures

depend on this water system for their livelihoods, agriculture, and businesses. The current rate of natural resource exploitation is already unsustainable. Poverty levels in the catchment are high ranging from 30% to 66%. Gender inequality is one of the major causes of persistent poverty, since women's lack of access to and control over resources adversely impacts their productivity.

Floods and droughts in the SMM catchment area are influenced by various factors, including climate change and human activities. Poor agricultural practices have led to severe soil erosion and landscape degradation. Water quality has deteriorated due to sand harvesting and inadequate waste management, making it unsafe for consumption and harming aquatic life. Water scarcity is a growing concern, as is drainage of wetlands, water pollution (surface water and groundwater) and over-exploitation of groundwater resources.

The large SMM River Basin Management Project concluded in 2017, and had a number of notable successes, including laying the groundwork for a draft bilateral agreement between Kenya and Uganda for management of shared water resources. Unfortunately, management tools such as a Decision Support System (DSS), GIS system, river basin database, and water allocation tool have fallen into disuse, and there is no functioning hydro-met network for the basin.

The Mara River Basin spans about 40,000 km² and is among the most important river basins in East Africa as it traverses the world-famous Maasai Mara-Serengeti ecosystem declared one of the new seven natural wonders of the World. As the main perennial source of water in the Serengeti-Mara ecosystem it is an essential resource for the highest density and diversity of large herbivores on Earth. Yet, the basin suffers challenges for people – local water scarcity and food insufficiency are major and regular concerns, exacerbated by population growth, and this has led to farming in marginal and ecologically fragile areas like wetlands and protected forests.

Floods and droughts in the basin are exacerbated by climate change, deforestation, and land use changes. These trends threaten the livelihoods of people and livestock, as well as biodiversity and wildlife, while pollution has negatively impacted surface and groundwater quality. Seasonal water quantities have changed significantly in the sense that there are now higher peaks and lower lows in the river flows. Floods have become more common and large parts of the Tanzanian Mara wetlands have become more permanent instead of temporary wetlands. In addition, most parts of the basin, especially middle and downstream, are semi-arid or arid receiving short-interval rainfall coupled with long dry-spells and high evapotranspiration rates. The main challenge is that in most instances long dry spells occur during the growing season thereby affecting crop and pasture growth and resultant yields.

Rapid population growth in the basin has led to excessive land fragmentation and has pushed farming activities into marginal areas that are vulnerable to soil erosion and nutrient loss. It has also led to increased encroachment in ecologically fragile areas such as wetlands and springs, riverbanks and protected forests, where charcoal making, and illegal deforestation now take place. These trends threaten the longer-term livelihoods of the people and livestock as well as biodiversity and wildlife in the Maasai Mara/Serengeti Reserves. The current degradation leads to new challenges, such as a decline in average discharge in rivers, flash floods and high sediment transport.

The basin has been subject to a number of assessments, projects and planning initiatives covering an array of issues, including water management, meaning that there is much, such as the Mara River Basin WEAP (Water Evaluation and Planning) Model, already to build upon. Ongoing efforts include the Mara River Basin Integrated Water Resources Management and Development Project (current phase 2019-2026) which focuses on integrated watershed management, water quality monitoring, and community engagement to ensure sustainable use of water resources. Key activities include reforestation, sustainable agriculture, and capacity building for local stakeholders. Unfortunately, there is not yet a functioning hydro-met network and no hydro-climatic water management tools to substantively support transboundary water management.

Main management institutions and agreements: There is no dedicated and functioning TWM river basin organization in the Mara and Sio-Malaba-Malakisi (SMM) Basins. Currently, the Nile Equatorial Lakes Subsidiary Action Program (NELSAP) and the Lake Victoria Basin Commission (LVBC) both play crucial roles in managing water resources and promoting sustainable development in the basins, together with national water authorities.

NELSAP and LVBC primarily collaborate rather than compete and have formal agreements with national water authorities to outline their roles and responsibilities in managing shared water resources. They work together on joint projects related to topics such as data sharing, monitoring, and stakeholder engagement at all levels.

Overarching policies, strategies and programmes provide clear direction, but a recurring challenge is that NELSAP, LVBC, and national water authorities are typically project-driven in order to sustain operations, with related challenges including stable and sustained funding and institutional capacity. At the same time, a lack of coordination between various related initiatives results in overlapping and redundant work, as well as missed opportunities. This situation leads to more limited results and reduces positive and sustained impacts.

Memoranda of understanding for management of both basins exist and set out the ambition for collaboration between relevant countries. In addition to this, all countries have indicated a willingness for closer collaboration based on formal joint agreements, but processes to advance further have either stalled or require substantial support. CREATES would help to establish these joint agreements. Box 1 below is an example of areas of envisioned collaboration:

Box 1: Example Areas of Collaboration to be considered in a draft Joint Agreement on the SMM Basin

(taken from the draft Joint Agreement for the SMM - not yet formally endorsed by countries)

a. Promoting knowledge, skills and practice including on hydro diplomacy, international water law and benefit sharing, multi-level governance and strengthened to design and implement basin, sub-basin, national and sub-national policies, plans, programs, and projects related to the use and protection of the natural resources contributing to transboundary water governance in the SMM;
b. Harnessing and developing water resources in the context of an ecosystem approach;
c. Undertaking joint investment programmes in the SMM including projects identification, preparation, prioritization, sequencing, design and implementation;
d. Enhancing sustainability and reducing environmental risks through environment management activities in the sub basin;
e. Establishing a transboundary disaster risk management framework and integrating climate change adaptation and mitigation;
f. Promoting sustainable water resources development and management by giving specific attention to the management of groundwaters;
g. Undertaking joint research, including mutual exchange of data, research findings, scientific, culture and technical documentation and information;
h. Strengthening the legal and institutional framework for transboundary cooperation between the riparian States; and
i. Any other areas to be mutually agreed upon by the Parties.

Summary conclusion: Climate change is amplifying water-related challenges, including variability in water availability, increased flood and drought risks, and ecosystem degradation in both basins. Project-driven management organizations struggle to deal with these challenges, due to a lack of stable and sustained funding and institutional capacity. At the same time, a lack of coordination between various related initiatives results in overlapping and redundant work, as well as missed opportunities. This situation leads to more limited results and reduces positive and sustained impacts. At present, neither surface nor groundwater resources are consistently measured, which is a fundamental criterion for meaningful management.

As part of the consultation process around the formulation of CREATES, representatives from water authorities, as well as experts from the World Bank, implied that a lack of consolidated data and information management tools, and their application, was one of the key factors in limiting countries' ability to enter into deeper arrangements for transboundary water management in the SMM and Mara basins. However, the same stakeholders pointed to strong interest from relevant authorities in taking joint action to ensure both basins can continue to support the communities that depend on them (CREATES fact finding missions, 2024).

Immediate relevant needs and opportunities to significantly contribute to the sustainable management in these basins through this project include:

- **Improved information management and technical tools to support management**: Based on existing data and tools, provide enhanced information management systems, and Decision Support Systems (see text box below) to support climate-resilient water management, which also take into account other important issues such as ecosystem health, gender issues and NbS considerations.
- **Capacity building and stakeholder engagement**: In support of existing institutional roles, mandates and capabilities, further strengthen technical capacities of water management authorities, and facilitate inclusive and collaborative processes with key beneficiaries and strategic partners.
- **Integrated Water Resources Management (IWRM)**: In support of existing policies, strategies and plans (see section 2.3), provide cross-cutting support to IWRM adoption and practices for sustainable and equitable water management, including gender considerations.

What is a Decision Support System (DSS)?
Turning raw data into actionable information

DSSs come in many shapes and forms but are basically computer-based information systems that support business or organizational decision-making activities. DSSs serve the management, operations and planning levels of an organization and help people make choices about problems that may be rapidly changing and not easily specified in advance.
In the context of water resources management and adaptation, a DSS can help systemize relevant water-related data from several sectors, to create a better understanding of the status of resources and relevant uses and users within a given system, as well as help explore various scenarios of (adaptation) interventions and their impacts on water availability and quality. Such scenarios often analyse climate change but also socioeconomic development and changes in population, land use, rainfall and infrastructure. The lack of a common, systematic overview of the sectoral interactions or water use in a given river basin (or country) can prevent meaningful assessment of most efficient and appropriate interventions. Stakeholder cooperation can often be improved by making the decision-making process more transparent and fact-based than might otherwise be the case.

Stakeholders can get together and agree on exactly what they want the DSS to be able to do. This typically involves agreeing on various data and other planning considerations, how information needs to be disseminated and to whom, as well as for what decision-making purposes. By incorporating cost-benefit analyses, the DSS can quantify trade-offs and rate various water-related development or disaster scenarios according to (subjective but transparent) preferences for various policy aspects that stakeholders decide on.

Underpinning these efforts is a clear need to ensure synergies and to avoid overlaps with other related work wherever possible, and most importantly, consider and account for the sustainability of interventions carried out as part of CREATES.

2.3 Main regional, national and local actors and stakeholders

A wide set of institutions will play a range of roles in the CREATES programme, and are crucial for achieving outreach, engagement, and sustainable impact. IUCN and UNEP-DHI have existing working relations and contacts with key people in each of the institutions relevant to the project, are familiar with their mandates and capacities, and know what can be expected from each of them in terms of implementation of the programme and specific project activities. While a longer list of priority stakeholders can be found in annex 1, the most important stakeholders for Project A include:

National water authorities (including relevant sub-national entities) responsible for the management of water resources are key partners, given their critical role and mandate. Each country has an official national body responsible for transboundary water management, and a department in the ministry responsible for water:

i. **Kenya Ministry of Water, Sanitation and Irrigation**
ii. **Tanzania Ministry of Water and Irrigation**
iii. **Uganda Ministry of Water and Environment**

Similarly, the **most relevant regional entities** include:

Nile Equatorial Lakes Subsidiary Action Programme (NELSAP) is a specialised institution under the Nile Basin Initiative. It has a mandate to support and implement projects that benefit the Nile Equatorial Lakes region, including the SMM and Mara basins. Its focus includes promoting river basin management and environmental sustainability, making it a key partner[4].

Lake Victoria Basin Commission (LVBC) coordinates sustainable water management in the Mara and Sio-Malaba-Malakisi (SMM) Basins. LVBC focuses on transboundary cooperation, biodiversity conservation, and community engagement. LVBC's efforts aim to promote sustainable development and improve water security in these regions make it a key partner.

Contributions from and benefits to these organizations would be in direct support of their roles and mandates. Areas of collaboration include, but are not limited to:

1) Supporting the alignment of the project with relevant policies, strategies, plans and related programmes, as well as conformity to institutional agreements
2) Helping to ensure lower-level stakeholders (e.g. local government authorities, non-governmental organizations, Water User Associations, and Community Based Organizations) are consulted, informed and involved, as appropriate
3) Assisting with convening and consulting with a range of other relevant stakeholders (e.g. other regional governmental authorities and local communities) on the design and implementation of technical interventions, as well as how they can best be sustained
4) Engaging in co-designing and implementing water and climate tools, to help ensure their relevance, uptake and application
5) Mobilizing additional resources to support the work and further enhance and sustain the outputs and outcomes

[4] It is envisaged that the CREATES' Basin Focal Points could be hosted out of NELSAP's Offices in Musoma (Tanzania) and Kakamega (Kenya) for the Mara and SMM basins respectively.

These organizations are envisaged to make broadly similar contributions to and share benefits from CREATES, by working together in direct collaboration[5]. This approach will help to reduce possible tensions regarding shared and overlapping roles and mandates (which are beyond the scope of CREATES to clarify and resolve), but even more importantly, foster integrated approaches, as well as shared knowledge and best practices: By working together NELSAP, LVBC and national ministries can adopt integrated approaches to water management, addressing issues such as climate change, pollution, and resource allocation more effectively. By facilitating the exchange of knowledge and best practices among these institutions, their overall capacity to manage water resources sustainably is further strengthened. These collaborative efforts will in turn contribute to ensuring that CREATES achieves its main objective.

Furthermore, given the importance of these partners, they will have roles in the CREATES programme's Steering Committee and/or Strategic Advisory Panel, where they will be able to provide strategic inputs, review/approve annual budgeted work plans, and evaluate progress.

2.4 Relevant policies, strategies and plans

CREATES constitutes Denmark's contribution to the EU Team Europe Initiative on Transboundary Water Management in Africa and is a part of **Denmark's Africa's Century (2024)** strategy and is a significant contribution to climate adaptation and support for a just, green transition in Africa. CREATES is also expected to contribute to the realisation of IUCN's Nature 2030 programme, as well as the current (2020-2024) and upcoming (2025-2030) Programmes of Work. Each of these include water targets: 1) The loss of freshwater species and decline of freshwater ecosystem health is halted, and restoration initiated; 2) Equitable access to water resources and all associated ecosystem services are secured; and 3) Water governance, law and investment decisions address the multiple values of nature and incorporate biodiversity knowledge. CREATES is also a direct contribution to **UN Resolution 5/5** on NbS and to **UNEP's current Freshwater Strategic Priorities** and **Medium-term Strategy (2022-2025)**, which emphasizes the importance of sustainable water management in addressing climate change. It promotes Integrated Water Resources Management (IWRM), climate adaptation and mitigation, ecosystem resilience, and supportive policies to ensure sustainable development and improved resilience. CREATES is expected to be an important action in helping realize **UNEP's Medium-term Strategy (2026-2029)** on freshwater and related ecosystems, which was under formulation at the time of writing. CREATES will also support the achievement of **Sustainable Development Goal (SDG) 6.5** on the implementation of Integrated Water Resources Management (IWRM), including transboundary waters[6].

Kenya, Tanzania and Uganda all have strong national policy frameworks that include National Vision statements, water sector programs, IWRM strategies, Integrated Water Resources Management and Development Plans, Water Sector Investment Plans, Catchment Management Plans, investment plans, etc. Tanzania and Kenya also include NbS in their Nationally Determined Contributions (NDCs). The policies, strategies and plan documents listed and annotated in Annex 2 provide a clear guide on the required interventions to achieve the sustainable management and development of the national and transboundary water resources. These documents describe and direct the partners mentioned in the section above as to what interventions are needed, where they are to occur, and when they will be implemented.

[5] Where there are significantly different capacity levels for water resources management that limits action on TWM collaboration, CREATES will support the creation of a more level playing field between the countries through supporting the enhancement of capacities where they are most needed.

[6] Kenya, Tanzania and Uganda are all members of the inter-governmental **Freshwater Challenge** which aims to restore 300,000 km of degraded rivers and 350 million hectares of degraded wetlands by 2030, as well as conserving intact freshwater ecosystems. CREATES activities will support the countries contribution to this global initiative.

2.5 Results and lessons informing the development of CREATES

A variety of water related initiatives, programmes, and partners are active in the region and will be important to coordinate with to avoid duplicating efforts or missing gaps, as well as leveraging opportunities. These include other parts of the Team Europe Initiative on Transboundary Water Management in Africa (TEI-TWM) but also other initiatives in the basins. Annex 3 provides a non-exhaustive list, including both ongoing and past basin and regional initiatives.

IUCN, UNEP-DHI and Danida have a long track record of working with transboundary IWRM and implementing activities in the Eastern African Region, specifically in Kenya, Tanzania, and Uganda. The lessons learned and past results have informed the preparation of this Project Document and will continue to guide the design of activities throughout the implementation.

Based among others on the Danish support World Bank to water-related projects in the region, a strong emphasis has been seen on strengthening local institutions for effective water management, and Danish projects have focused on building local capacity within IWRM. Establishing clear policies and regulatory frameworks is essential, as supportive legal environments facilitate water resource management and protect water rights. Cooperative arrangements are also vital. Denmark has promoted transboundary water management agreements, fostering collaboration and conflict resolution. Engaging the private sector through public-private partnerships has proven beneficial in financing and managing water infrastructure, enhancing project sustainability. Inclusive participation is another key factor. Danish assistance programs have prioritized involving local communities, NGOs, and other stakeholders in decision-making processes. This broad-based involvement ensures that projects meet the needs of all community members and encourages community ownership, leading to better maintenance and sustainability.

For nearly two decades, IUCN has been promoting effective transboundary water governance and water diplomacy in Latin America, Africa, and Southeast Asia. Since 2014, IUCN's Building River Dialogue and Governance (BRIDGE) programme has worked at multiple levels of governance specifically in Eastern Africa to ensure dialogue and agreements aimed at protecting transboundary freshwater ecosystems, support local livelihoods, and promote integration and peace in the region. At the regional level, IUCN has worked with intergovernmental bodies such as IGAD, EAC, and LVBC to develop plans and agendas to facilitate and enhance the management and governance of transboundary waters in the region.

At the basin level, IUCN has focused particularly on the Mara and the SMM basins to strengthen capacities through the active and informed engagement of subnational and local stakeholders as well as the private sector who have contributed to identify the needs, interests and priorities for transboundary water work in these basins. This multi-level approach provides legitimacy, transparency, and accountability to the political, normative and decision-making processes carried out in these basins. This also creates strong vertical and horizontal linkages between regional, basin, national and local -level actions to help improving the understanding, collaboration and coordination at the policy, legal, institutional and operational levels. This approach to catalyse stakeholder cooperation and build trust between institutions, civil society, and the private sector will inform CREATES' approach.

Key lessons learned include:

- **Multilevel approach:** Effective transboundary water governance requires a multilevel approach of work. This consideration of regional priorities of sustainable development, peace and integration require actions at the national and local levels in a critical area as water management.
- **Local stakeholder participation:** Active and informed participation of local stakeholders is crucial to ensure legitimacy in transboundary water decision-making. National institutions plan key activities, but effective implementation requires the inclusion and collaboration of subnational and local stakeholders, who best understand the basin's conditions.

- **Technical and financial capacities:** Technical and financial capacities are vital for successful transboundary water management. UNEP-DHI's and IUCN's work in the Horn of Africa/Eastern Africa highlights the need for strong technical skills and financial resources to manage freshwater and attract investments for projects benefiting the environment and people.
- **Common vision:** Promoting water agreements not only protects shared freshwater resources but also supports broader environmental, social, economic, and political goals. IUCN's water dialogues and agreements help states address various priorities, including the right to water, fostering trade, and attracting external funding for transboundary initiatives.

UNEP-DHI, under the guidance of UNEP, has supported the UN with measuring the global status of IWRM implementation since the 2000's. UNEP-DHI now undertakes monitoring and reporting as part of the SDGs and has gathered results on both the status and barriers to progress from more than 180 countries, including on transboundary water management in Kenya, Tanzania and Uganda. In addition, UNEP-DHI has many years of experience from numerous cases of developing and implementing technical water management tools in the region, including combinations of early warning systems, river basin management, and water resources information systems that are of specific relevance to CREATES.

Key lessons learned include:

- **National interests and territorial integrity:** Countries often prioritize national interests over regional collaboration, viewing shared water resources as national assets rather than shared resources. Encouraging countries to view shared water resources as regional assets, fostering cooperation through agreements and joint management plans, can significantly enhance regional collaboration and sustainable management.
- **Reliable data and trust:** Lack of or lack of trust in data and information is a barrier to collaboration on transboundary waters. Shared knowledge and understanding among countries improve the chances of successful transboundary water management (TWM), fostering mutual trust and effective cooperation.
- **Tailored water management tools:** Water management tools, such as Decision Support Systems, need to be tailored to local conditions and demands. These tools should meet the specific needs and capacities of users, with comprehensive documentation and training materials provided to ensure effective utilization and long-term success.
- **Project-driven management organizations:** Project-driven management organizations need to be wary of unstable funding, resulting in limited institutional capacity and poor coordination between related initiatives, and ultimately reduced impact. Ensuring stable funding and support sources, as well as strong institutional frameworks, is crucial for sustained effectiveness.

Based on Danish support to water-related projects in the region, a strong emphasis has been placed on strengthening local institutions for effective water management. Danish projects have focused on building local capacity in IWRM. Establishing clear policies and regulatory frameworks is essential, as supportive legal environments facilitate water resource management and protect water rights. Cooperative arrangements are also vital. Denmark has promoted transboundary water management agreements, fostering collaboration and conflict resolution. Engaging the private sector through public-private partnerships has proven beneficial in financing and managing water infrastructure, enhancing project sustainability. Inclusive participation is another key factor. Danish assistance programs have prioritized involving local communities, NGOs, and other stakeholders in decision-making processes. This broad-based involvement ensures that projects meet the needs of all community members and encourages community ownership, leading to better maintenance and sustainability.

Other lessons learned shared by NELSAP and LVBC through their experience of World Bank, IDA, GEF and SIDA funded projects highlight:

- **Alignment with national priorities and stakeholder involvement:** Projects that align with national priorities and involve relevant government departments and local stakeholders from the beginning are more successful. This approach ensures that projects are relevant, supported, and sustainable, as it fosters ownership and cooperation across multiple levels of government and society.
- **The importance of selectivity, sequencing, and realistic expectations:** Given the complexity and scope of transboundary water management, selectivity and sequencing are critical for achieving tangible results. Projects should focus on a manageable set of priorities and target areas where physical investments will have the greatest impact. Additionally, setting realistic expectations about what can be achieved at the project level, especially in large-scale, long-term transboundary water management initiatives, is essential for maintaining momentum and avoiding over-ambitious goals.
- **Ownership, continuity, and sustainability:** Ensuring strong ownership of investments, especially at the local level, is crucial for their sustainability. Active participation from stakeholders, including the private sector and local authorities, strengthens the likelihood of continued operation and maintenance. Furthermore, leadership continuity is necessary to maintain the course of implementation, while investing in long-term, basin-wide monitoring systems is essential to understand the system-wide processes and track progress over time.
- **Effective project management and learning should not be underestimated:** Lessons from earlier major activities include the need to emphasise strong management and learning to ensure good processes, engagement and results. For example, compared to Phase I, the Phase II of the NBI's SMM and Mara projects (2010-2012) included an additional specific component on project management and learning (NBI, 2014). CREATES Project A also includes this (Output Area A2.3).

UNEP-DHI and IUCN appreciate the value of appropriately designed programmes and projects that meet the needs and demands of the beneficiaries and the specific circumstances. For example, Decision Support Systems need to be scoped and tailored to local conditions, and documentation and training materials need to be made available to users. Sustainability plans, even where not specifically demanded, can be helpful in ensuring the longevity of interventions after projects are closed.

Given the complexities of country relationships and the dynamics of managing cross-border programmes and projects operationally, CREATES' design, implementation strategies, and project governance mechanisms will be clear, agile, focused, and as simple as possible. They will allow for appropriate adjustments between geographic and other focus areas as conditions and developments on the ground may require. On a more general note, risks will o be clearly identified and monitored and managed accordingly (see also CREATES's risk management matrix).

By incorporating experiences and lessons such as these as part of CREATES, it is expected that more effective and sustainable water management, benefiting both the environment and local communities, will be achieved.

3 Objective, Theory of Change and Project Description

This section introduces the overall CREATES programme framework and the two supporting project objectives, then presents the Theory of Change (TOC), followed by a description of project A implemented by UNEP-DHI, and the linkages to Project B implemented by IUCN.

3.1 Programme and Project Objectives

The CREATES programme is operationalized via two closely related projects with mutually supporting objectives. CREATES will focus on strengthening governance/ management /water diplomacy capacities and legal and

institutional frameworks, data systems and processes of key local, national and regional actors in targeted river basins engaged in TWM. Climate change adaptation will be a central pillar of TWM activities. CREATES will work with multiple levels of water governance including national and sub-national water agencies, river basin organisations (RBOs) and other supra-regional economic and cooperation bodies with oversight of TWM. Strong emphasis will be given to local communities as the ultimate beneficiaries of water management interventions, and who can be both positively and negatively affected by governance decisions made in their absence or understanding.

The initial geographic focus of CREATES is supporting the SMM and Mara transboundary river basins. The objective is to share lessons and best practices from successes and failures in the basins to date, and to bring in the consortia's global TWM experience to contribute to climate resilient sustainable water resources management across the Horn of Africa Region, and broader within the overall Team Europe Initiative.

With this ambition, the overall **CREATES programme objective is: Improved effectiveness of transboundary water management in the Eastern African region for increased water security, climate resilience, enhanced cooperation and sustainable development in selected river basins.** This will be delivered through two mutually supporting projects:

Project A (described in this document): "Effective Decision Support Systems and capacity building for transboundary water management in Eastern Africa", has the **objective: Strengthened efficiency in the decision support systems and capacity development for transboundary water management in Eastern Africa with a focus on selected river basins starting with the Mara and Sio-Malaba-Malakisi basins.** The underpinning assertion for support through Project A is that water resources that are not being effectively measured, are not being efficiently managed. Furthermore, the use of transparent data and up-to-date information is essential for government authorities to make informed and accountable decisions about shared water resources.

Project A objective will be achieved through two interlinked immediate **outcomes:**

Outcome A1 – Water agencies, Lake/RBOs and regional bodies conduct effective climate-resilient water resources management based on improved technical capacity and tools
The outcome is aimed at supporting the establishment of shared Decision Support Systems (DSS) for targeted areas, to enhance transparency, trust, and cooperation among riparian countries. This will be achieved by working with authorities to improve existing data systems, applying data in water management tools, training stakeholders, and integrating tools into planning processes. Based on needs and demands of authorities, the project will support tools like hydrological models, data analytics, early warning systems, multi-criteria analyses and cost benefit analysis, and simulation software to aid in water management and governance discussions. Results from the tools will directly contribute to governance strengthening under Outcome B1 and NbS assessment under Outcome B2 and produce learning material for wider capacity building under Outcome A2.

Outcome A2 – Water agencies, Lake/RBOs and regional bodies implement and share improved climate-resilient IWRM practices
The aim is to strengthen regional capacity of key TWM stakeholders by sharing knowledge, technical and policy tools, best practices, and experiences among stakeholders, for example from Outcomes A1, B1 and B2. Activities include communication products, organizing knowledge exchange events, and conducting awareness campaigns, knowledge-sharing networks, online platforms, and tailored capacity-building programs. Broader collaboration will support efforts to strengthen the enabling environment for TWM (Outcomes B1), share experiences on green infrastructure services (Outcome B2), and expand knowledge on the value of decision tools (Outcome A1).

Project B (described in the IUCN Project Document): "Effective transboundary water management through governance and climate resilient water management" has the objective of: **Improved river basin governance, stakeholder coordination, and action for water cooperation and climate resilient water solutions in Eastern Africa with a focus on selected river basins starting with the Mara and Sio-Malaba-Malakisi basins.** Project B objective will be achieved through two interlinked outcomes:

Outcome B.1 – Governance arrangements for TWM are improved and institutions deliver on mandates and operationalise policy and regulatory frameworks to ensure sustainable resource mobilisation, dialogue and conflict prevention.
This outcome will focus on establishing and strengthening the enabling governance environment (e.g., policies, laws and plans) for effective TWM , institutions that allow for informed and active participation (e.g., organisations, inclusive stakeholder engagement and gender considerations), and mobilise finance through the development and implementation of investment frameworks and plans. Governance capacity strengthening will target key national and sub-national water, climate and foreign affairs entities, as well as transboundary and regional economic, peace and cooperation bodies with the jurisdiction and mandate relevant to the two transboundary basins. At the regional level, CREATES will support the development, adoption and implementation of the EAC transboundary water policy and IWRM strategy as a strategic framework that helps to guide basin-level actions. At the levels of the two basins, it will support the implementation of the existing investment plans as well as operationalisation of basin institutional frameworks. This outcome will contribute to enabling the development and sustainability of green infrastructure under outcome B.2 through using outputs from Project A to inform decision making and options for climate resilient water management and the deployment of nature-based water solutions.

Outcome B.2 – Climate-resilient water infrastructure combined with NbS lead to inclusive and sustainable water management and economic development in targeted geographies/basins/communities. Guided by the IUCN Global Standard on NbS, UNECE Nexus Approach to Transboundary Cooperation, and other relevant guidance material for water, and following Locally Led Adaptation principles, climate-resilient water infrastructure solutions will be identified, designed and implemented to improve sustainable water management, livelihoods and economic development in targeted locations in the river basins. The focus will be on identifying, designing and demonstrating how climate-resilient nature-based water solutions (NbS) can be developed with, and provide benefit to local communities and broader basin needs, whilst ensuring compatibility with larger-scale built infrastructure.

This outcome will work at two main levels, and different governance levels in between.

1. At the national level it will work with the States to support and improve transboundary water governance – supporting and advising Government to Government dialogues and exchanges.
2. At the basin level it will work to support and invest in activities on the ground that improve the health of freshwater ecosystems and management practices to ensure stakeholders have access to water and that transboundary arrangements between countries are adhered to and improved in operation.

Across the basin, different levels of stakeholders and different sectors will be consulted and mobilised to improve the management of water across the basin, and in so doing, contribute to improving local, basin wide, and cross-border water availability and access. The project aims to influence the next generation of water-related infrastructure investments to integrate climate resilient design and approaches and to harness the role of nature-based solutions. It will also work with stakeholders to optimize the use and operation of existing water infrastructure.

A summary description for Project A is provided in section 3.3, where Outcomes A1 and A2 are further elaborated.

3.2 CREATES Theory of Change

The following Theory of Change illustrates the rational for CREATES in the broader context, as well as how the two supporting projects interlink and contribute to the achievement of the overall CREATES programme objective.

Two Theory of Change graphics have been prepared – the first one illustrates the programmes' position into the wider Team Europe Initiative for Transboundary Water Management in Africa, showing how both Project A and B objectives, outcomes and outputs are expected to align and contribute to this broader, Africa-wide initiative. It also shows the main stakeholders, beneficiaries and partners that will be engaged under each outcome.

The second Theory of Change is programme-wide and indicates how the two supporting projects interlink and contribute to the achievement of the overall CREATES programme objective.

The problem, as has been outlined in section 2 above, is that transboundary water resources in Eastern Africa are under serious stress and deterioration of water quality. This is driven by catchment degradation from increasing water demands, population growth, overexploitation and unsustainable use and pollution of both surface and groundwater resources. Climate change exacerbates pressures, through heavier, and irregular rainfall, more frequent and serious flooding events and prolonged drought periods.

Contributing to these challenges are different national approaches and perspectives on managing shared water resources, human and financial capacity limitations. There are several main barriers and gaps to improving transboundary water management across the region:

- Insufficient hydrological, water and land management data and information
- Limited understanding of climate change impacts on natural resource use, water quantity and quality, and impacts on human activities
- Access to diverse tools and knowledge for decision making is weak, support systems to help with this do not exist at the scale needed to manage transboundary freshwater systems
- Limited and at times inadequate cross-sectoral and transboundary collaboration, knowledge sharing and learning
- Insufficient institutional capacity to develop and implement transboundary policies, and strategies
- Limited sustainable infrastructure investments and diverse financing mechanisms that prioritise climate resilience through water management practices and a lack of investment frameworks to define opportunities and businesses cases for investment in transboundary water management.
- Low adoption and scalability of nature-based solutions within water management practices, and incorporation of built and natural solutions for climate resilient applications

The activities of the two projects have been jointly formulated to explicitly address these barriers and gaps in the region and the outcomes will specifically focus on:

- Improving the technical capacity of water management agencies and stakeholders at different hierarchical levels within the basins. This will include new tool and decision support approaches to improve day-to-day management of transboundary waters.
- Improving governance arrangements for transboundary waters through strengthening existing management frameworks on policy, regulatory and legal issues
- Supporting regional water management agencies to implement new practices that support integrated water resources management and build climate resilient approaches into practices on the ground. This will utilise decision support information and practices and knowledge sharing and exchange to improve the collaboration and coordination between agencies and countries managing shared waters.
- Developing investment frameworks to mobilise financial resources for transboundary management, infrastructure development and nature-based solutions at different scales across the basins. These activities will rely on new data, decision making processes, collaborative knowledge development between stakeholders and countries to identify actions on-the-ground.

The two projects combine to deliver improved transboundary water security, build climate resilience through adapting to hydrological change and increased competition for water, and support access to water resources and protection of freshwater systems at different scales within the basin. Through combinations of joint activities that work to improve water management on the ground the projects will mobilise lessons learned, generate new data and knowledge, and develop new national capacities for water resource management with stronger institutions.

Climate Resilient Eastern African Transboundary Water Management for Environmental Sustainability (CREATES)
Danish Contribution to the Team Europe Initiative (TEI) on Transboundary Water Management in Africa
2025 - 2029

TEI Specific Objectives	**SO 1: Improve continental policies and knowledge regarding WRM and coherence across scales**	**SO 3: Improve TB IWRM and WEFE nexus approaches for CCA and BD conservation**	**SO 2: Enable cooperation and peer learnings among TWM bodies**	**SO 4: Increase transboundary investment for economic dev and regional integration**		**SO 5: African body advises continental, regional and RBOs on TBW actions**
TEI Pillars of action	**Policy development** / **Knowledge and capacity**	**Water resources management**	**Institutional and governance strengthening**	**Enabling environment for investment**	**Investment mobilisation**	**Strategic actions**
TEI Expected Results of action	ER1a TB policies and strat enhanced, within regional and pan-African fw / ER1b knowledge, data and research enhanced and used	ER3 cross-sectoral outputs supported by TB IWRM	ER2 TB Cooperation mechanisms are effective at all basin levels	ER4a Capacity to coordinate and leverage investments of TB relevance strengthened	ER4b Investments for economic development and regional integration increased	ER5 Strategic actions set for transboundary water management in Africa
CREATES Objective	**Improved effectiveness of transboundary water management in the Eastern African region with increased water security, climate resilience, enhanced cooperation and sustainable development in selected river basins**					
CREATES High-level outcomes	Project A: Strengthened efficiency in the decision support systems and capacity development for transboundary water management in Eastern Africa with a focus on selected river basins starting with the Mara and Sio-Malaba-Malakisi basins		Project B: Improved river basin governance, stakeholder coordination, and action for water cooperation and climate resilient water solutions in Eastern Africa with a focus on selected river basins starting with the Mara and Sio-Malaba-Malakisi basins			
Immediate outcomes	Improved technical capacity and tools / Implemented and shared climate-resilient IWRM practices		Governance arrangements for transboundary water management are improved	Inclusive and sustainable water management and economic development in targeted geographies		
Beneficiaries and partners	LVBC, NELSAP SMM and Mara Management Offices	NBI Secretariat, NELSAP Secretariat, EAC, IGAD	EAC, Kenya, Uganda, Tanzania Ministries for Water, SMM Basin Office, Mara Basin Office, local basin communities	Water User Associations, EAC, Kenya, Uganda, Tanzania Ministries for Water, SMM Basin Office, Mara Basin Office, World Bank, AfDB, local basin communities		

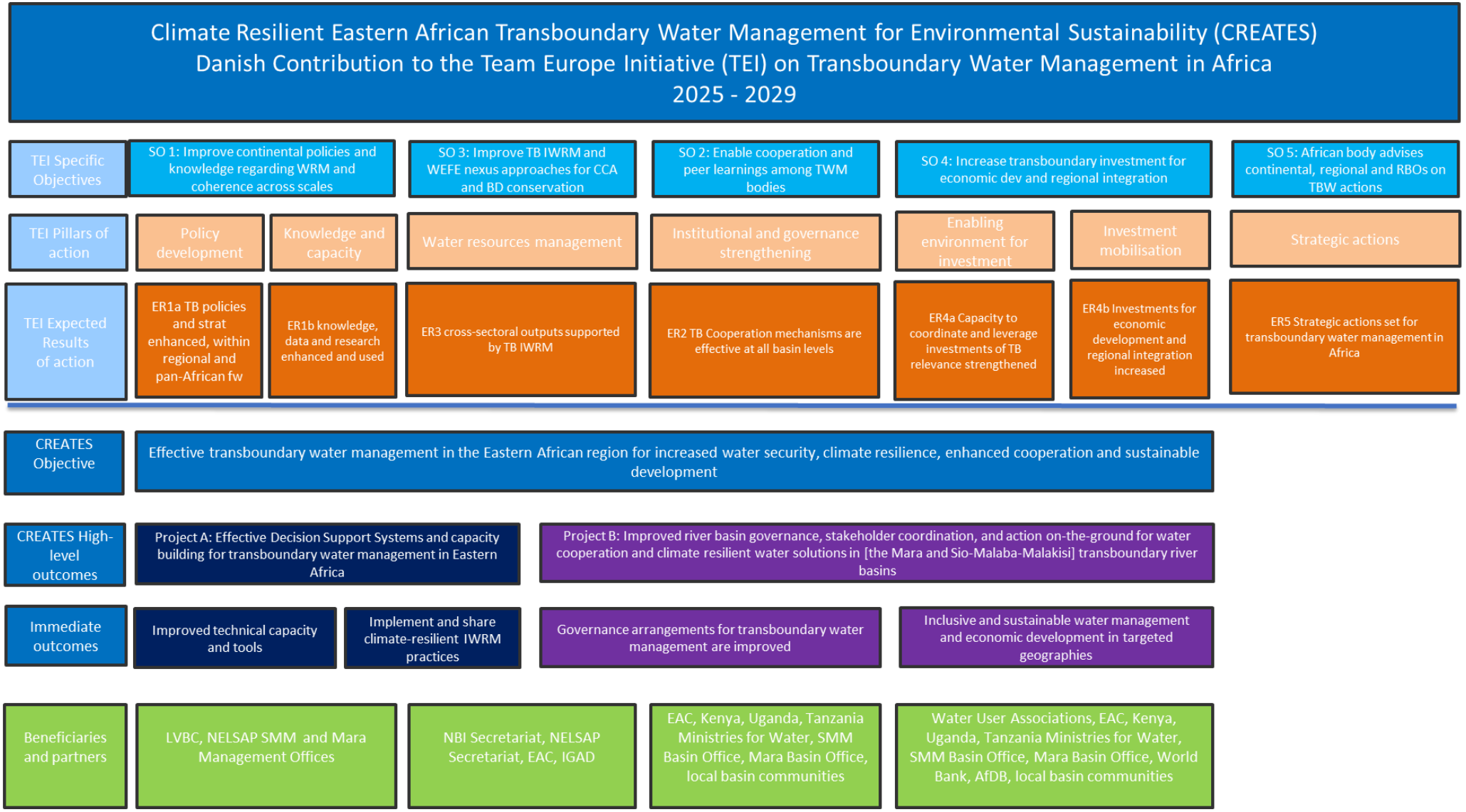
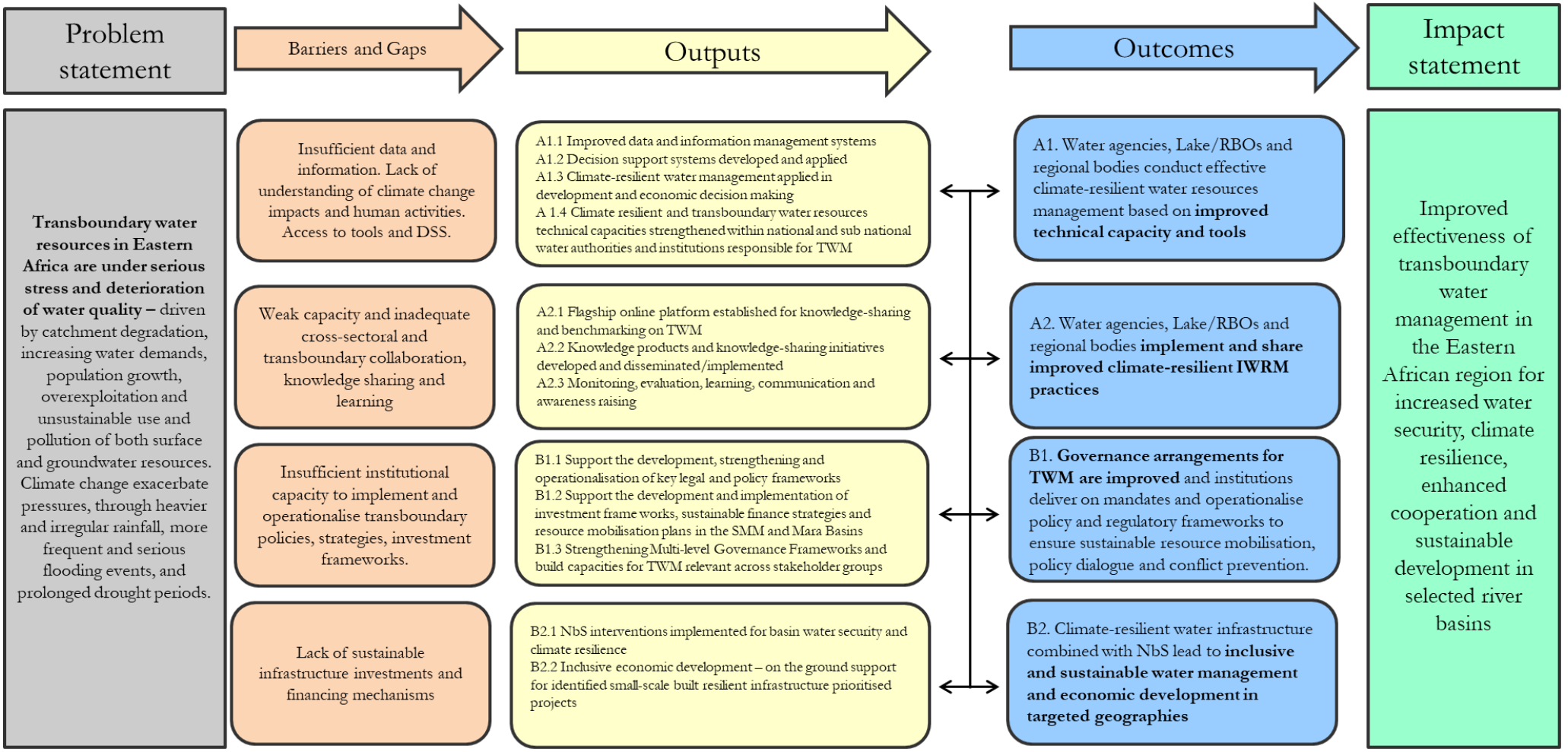


Figure 2: Programme Theory of Change under Team Europe Initiative for Transboundary Water Management objectives and expected results



Assumptions:

- Supported authorities have sufficient capacity to engage with project activities.
- Commitment to develop, implement and operationalise new and existing policies, strategies and plans.
- Political will to exchange data, information and work collaboratively towards shared water resources management

Figure 3: Programme Theory of Change for CREATES

3.3 Project Description

This section presents a summary description of Project A, based on previous work as well as a combination of dialogue with stakeholders (including experts, partners and beneficiaries) regional, national and local field visits, assessment of relevant policies, strategies and plans, consideration of earlier, ongoing and planned interventions, and inputs from preparatory appraisals. Further validation will be undertaken during the six-month start-up phase, following which these outputs will be validated and approved for implementation along with a budgeted workplan. The outline draft workplan presented in Annex 4 will be used to support discussions in the start-up phase.

Outcome A1 – Water agencies, Lake/RBOs and regional bodies conduct effective climate-resilient transboundary water resources management based on improved technical capacity and tools	
Output area A1.1	**Improved data and information management systems** Following a review of current systems and data needs, Water Resources Information Systems (WRIS) will be improved or developed to support the role and mandate of partner organizations for the targeted basins. These systems will promote data sharing of TWM-relevant data across provincial and international borders thereby creating a common understanding of the hydrology over the entire transboundary basin and enhance collaboration and decision-making in direct support of Outcome B1 under Project B. The process of populating the WRIS will be driven using a data collection plan, developed in close collaboration with partners. The plan will include thorough needs assessment, with the aim of identifying and gathering essential water management information. Apart from key water resources (surface and ground) and climate data, other data for consideration will include, but not be limited to, those of relevance to gender, NbS, water quality, forest cover and ecosystem health. Where hydromet data exist and are made available (e.g. from NBI's regional hydromet data network, and nationally owned hydromet stations) they will be incorporated into the relevant tools. Such data would be complemented by data from globally available sources (e.g. satellite and climate data) to make predictions on flows that will support transboundary water management and thus enable 'virtual stations' to provide critical information for decision-making in specific data-scarce areas . Tools will be designed in such a way that when new hydromet data become available in the future they can easily be incorporated. [7] Additionally, support will be provided towards operationalizing and/or establishing data sharing protocols and agreements between riparian countries, to ensure the smooth exchange of critical information. This work will also directly support Outcomes under Project B. To sustain the systems, ensure data quality and empower personnel to make informed water management decisions, capacity building activities will be undertaken to improve data collection, and interpretation (Output area A1.3). The key outputs will be established Water Resources Portals containing the WRIS to enable informed and data-driven decisions within the basins. Other key outputs include the implementation of data sharing protocols (rules and procedures) and an established sustainability plan.

[7] It is beyond the scope of this Project A to build and operate basin wide hydromet networks for the target river basins. However, an assessment of costs, use, operation and maintenance could be made, based on key stakeholder needs and demands.

Output area A1.2	**Decision support systems developed and applied** The Water Resources Portal established in Output area A1.1 with a focus on data and information will be further extended to support the key IWRM issues of the basins (such as irrigated and rainfed agriculture, hydropower production, flood management, water abstraction and allocation, water scarcity risk management, water quality and pollution). In collaboration and consultation with the relevant stakeholders, the issues will be identified and fleshed out. Aspects of planning (such as basin development plans) and management (such as flood, drought, early warning and crop water requirement) for decision making in the context of transboundary IWRM will be analyzed further to derive key decision indicators to be developed for and used in the DSS. These indicators will inform the model development activities and drive the development of the MCA (multi criteria analysis) component of the DSS. In support of existing strategies and building on existing technology used in the targeted basins, hydrological, hydraulic and water allocation models will be strengthened or developed to improve resilience to climate change and further transboundary cooperation in close support to Project B. Under guidance from beneficiaries and other relevant experts, these models will be combined with data from the WRIS's. For instance, the hydrological and hydraulic models could be incorporated into forecast and early warning systems for water-related events, such as floods and droughts, and the hydrological and water allocation models combined with decision support tools into a water management planning tool. These tools can be used to support the identification, location and design of NbS investments (Project B, Outcome B2) and be consolidated and linked as part of dedicated Decision Support Systems. Based on discussions with foreseen beneficiaries, including to underpin Project B, uses of the DSSs include: • facilitating a common understanding, discussions and agreements on TWM between basin countries • providing early warning of water related extremes e.g. to support the protection of marginalized peoples' livelihoods and assist farmers improve seasonal planning • assisting in planning climate-resilient investment projects, including NbS, and assessing scenarios • identifying water-efficient development scenarios that contribute to poverty reduction and opportunities for increased use of groundwater to improve resilience • assessing the potential impact of climate change on water availability, including groundwater levels. Direct support from the project would include technical assistance, as well as necessary hardware and software, as well as capacity building activities (also see Output A1.3 below). In close collaboration with beneficiaries Sustainability Plans, to ensure the DSS continue to be operational and training available beyond the lifetime of the project, will be developed. The plans would ultimately be owned by the main beneficiaries. The main outputs will be an established DSS that will be integrated into the Water Resources Portal to form a fully integrated and holistic DSS for use in decision making within the basins. The DSS and its components will be tested and verified in pilot areas and thus verified as relevant tools for IWRM-based planning processes.
Output area A1.3	**Climate-resilient water management applied in development and economic decision making**

	This Output area will enable a DSS-based, integrated basin-wide water resource management plan across all sectors for the selected basins, making use of the established and validated DSS and WRIS tools being implemented and verified within Output areas A1.1 and A1.2. The project will directly apply the DSS as a key tool for assessment and planning for sustainable water management, taking into account cross-sectoral and institutional issues. Sectoral and multi-sectoral investments, e.g. NbS investments, will be analysed and verified within the DSS framework and evaluated against basin development objectives. Application of climate resilient water management in development and economic decision making requires coordination and focus on the importance of water. The project will therefore identify and support existing or establish new mechanisms for cross-sectoral integration of water and climate-related policies and plans, for example facilitate the establishment and/or functioning of inter-agency task forces to coordinate integration of climate-resilient water management consideration in decision making and facilitate high-level policy dialogues for the inclusion of water-related considerations in national and regional development agendas and scenario analysis. We will also use the diverse members of the Steering Committee and the Strategic Advisory Panel to advise on how to maximise the use of water-related information in cross-sectoral planning. This output will also benefit Project B, output B2.2. To ensure that water actions are integrated in national climate adaptation planning the project will also provide technical support and capacity building on TWM data and tools to national climate adaptation bodies and reporting mechanisms.
Output area A1.4	**Climate resilient and transboundary water resources technical capacities strengthened within national and sub national water authorities and institutions responsible for TWM** Based on a comprehensive assessment of existing capacity, needs and skill gaps in TWM, a capacity building plan will be developed and implemented. A cornerstone in the capacity building plan will be training (e.g. on-the-job training, courses, seminars, workshops and webinars) for water professionals in beneficiary organizations and other key stakeholders focusing on: • decision support tools for river basin planning and management, as well as related early warning systems, and other climate-resilient water management tools. • topics such as TWM, practical IWRM, climate resilience, gender sensitization and NbS. • peer to per learning in the form of knowledge-sharing sessions among beneficiary organizations will be organized to discuss experiences and best practices.

Outcome A2 – Water agencies, Lake/RBOs and regional bodies implement and share improved climate-resilient IWRM practices	
Output area A**2.1**	**Online platform for knowledge-sharing and benchmarking on TWM established** In support of regional TWM, and to facilitate sharing of data and information and to encourage learning from other basins, a flagship technical **knowledge platform will be created** on relevant transboundary surface and groundwater resources in the region compiled from emerging, available reports and documents and data and information covering, among others water quantity, quality, climate change projects, ecosystems and NbS, governance, gender and socio-economic considerations.

	Inspired by the earlier GEF Transboundary Waters Assessment Programme (TWAP)[8] this knowledge platform will also be used for consolidating and promoting relevant documents and materials collected or produced under Output A2.2. Input to the project sustainability plan will be developed to help ensure the longevity of the platform for at least 5 years following the cessation of the project. This output will benefit Project B, Output B1.3)
Output area A**2.2**	**Knowledge products and knowledge-sharing initiatives developed and disseminated/implemented** Sharing of results and learnings from and between the target basins and other institutions and stakeholders in East Africa and the Horn of Africa and beyond. These institutions and stakeholders include NBI, NELSAP, IGAD, WB, donors, government authorities, UN agencies and other related TEI TWM initiatives in Africa. The knowledge products developed will contribute to capacity strengthening under Output B1.3. Key actions include: • developing targeted practical guidelines, manuals, and case studies on climate-resilient water management in collaboration with other expert partner organizations working in this area. • organizing knowledge exchange workshops, webinars, and seminars on TWM, climate resilience, NbS tools and best practices. • facilitating exchange programs and visits for staff between organizations and across national boundaries. • a knowledge repository of successful case studies and experiences in transboundary water cooperation will be compiled as inspiration for water agencies, River Basin Organizations (RBOs), and regional bodies and uploaded to the knowledge sharing platform. • engaging with relevant government authorities and other stakeholders of relevance to inform the Mid-term Evaluation of the potential for support during the latter stage of this project.
Output area A**2.3**	**Monitoring, evaluation, learning, communication and awareness raising** Activities include, but are not limited to: • Development and implementation of a Monitoring, Evaluation and Learning framework • Development and implementation of a joint programme communications strategy developed • Project workshops for review and evaluation of project activities • Multi-stakeholder workshops to create awareness and ownership • End of year workshops on the MEL framework The MEL framework will also contribute to monitoring results and learnings under Project B.

4 Results Framework

The Result framework for the CREATES programme can be found below and is further elaborated in Annex 5. The selected indicators are those that will be the focus of the monitoring procedures. Other, including more qualitative, aspects will also be covered through our MEL framework. We are aware that in general the baseline is not zero – but in most cases updated and quantitative information of the baseline is not available. Therefore, the indicator and target values below are focusing on measuring the contribution of the project to the current situation to demonstrate the change CREATES will bring. During Year 1 both Projects A and B will establish a more detailed baseline where needed.

[8] The TWAP project was implemented by UNEP, UNEP-DHI and IUCN in collaboration with a network of expert partners, http://geftwap.org/twap-project

Programme title	Climate Resilient Eastern African Transboundary Water Management (CREATES)
Programme Objective	Increased water security, regional stability, enhanced resilience and peaceful development of the Eastern African region through adaptive transboundary water governance
Impact Indicator	Achievement of SDG Target 6.5 transboundary indicator on water management[9] in CREATES basin locations.
Baseline	2020 Baseline: 41% (the SDG monitoring regional average based on countries where the transboundary basins to be assessed in CREATES make up a significant proportion of their transboundary basin area). However, data do not exist for the basin level and we will establish a basin baseline in the initial stage of the project using a downscaled version of national SDG monitoring with specifics on NBS and climate resilience.
Target	2029 target: Increase by 10% in the average score for the SMM and Mara basins (thereby contributing to the national scores).

Project A title		Effective Decision Support Systems and capacity building for transboundary water management in Eastern Africa
Outcome A1		Water agencies, Lake/RBOs and regional bodies conduct effective climate-resilient water resources management based on improved technical capacity and tools
Outcome indicator		1.1 Number of local and national authorities and regional bodies that cooperate and engage in decision-making processes based on water-related data collection, monitoring and analysis.
Baseline	2024	Some TWM collaboration exists but is based on outdated tools or insufficient data and knowledge about the outlook for climate and water resources. Effective and up-to-date water-related information systems and DSSs do not exist. *Below result metrics are cumulative.*
Target	2025	0 local and national authority or regional body cooperate and engage in decision-making processes based on water-related data collection, monitoring and analysis.
Target	2026	3 local and national authorities or regional bodies body cooperate and engage in decision-making processes based on water-related data collection, monitoring and analysis.
Target	2027	3 local and national authorities or regional bodies cooperate and engage in decision-making processes based on water-related data collection, monitoring and analysis.
Target	2028	5 local and national authorities or regional bodies cooperate and engage in decision-making processes based on water-related data collection, monitoring and analysis.
Target	2029	5 local and national authorities or regional bodies cooperate and engage in decision-making processes based on water-related data collection, monitoring and analysis.
Outcome indicator		1.2 Number of collaborative TWM-related NBS investments/planning processes that are informed by DSS in the target region.
Baseline	2024	Some investments/planning processes are developed but are based on outdated tools or insufficient data and knowledge about the outlook for climate and water resources *Below result metrics are cumulative.*
Target	2025	0 collaborative TWM Investments/planning processes are informed by DSS
Target	2026	0 collaborative TWM investments/planning processes are informed by DSS
Target	2027	2 collaborative TWM investments/planning processes are informed by DSS
Target	2028	4 collaborative TWM investments/planning processes are informed by DSS
Target	2029	6 collaborative TWM investments/planning processes are informed by DSS

Outcome A2		Water agencies, Lake/RBOs and regional bodies implement and share improved climate-resilient IWRM practices
Outcome indicator		2.1 Number of stakeholders that have benefitted from or been influenced by water- and climate-related knowledge products or learning events disseminated by CREATES
Baseline	2024	A large number of knowledge products on TWM exist, but they are often not easily accessible or scoped to the region.

[9] The SDG 6.5 transboundary indicator is calculated specifically for the purposes of this programme, although it draws on the SDG 6.5 indicators. The indicator is a simple average of: (a) Transboundary-related scores under SDG 6.5.1; and (b) SDG 6.5.2 scores. For each basin, (a) is calculated based on scores to the four transboundary-level questions in the 6.5.1 survey: 1.2c (arrangements), 2.2e (organizational framework), 3.2d (data and information sharing), 4.2c (financing for transboundary cooperation).

		Below result metrics are cumulative.
Target	2025	-
Target	2026	100 users (disaggregated by gender and age, where appropriate) have benefitted or been influenced by CREATES knowledge products 100 stakeholders have benefitted from or been influenced by at least one CREATES knowledge-sharing event
Target	2027	200 users (disaggregated by gender and age, where appropriate) have benefitted or been influenced by CREATES knowledge products 200 stakeholders have benefitted from or been influenced by at least one CREATES knowledge-sharing event
Target	2028	300 users (disaggregated by gender and age, where appropriate) have benefitted or been influenced by CREATES knowledge products 300 stakeholders have benefitted from or been influenced by at least one CREATES knowledge-sharing event
Target	2029	400 users (disaggregated by gender and age, where appropriate) have benefitted or been influenced by CREATES knowledge products 400 stakeholders have benefitted from or been influenced by at least one CREATES knowledge-sharing event
Outcome indicator		2.2 Number of good IWRM practices implemented by institutions and regional bodies
Baseline	2024	Most institutions and bodies subscribe to principles of IWRM but struggle to measure and document outcomes and impacts of policies, strategies, plans and projects. Output A2.3 will create a MEL framework that will create a baseline and methodology for doing this, including specific annual targets.
Target	2025	To be discussed with stakeholders
Target	2026	To be designed
Target	2027	To be applied by X agencies
Target	2028	To be applied by Y agencies
Target	2029	To be applied by Z agencies

5 Inputs / Budget

Box 6: Summarized budget for UNEP-DHI's contribution to CREATES (mio DKK)

Budget line	**Yr 1**	**Yr 2**	**Yr 3**	**Yr 4**	**Yr 5**	**Total**
Outcome A1	9.1	9.1	9.1	9.1	9.1	45.4
Outcome A2	3.0	3.0	3.0	3.0	3.0	15.0
25% reserve (to be released after approval by the SC)	4.0	4.0	4.0	4.0	4.0	20.2
Midterm review (to be executed and managed by Danida)	0	0	0	0	0	0
Final evaluation	0	0	0	0	0	0
Auditing (annual audits)	0.04	0.04	0.04	0.04	0.04	0.2
UNEP Overheads (7+1%)	1.3	1.3	1.3	1.3	1.3	6.5
Total	17.5	17.5	17.5	17.5	17.5	**87.3**

Disclaimer: The Results Framework is based on the assumption that the 25% reserve will be released for outcomes, outputs and activities as described. Partial release or redirection for other purposes than planned may result in the need to revise the project designs and Results Framework.

A more detailed budget, showing indicative budget lines at output level and the distribution between the implementing partners, is included in Annex 6.

The above budget is indicative and is considered to be efficient to cover the activities outlined in the project document. The annual workplans and budgets approved by the Steering Committee will guide the use of funds during the project implementation, and balance the budget between years, based on the speed and demands from project implementation.

The full budget has been programmed and planned; however, a reserve of 25% has been blocked for consumption. The intention is to take stock (e.g., in connection with the MTR) and see whether it makes sense to continue as planned or whether it makes more sense to adjust the results frameworks and the budgets. This could mean addressing unforeseen emerging needs, doing more of what has proven successful, doing less of what has proven less successful, or replicating project successes in other geographies.

Based on the recommendation from the mid-term review of the project, a decision will be made on whether some funds will shift from implementation in the SMM and Mara, to implementation of specific activities in other geographic areas. The MTR recommendations will base themselves on the rate and demand of continued implementation in the original basins, as well as opportunities and risks of moving into other basins.

No funds have been budgeted under Project A to support Project B outputs, and vice versa, because coordination, exchange and support between each Project's outputs, to ensure a coordinated programme approach, has been budgeted appropriately within each Project's own budget.

The Danish grant will be spent solely on activities leading to the expected outputs and outcomes as agreed between the parties. The implementing partner is responsible for ensuring that the funds are spent in compliance with the agreement and with due consideration to economy, efficiency and effectiveness in achieving the results intended.

UNEP-DHI has the discretion to re-allocate between budget lines within each outcome within the overall budget up until maximum 10%. Any re-allocations above this amount or between outcomes will be discussed with and approved by the Steering Committee and presented to the MFA for approval.

6 Institutional and management arrangements

The core components in CREATES's to be able to effectively deliver the outcomes are; 1) the governance and management structure, including the operational set-up to drive and execute activities on the ground; 2) the implementation strategy and process guiding the overall step-wise and adaptive implementation; and 3) Monitoring evaluation and learning.

The programme document concisely outlines the key details of the two associated projects. It defines the overall purpose, goals, implementation plan, budget, and how progress will be monitored and evaluated. Essentially, it serves as a roadmap to guide the implementation of the two related supporting projects, which are closely interelated. UNEP, with support from UNEP-DHI Centre, implements supporting Project A, whereas IUCN, with support from IUCN ESARO (Eastern and Southern Africa Regional Office), implements Project B. Separate **Donor Agreements** will be used to establish the contractual relationship between the Ministry of Foreign Affairs of Denmark, UNEP and IUCN for the implementation of the programme's Projects A and B, respectively[10]. Task management, quality assurance, legal and procurement services, technical assistance, learning and communications, monitoring and evaluation, recruitment, financial management, anti-corruption, disbursement and reporting are the responsibilities of each of the two organisations in accordance with their respective legal agreements. They will sub-

[10] A project cooperation agreement (PCA) will be used by UNEP to engage the UNEP-DHI Centre to support implementation.

contract other local and regional executing partners, as required and annually agreed based on a shared work plan agreed during the start-up phase and annually updated and agreed between both Project A and B.

6.1 Institutional management and governance structure

CREATES will support and be guided by existing national and regional institutional structures and mechanisms for management and cooperation. A single governance structure will cover the programme and supporting projects, as seen in Figure 4 below.

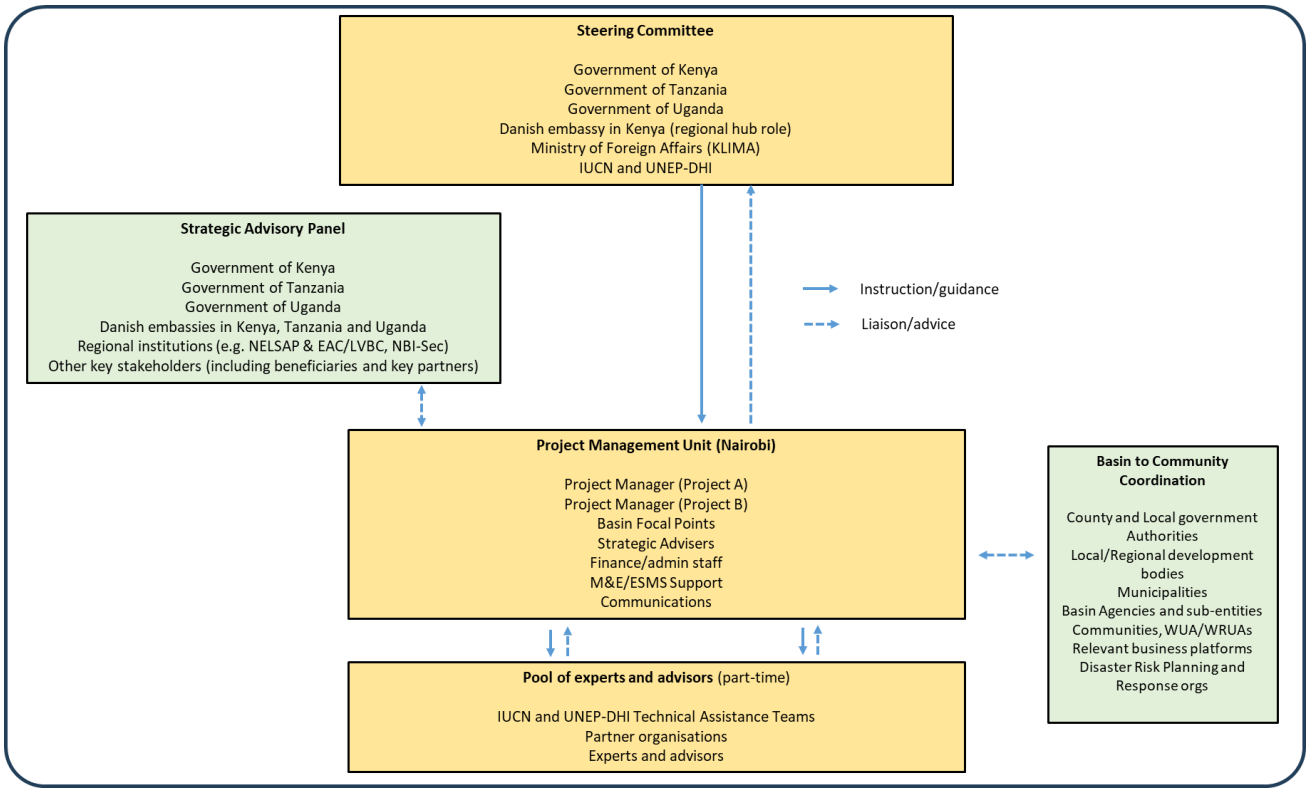


Figure 4: CREATES Governance and management structure

A **Steering Committee** (SC) will be established to provide overall programme oversight, direction, and decision making, including ensuring the programme aligns with strategic objectives, plans and delivers results in a coordinated and effective way.

The SC a) monitors overall progress and developments in programme implementation, progress on results, risks and lessons, b) sets the strategic direction for the implementation and focus of annual workplans and budgets, c) decides programme-level adjustments in outputs/outcomes and risks responses for final approval based on Danida AMG, d) approves work plans, budgets, and results- and financial reports, e) instigates and decides reviews and evaluations, and f) liaises with the TEI-EU team. The SC will also guide on overall coordination and coherence and synergies with other actors and initiatives and advice on national and regional institutional structures and mechanisms to work with.

The SC will consist of one representative each from ministries with core-mandates for water management from the Governments of Kenya, Tanzania and Uganda, the responsible desk officer from Danish MFA ("KLIMA"), and an expert representative from Denmark's embassy in Kenya (who would liaise with focal points at embassies in

Tanzania, and Uganda). Representatives from the implementing partners IUCN and UNEP-DHI will also be members of the SC, but will be excused from decision-making on issues that could involve a conflict of interest. Complete Terms of Reference for the SC will be developed during the start-up phase and agreed with KLIMA. The SC will meet at least once a year, and additional meetings can be called as required. There will be one face-to-face meeting in the region (in conjunction with the Strategic Advisory Panel) and one online meeting. The Programme Management Unit serves as secretariat to the SC.

A **Programme Management Unit** (PMU) will be responsible for the operational management and implementation of the programme, with focus on effective and coordinated delivery of results under the guidance of the SC. The PMU directs and manages the implementation team and actors in the project implementation set-up. The PMU's tasks include i) to provide coordination and synchronization between the two projects for delivering expected results, including coordinated inputs across teams and actors ii) prepare programme-level work plans and budgets and ensure their effective implementation, iii) quality assurance of programme outputs, iv) operational monitoring, evaluation, and learning, v) preparing reports on results progress, lessons and risk updates, vi) risk management, and vii) and ensuring mechanisms and compliance with anti-corruption principles, standards and guidelines by Danida and IUCN and UNEP-DHI.

The PMU is jointly led by the two Project Managers from IUCN and UNEP-DHI and includes the Basin Focal Points (see below) and staff for finance/admin, M&E/ESMS staff, and communication. The two PMU heads will make decisions based on consensus. The PMU will be based at IUCN's regional office in Nairobi, together with a support team (see Figure 2). The PMU will also host the Technical Assistance Team when relevant.

The PMU reports to the SC. The reporting formats will be defined during the start-up phase and comply with Danida AMG principles. The PMU also acts as secretariat to both the SC and Strategic Advisory Panel (below). The PMU serves as the programme's technical level liaison to the basin authorities. The PMU is overall responsible for the effective and coordinated delivery and quality of the programme outputs. IUCN and UNEP-DHI will coordinate, but individually manage, the two projects for which they are each responsible as Implementing Partners. They will sub-contract as relevant to Executing Partners.

Any issue that cannot be resolved at PMU level will ultimately be referred to the Steering Committee.

The **Basin to Community Coordination** grouping represents the linkages required to more local management levels and communities to ensure consultation, coordination in the implementation of activities on-the-ground. Rather than being a single defined group to be formed and sustained, it is a composite of various important existing stakeholder groups to be engaged in CREATES on an activity basis. This is key to mobilising local knowledge and know-how, create buy-in and ownership of the activities, mobilise communities, and to identify leverage opportunities. The PMU will liaise and coordinate with members of this grouping.

A **Strategic Advisory Panel** will be established to provide high-level strategic advice, point to significant contextual factors that require attention, and provide linkages and accountability in relation to the main regional actors. The panel will advise especially on the political contexts and strategies for working across borders in the basins on water management issues. The Strategic Advisory Panel will provide an opinion of programme progress and delivery and can make high-level recommendations on programme focus and strategic issues to the SC. Specifically the Strategic Advisory Panel will i) deliberate and endorse programme progress reports, risk assessments, lessons learned, and other significant reports, ii) prepare strategic advice on the programme focus, adjustments, and significant issues to address.

The panel will consist of representatives from water ministries in Kenya, Tanzania, and Uganda, as well as regional organizations (e.g. NELSAP, EAC/LVBC, NBI-Sec), key stakeholders (to be determined), and the EU-TEI. The membership will be finally decided during start-up, but will represent various fields related to water management, climate adaptation, and regional political actors. Private sector, and financing institution representatives may be invited to the Advisory Panel. Terms of reference will be agreed in the start-up phase. Location: Convened twice/year ahead of Steering Committee meetings; online/physically, as is necessary.

The **set-up for implementation** consists of the following main actors:

- Each basin will have a **Basin Focal Point** whose role will be to drive and coordinate implementation at basin level, especially under outcome 2. The Basin Focal Points will report to the PMU and will liaise with the Basin to Community Coordination grouping. Their roles include defining the scope of and support, guide and supervise the work by Executing Partners and link the Technical Assistance Team with the basin stakeholders and beneficiaries. The two Basin Focal Points will be appointed during start-up for Mara and SMM basins. They will be recruited by IUCN.
- **Strategic advisors** will be placed with targeted partner organizations, particularly for outcomes A2 and B1. Their roles will be to ensure smooth collaboration, knowledge transfer, and alignment of programme activities with local and national policies and priorities in close coordination with the respective partner organisation. The strategic advisers will in particular ensure capacity strengthening and uptake of project outputs. The first Strategic advisor will be based in UNEP and be part of the PMU. This advisor will help to support, mobilise and grow the CREATES programme. The advisor will ensure that CREATES utilizes relevant policy and NbS solution innovations and thinking, as well as that CREATES is able to draw upon UNEP's convening power, as well as UNEP's skills with monitoring and measuring TWM progress in relation to the SDGs.
- **Technical Assistance Teams** will be appointed for each project with responsibility for carrying out the capacity development of the regional and national water agencies linked to delivering the programme outcomes and outputs. The team profiles will be finally defined based on specific identified needs. The team members will comprise of part-time international, regional and local experts from IUCN, UNEP-DHI as well as externally hired sub-contractors and sub-consultants. A core team will be established for each project and additional experts will be engaged in a demand-based and flexible way during programme implementation. Each of the Technical Assistance Teams is managed by the IUCN or UNEP-DHI Project Manager. Location: International /Nairobi/ Basins/ Local. The Technical Assistance Teams will support the PMU and implementing organisations in the delivery of the Outcomes.

Based on their respective management contracts, IUCN and UNEP-DHI are separately responsible for aspects of task management, quality assurance, legal and procurement services, technical assistance, learning and communications, monitoring and evaluation, recruitment, financial management, disbursement. The two organisations prepare separate financial management and audit reports.

6.2 Implementation strategy and process

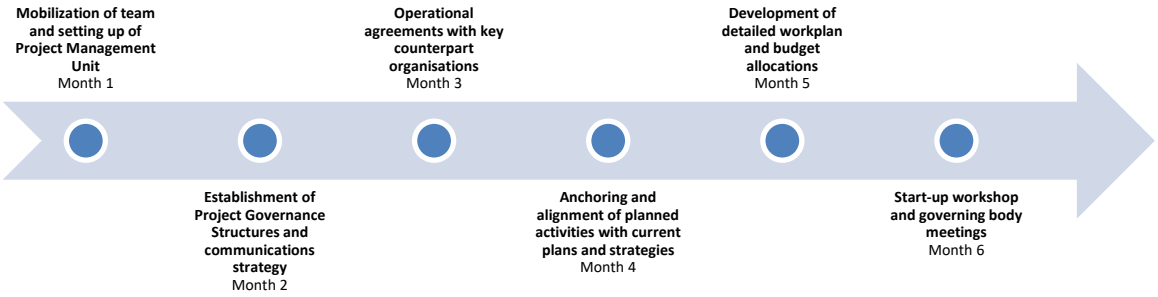
Under the guidance of the Steering Committee, the implementation of CREATES will adapt to the national and regional contexts. Budgeted annual workplans will subsequently be prepared and approved each year. Sustainability plans[11] will be developed during the course of implementation to ensure the longevity of interventions after the programme ceases including Exit Strategies for specific interventions to ensure their durability and continuation. Consideration of support to additional basins will be given as part of the mid-term review of the programme.

In the start-up phase, the project will set up the Project Management Unit, the project governance structures will be established, operational agreements signed with key counterpart organisations (see the information below after the table indicating key activities during the start-up phase to see the summary of key activities for these counterpart organisations) and focused consultations to anchor and align planned activities with current regional, national and

[11] A **sustainability plan** in the context of CREATES is a strategic document that outlines how the initiative will continue to deliver benefits over the long term, even after the initial funding and support have ended. It ensures that the project's outcomes are maintained and that the project remains viable and effective. For best results, the plan should be developed and adjusted during the course of implementation, and not just at the end.

basin plans and strategies will be conducted. This will inform the development of a detailed work plan and budget allocation. The start-up phase will conclude with a stakeholder validation workshop and inaugural meetings of the Steering Committee and the Strategic Advisory Panel.

An overview of the main steps during the six month the start-up phase is provided below.



At the conclusion of the start-up phase, the Steering Committee will make decisions related to workplans, including possible amendments, sequencings of actions and allocations of funds based on the recommendations of the start-up report and the outcomes of the start-up workshop. These decisions will provide the Project Management Unit with clear guidance on how to implement the project going forward.

The expected outputs from the start-up phase include:

- Project team mobilized and Project Management Unit established
- Project governance structures in place
- Project communications strategy developed
- Operational agreements with counterpart organizations signed
- Indicative work plan for the 5-year period and a detailed budgeted work plan for year 1
- Agreed revisions to results framework and baseline indicators
- Monitoring Evaluation and Learning (MEL) Plan developed
- Agreed sustainability plan template, including is application and ownership
- Updated and verified risk management framework

The main activities during the start-up phase are captured in the table below:

Mobilization of team and setting up of Project Management Unit:
• Recruitment of project staff. Project Managers will be appointed, as will Basin Focal Points and Strategic Advisers.
• Setting-up of Project Management Unit in Nairobi and arranging project administrative procedures.
• On-boarding and team building of new hires, creating a solid foundation for working as a project team.
Establishment of Project Governance Structures and communications strategy:
• Preparation of terms of reference for the Steering Committee, the Strategic Advisory Panel, and appointment of members.
• Preparation of communication strategy for the project.
Operational agreements with key counterpart organizations:

• Agreements (MoU's) with organizations where Basin Focal Points and Strategic Advisers are initially going to be placed, i.e.:
a. Sio-Malaba-Malakisi (Kakamega, Kenya)
b. Mara (Musoma, Tanzania)
c. UNEP-HQ (Nairobi, Kenya).
• Agreements (MoU's) with relevant authorities and regional bodies for the implementation of the project.
Anchoring and alignment of planned activities into current plans and strategies:
• Further dialogue with relevant basin, national and regional policies/strategies/plans, including other projects of relevance (recently concluded, ongoing and planned), with a view to identifying where and how CREATES can best support existing demands and ambitions.
• Establishment of relationships with main stakeholders in each of the geographic focus areas.
• Consultations and workshops with stakeholders to identify exactly how their main concerns and priorities can be best addressed.
• Define criteria for interventions (demand, impact, cost, environmental benefit, risks, sustainability, etc.).
• Clarify legal or other formal requirements for interventions that may require construction or change of infrastructure.
Development of detailed workplan and budget allocations:
• Development with stakeholders of an indicative work plan for the 5-year period and a more detailed budgeted work plan for year 1.
• Writing of start-up report including possible deviations to be agreed by the Steering Committee/ Strategic Advisory Panel .
Start-up workshop and governing body meetings:
• Engagement of executing partners to assist in delivering on the work plans developed.
• Development of a Monitoring Evaluation and Learning (MEL) Plan.

A detailed time schedule for the start-up phase and an indicative outline time schedule for the five-year project can be found in Annex 4.

The **project implementation strategy** will respond to the dynamic organisational and political environment in the two basins, working closely with the identified key partner organisations and local stakeholder groups to respond to demands and needs within the context of the project and making any strategical decisions in cooperation with the Steering Committee.

During the project implementation, continued consultation with stakeholders will determine the specifics of basin level engagements. Plans will be prepared for project interventions in each basin based on existing capacities, country TWM commitments and ambitions, development challenges, basin ecosystem health and security.

To operationalize the above, the **following summarizes the approach to implementing CREATES** across the four outcome areas and two river basins:

- Support the implementation of existing policies, strategies, plans and tools of the beneficiary organisations, rather than establishing new ones, with a view to maximising the impact, sustainability and traction with beneficiary organisations.
- Build on and strengthen existing investments, tools and mechanisms for transboundary water management in Mara and SMM basins.

- Engage local communities in planning and implementation, particularly of Outcome 2 activities (Nature-based Solutions and locally led adaptation approaches) using a grant scheme – Community Resilience Facility (CRF). The main objective of CRF is to provide a financial mechanism that seeks to incentivize Nature-based Solutions (NbS) activities that includes sustainable land and related natural resources management through community land use and restoration plans. It aims to provide access to finance, to incentivise and promote sustainable land related natural resources management practices to promote land productivity and resilience to climate change. The facility benefits communities by creating economic stability and incentivizing restoration and sustainable management of natural resources.
- Use evidence-based and transparent decision support tools to underpin and optimise suggested solutions, where possible.
- Maintain a flexible approach where project progress and commitment from stakeholders and beneficiary organisations determine where resources are allocated and spent in subsequent years.
- Prepare exit strategies and sustainability plans for beneficiary organisations towards the end of the project to create long-term impacts and benefits.

6.3 Monitoring, Evaluation and Learning

The PMU will be responsible for monitoring progress against the project outputs and outcomes. The PMU will ensure the quality of interventions against defined processes based on the design of the project, implementation work plans and effectiveness using dedicated MEL capacity. Monitoring will be done on a basin-by-basin basis, with results collated at the regional level. Each Beneficiary Partner and Executing Partner will, guided by the Implementing Partners, develop a workplan with outputs and activities with corresponding indicators and targets aligned to the project results framework. Reporting will be delivered against the overarching results framework, with quality assurance of the data collected (and reports produced) supported by a Monitoring, Evaluation and Learning (MEL) expert.

As the project is complex in dealing with execution on the ground, as well as the political level of engagement between stakeholders and State on transboundary waters, outcome harvesting will be applied due to the unpredictable nature of some aspects of TWM. In complex environments where cause and effect cannot be easily correlated, and therefore project intervention attribution is difficult. **Outcome harvesting** can demonstrate over time how behaviours change through collecting evidence of the change. This means focusing on effectiveness of interventions, and less on their efficiency to achieve a target. By focusing on outcomes from the project, and less on the specific activities used, this can lead to valuable learning as to what actually works in practice. In TWM that is subject to many influences it is key to focus on the overall change needed, and not always the specific methods to get there.

A Mid-Term Review (MTR) managed by the Danish MFA will be conducted towards the end of the second year of implementation. This will include focus on recommendations on any corrections and project adjustments that can be made to assist in accelerating impact and to make suggestions on any structural adjustments due to project design limitations.

A Final Evaluation of the programme managed by the Danish MFA, with inputs from IUCN and UNEP-DHI, will be undertaken. The Department for Green Diplomacy and Climate, MFA, shall have the right to carry out any technical or financial supervision mission that is considered necessary to monitor the implementation of the project. It will also serve to provide reflections and inputs on the interest and feasibility of a subsequent second phase of the project, building on the results and lessons learnt from this first 5-year phase.

7 Financial management, planning and reporting

While the outputs and outcomes form the framework for the work to be undertaken, rolling annual budgeted work plans, capturing the longer duration of activities, will provide the required detail on specific activities. For the purpose of this project, annual work plans based on the agreed outputs and outcomes within this document will be agreed and approved with the Steering Committee, with consideration of inputs from the Strategic Advisory Panel.

UNEP-DHI Centre will produce half-yearly progress and financial reports for UNEP. The programme accounts for UNEP-DHI Centre, hosted by DHI, will be subject to an annual audit carried out by qualified independent accountants. Progress and financial reports by UNEP-DHI Centre will be shared with the Danish Ministry of Foreign Affairs.

UNEP shall provide the Danish Ministry of Foreign Affairs with the following reports prepared in accordance with UNEP's accounting and reporting procedures:

Report	**Deadline/frequency**
Start-up report	After 6 months
Financial and short narrative progress report	Quarterly
Financial report (audited)	Annually
Comprehensive narrative progress report	Annually
Completion report (narrative)	No later than 6 months after end of Project
Final financial report (audited)	No later than 6 months after end of Project

8 Risk Management

The main risks associated with the work can be divided into contextual, programmatic, and institutional categories. Likely risks with notable impacts are the ones that require special attention, which in some cases may serve to influence programme design and implementation. The main risk factors, including consideration of likelihood, impact, the risk response, and residual risk (and with consideration of assumptions from the theory of change) are described in Annex 7.

The main risks can be highlighted as political will to engage State-to-State on transboundary water management and capacity to mobilise within the basins the project will focus on. These are common risk factors in transboundary water management. All countries involved in the project already collaborate on shared waters, and through the basin, national, and regional institutions which currently exist, there is cooperation and capacity. It is recognised that whilst risks exist, the partnerships, length of experience on-the-ground in the region, and existing collaboration between stakeholders minimise the risks to acceptable and manageable levels.

CREATES will establish a designated mechanism to monitor and manage risks, covering both the context, programmatic, and institutional risks. This will be tailored specifically to the actual focus areas, geographies and partners which CREATES will engage with. The main components of this risk monitoring and management mechanisms will be:

- The PMU has overall responsibility for monitoring and managing risks, based on the risk matrix, and defines operational roles and responsibilities across the CREATES team for risk management
- The PMU reports on the risks annually to the Steering Committee, in connection with annual reporting and discussion of lessons and updated risks

- The risk matrix is updated biannually and discussed in PMU meetings, with relevant mitigation measures updated and defined
- The annual report will contain the updated risk matrix and lessons learnt
- Travel security risks will be identified though specialist advice services, regional partners, Danish Embassies, and UNEP to ensure project staff, partners and stakeholders are not put at risk and the project can be safely implemented
- A grievance mechanism will be established which allows stakeholders to anonymously alert the CREATES PMU/Steering Committee to any concerns over project management or implementation.

Anti-corruption

UNEP Anti-Fraud and Anti-Corruption Guidelines (2022) and DHI's Corruption Prevention Policy and Guidelines (2021) will be applied, as well human resource policies related to staff and partners behaviour and compliance. A summary of any cases of misconduct and investigations will be shared with partners annually. UNEP-DHI will follow its host institution's (DHI A/S) anti-bribery and anti-corruption policy. This policy adopts a zero-tolerance for corruption in any form and adheres to, i.a., the United Nations Convention against Corruption.

The Danish Ministry of Foreign Affairs will rely on IUCN's risk management system to address anti-corruption; however, the Ministry will apply a zero-tolerance to cases of corruption or fraud. IUCN's corruption management is covered by the IUCN Anti-fraud policy and the IUCN Code of Conduct and Professional Ethics. A summary of cases of misconduct and investigations is shared with partners annually. Fraud cases that directly involving the use of funds are communicated once substantiated. https://www.iucn.org/about/programme-work-and-reporting/accountability-and-values.

9 Project Closure

Following the first five years of the project, support could be extended into future phases depending on demand, performance, resources, potential impact etc. The mid-term review, apart from assessing progress, will provide reflections and inputs on the interest and feasibility of a subsequent second phase of the project, building on the results and lessons learnt from this first phase.

At the end of the five-year period, a process of project closure that would broadly finalise activities and reporting and ensure closure of accounts is anticipated to include the following:

- final audit,
- return of unspent funds and accrued interest and administrative closure by reversing remaining provisions,
- transfer deliverables and assets as necessary and required,
- prepare, support, and learn from the final evaluation,
- devise a strategy for the strategic advisers and their roles within the beneficiary partner organisations,
- develop a sustainability plan or plans for how structures, policies and partner activities will be able to continue without external assistance and proposing financial sustainability structures where needed,
- conduct any surveys as required to assess impact (in addition to final evaluation),
- integrate lessons and learning for improvements with Danida and broader TEI-TWM programme and celebrate the achievements.

Annex 1: List of priority stakeholders for CREATES in Eastern Africa

As part of the formulation process, a total of 60 specific organizations operating in the region were identified of being of relevance to CREATES. These could be placed in the following groupings:

1. National government ministries and departments
2. Autonomous national authorities and agencies
3. Local government authorities (at level of counties/ districts and municipalities)
4. Regional Economic Communities (RECs)
5. Transboundary River and Lake Basin Organisations (L/RBOs)
6. Development partners, development cooperation agencies and international financial institutions
7. UN agencies
8. Business and private organizations, including media houses
9. International Non-Governmental Organisations
10. Local Non-Governmental Organisations (NGOs) and Community Based Organisations (CBOs)

Based on a strategic analysis, the priority stakeholders for the CREATES programme have been identified and are listed below. This list should not be considered static, and a number of other organizations from the above groups are expected to be of high importance during the course of implementation e.g. for activity alignment, promotion fundraising, knowledge development and dissemination etc..

Group	Priority Stakeholders	Relevance to CREATES Project A
1.	Ministries responsible for Water in Kenya, Tanzania and Uganda (represented by their Transboundary Water Departments/ Divisions/Units)	Direct beneficiaries and important for guidance and ensuring political alignment and sustainable outcomes in line with national priorities
1.	Ministries of Finance	Partners that must approve and sign any financing agreements, and with the ability to engage in relevant budgetary discussions
1.	Water Resources Authorities/ Water Resources Management Departments of Kenya, Tanzania and Uganda	Direct beneficiaries of enhanced tools and training and important for guidance and ensuring strategic alignment and sustainable outcomes
3.	Basin Water Board/Basin Areas/Water Management Zones/Water Catchment Offices	Direct beneficiaries of enhanced tools and training and important for guidance and ensuring engagement with local stakeholders
3.	Local Governments (Districts/Counties)	Partners and beneficiaries ensuring alignment and consideration of local needs and planning activities
3.	City/Municipal Authority	Partners and beneficiaries ensuring alignment and consideration of local needs and planning activities
10.	Community Based Organizations / Water Resources User Associations / Water user Association (WRUAs/WUAs)	Partners ensuring alignment and consideration of local needs and planning activities

5.	Lake Victoria Basin Commission Secretariat (part of East African Community)	Partner ensuring higher level regional political cooperation between countries on TWM, with associated convening power
5.	NELSAP-CU (part of NBI) including offices in Musoma and Kakamega	Direct partner ensuring operational cooperation between countries, technical training partner and host for enhanced tools
6.	Intergovernmental Authority on Development (IGAD) (Agriculture and Environment Division)	Partner of regional political importance for promoting cooperation and integration on water-related issues - able to provide technical input guidance and dissemination (both Kenya and Uganda are members)
9.	Global Water Partnership - East Africa (including Country Water Partnerships)	Partner of importance with extensive governmental and non-governmental IWRM-relevant networks at national and regional level
9.	Nile Basin Discourse	Partner of importance with extensive civil society network to ensure mobilization and engagement of civil society for awareness-raising and input on problems and solutions
9.	World Wide Fund for Nature (WWF, Kenya and Tanzania)	Partner of importance based on experiences on water management issues in the Mara including data and information linked to water allocation planning
6.	Royal Danish Embassy, Kenya	Partner of importance for providing overall oversight and management guidance, as well as political support

Annex 2: Long list of relevant policies, strategies and plans

The following is an extensive list of regional, basin and national policies, strategies and plans (or similar) of relevance to this project to consider. All are at varying stages of adoption/implementation/operation.

East African Community (EAC) Treaty (1999), and **Lake Victoria Basin Development Protocol (2003)** are examples of key regional agreements that promote cooperation in managing shared water resources, including the Mara and SMM basins, to ensure sustainable development and conservation. The **EAC Water Policy** to be implemented through the **EAC IWRM Strategy,** which were adopted in May 2022 by the EAC Sectoral Council on Environment and Natural Resources are in harmony with CREATES. LVBC's **Lake Victoria Basin Integrated Water Resources Management Strategy (2023 – 2050)** and **Lake Victoria Multi-Phase Project** (with support from World Bank through CIWA), as well as IGAD's **Regional Water Resources Management Policy** and **Regional Strategy (2021-2025)** are important point of reference for CREATES**.** Also of emerging importance is the new **Nile River Basin Cooperative Framework (2024)** having been ratified by six countries and is open for others to join. This framework will establish the Nile River Basin Commission (NRBC), replacing the NBI. The NRBC will have broader powers and oversee the framework's implementation, cooperation, and dispute management. At the time of writing, a summit was planned to guide the agreement's implementation.

Sio-Malaba-Malakisi (SMM) Basin:

- **SMM Basin Investment and Development Strategy (2008)** provides a framework for planning and developing investment projects in the SMM basin, focusing on sustainable development and cooperation between Kenya and Uganda.
- **SMM Basin Investment Framework (2018)** is an updated framework to guide transboundary investments, promote socio-economic development, enhance environmental sustainability, and improve natural resource management.
- **Memorandum of Understanding (MoU) for Joint Management (2018)** facilitates joint management and development of the SMM basin, focusing on sustainable water use and conflict mitigation.

Mara River Basin:

- **Mara River Basin Integrated Water Resources Management and Development Project (current phase 2019-2026)** is a long-term and ongoing project that includes the Mara Watershed Management Plan, addressing environmental degradation through afforestation, soil conservation, and sustainable agriculture.
- **Transboundary Water Allocation Plan (early 2000s onwards)**, spearheaded by WWF-Kenya, this plan balances water distribution while preserving environmental flows, ensuring sustainable water management between Kenya and Tanzania.
- **Memorandum of Understanding (MoU) for Joint Water Resources Management (2015)**: This MoU promotes joint water resources management and equitable utilization between Kenya and Tanzania.

Kenya:

- **Kenya Vision 2030**, **aligned with the National Water Master Plan 2030**, is the country's long-term development strategy and outlines several key provisions for water resources management, focusing on sustainable and equitable access, conservation, and quality improvement measures, and the importance of real-time water resource data collection for effective management.
- **National Water Resources Strategy (2020-2025)** aims to ensure access to clean and safe water for all Kenyans while managing water resources sustainably. It addresses issues such as water scarcity, catchment degradation, pollution, and climate variability. Key objectives include water resource monitoring, freshwater

ecosystem protection, disaster management, and promoting cooperation in managing transboundary water resources.

- **National Water Policy (2021)** aims to preserve, conserve, and protect water resources, ensuring their sustainable and rational use. It emphasizes providing quality water to meet various needs, including poverty alleviation, and establishing an efficient institutional framework for water sector management.
- **Kenya National Adaptation Plan (NAP) (2015-2030)** outlines Kenya's approach to enhancing climate resilience and achieving the goals of Vision 2030. It focuses on reducing vulnerability to climate change across various sectors, including water. The plan emphasizes the need for adaptive capacity, sustainable water management practices, and the integration of climate change considerations into national planning.
- **National Climate Change Action Plan (NCCAP) (2018-2022)** sets out priority areas for climate action, including both adaptation and mitigation measures. It highlights the importance of a supportive policy and regulatory environment, capacity building, technology and innovation, climate finance, and robust monitoring and reporting systems. Water management is a critical component of the plan, with actions aimed at improving water security and resilience to climate impacts.
- **Integrated Water Resources Management (IWRM) Action Plan (2023)** is aligned with Sustainable Development Goal 6 (SDG6), this plan promotes integrated approaches to water resource management. It addresses water security and climate change impacts through stakeholder engagement, public awareness, and comprehensive management plans.
- **The Lake Victoria South and North Basin Management Plans (2020-2040)** outline have a main objective to guide sustainable utilization and development of water resources. The plan integrates environmental, social, and economic aspects to achieve sustainable water management and seeks to balance resource utilization, development, and protection while considering stakeholder input and existing plans. The plan works to deliver a vision for the basin, which is "*a sustainably conserved and climate-resilient basin providing equitable ecosystem services through integrated water resources management by 2040".*

Tanzania:

- **National Water Policy (NAWAPO) (2002)** aims to ensure sustainable management and development of water resources. It focuses on providing access to clean and safe water for all, improving water governance, and promoting the efficient use of water resources.
- **Draft National Water Policy 2002 Version 2023** aims to enhance water resources management, promote the sustainable development of water resources, carry out water and wastewater quality management, improve access to clean, safe, reliable and sustainable water supply services for all uses, strengthen climate change resilience in the water sector, promote gender mainstreaming, and enhance good governance in the water sector. The policy also provides for the government of Tanzania in collaboration with stakeholders enhancing he management of transboundary water resources for the benefit of the country.
- **National Water Sector Development Strategy (2006-2025)** outlines the framework for implementing the National Water Policy. It includes plans for improving water supply and sanitation services, enhancing water resource management, and promoting stakeholder participation in water governance.
- **Water Sector Development Programme Phase Three (WSDP III) 2022/23 – 2025/26** aims to enhance the sustainability of water resources, ensure sustainable water usage, and strengthen institutional frameworks to meet national and international development goals, including the Sustainable Development Goals (SDGs).
- **National Climate Change Strategy (2021-2026)** addresses the impacts of climate change on various sectors, including water. It aims to enhance climate resilience through adaptation and mitigation measures, improve climate data and information systems, and strengthen institutional capacity for climate action.
- **National Adaptation Programme of Action (NAPA) (2007)** identifies urgent and immediate adaptation needs to address the adverse effects of climate change. It prioritizes actions in sectors such as water, agriculture, health, and infrastructure to enhance resilience and reduce vulnerability.
- **Integrated Water Resources Management and Development Plan (IWRMDP)** is aligned with the principles of Integrated Water Resources Management (IWRM), this plan promotes the sustainable use and

management of water resources. It emphasizes the need for coordinated development and management of water, land, and related resources.

- **National Five-Year Development Plan (2021/22-2025/26)** includes strategies for improving water resource management and addressing climate change. It focuses on enhancing water infrastructure, promoting sustainable water use, and building resilience to climate impacts.

Uganda:

- **National Water Policy (1999)** aims to promote the sustainable management and development of water resources. It focuses on ensuring equitable access to water for all users, improving water governance, and protecting water resources from pollution and overuse.
- **National Water Policy (2022 draft)** emphasizes integrated and sustainable water resource management, including strategies for resilience against climate impacts like floods and droughts, and prioritizes cooperation with neighbouring states through NBI/NELSAP and EAC/LVBC.
- **Water and Environment Sector Development Plan (2015-2030)** outlines the strategic direction for the water and environment sector, aiming to improve water supply and sanitation services, enhance water resource management, and promote environmental conservation. It includes measures for capacity building, infrastructure development, and stakeholder engagement.
- **National Climate Change Policy (2015)** provides a framework for addressing climate change impacts across various sectors, including water. It aims to enhance climate resilience through adaptation and mitigation measures, improve climate data and information systems, and strengthen institutional capacity for climate action.
- **National Adaptation Programme of Action (NAPA) (2007)** identifies urgent and immediate adaptation needs to address the adverse effects of climate change. It prioritizes actions in sectors such as water, agriculture, health, and infrastructure to enhance resilience and reduce vulnerability.
- **Uganda Vision 2040** includes strategies for sustainable water resource management and climate change adaptation. It emphasizes the need for integrated water resource management, improved water infrastructure, and enhanced capacity to cope with climate variability and change.
- **National Development Plan III (2020/21-2024/25)** integrates water and climate change considerations into national development priorities. It focuses on improving water supply and sanitation services, promoting sustainable water use, and building resilience to climate impacts.

Annex 3: Other relevant ongoing and planned initiatives

Sio-Malaba-Malakisi Basin Prioritized Investment Projects
In the Sio-Malaba-Malakisi Basin, several prioritized investment projects are coordinated by the Intergovernmental Authority on Development (IGAD), with technical support from the International Union for Conservation of Nature (IUCN) and the United Nations Economic Commission for Europe (UNECE). These projects aim to address challenges such as catchment degradation and water quality, promoting joint actions by Kenya and Uganda for sustainable water management. The projects offer inspiration and/or a direct opportunity for CREATES Project B to help implement fully prepared plans, which could shorten the time to implement and offer tangible benefits. Activities in CREATES Project A could support additional quality assurance and feasibility assessments before interventions are undertaken using CREATES funding.

One of the key projects is the **Malaba Irrigation Project**, which focuses on enhancing agricultural productivity through improved irrigation infrastructure. This project is vital for boosting food security and supporting the livelihoods of local farmers.

The **Eastern SMM Water Security and Development** project combines multiple sub-catchment management plans to ensure water security and sustainable development across the basin. This integrated approach helps to address water-related challenges holistically, considering the interconnections between different sub-catchments.

The **Sio Sango Multipurpose Water Resources Development Project** aims to provide water supply and irrigation solutions to support local communities. By developing multipurpose water infrastructure, this project helps to meet the diverse water needs of the region, from domestic use to agricultural irrigation. Community-based wetlands management projects are also being implemented to manage wetlands sustainably and improve water quality. These projects involve local communities in the conservation and sustainable use of wetland resources, ensuring that these vital ecosystems are protected for future generations.

The **Sio Siteko Wetlands Management Project** (part of the Sio-Siteko Transboundary Wetlands Management Plan) runs from 2020 to 2030 and aims to conserve the Sio-Siteko wetland shared by Kenya and Uganda. Funded by the German Federal Ministry for the Environment (BMU) through the International Climate Initiative (IKI), it involves partners like the Nile Basin Initiative, Wetlands International, and Nature Uganda. Key activities include conserving the wetland and monitoring endangered species, introducing sustainable crops and training for diversified income sources like livestock rearing and aquaculture, and establishing governance structures and conducting training for effective wetland management. This project focuses on environmental conservation and improving local livelihoods through sustainable practices.

Finally, the **Angololo Multipurpose Water Resources Development Project** involves the development of the Angololo Dam to provide water for irrigation and other uses. This project is expected to significantly enhance water availability in the region, supporting agricultural productivity and improving the livelihoods of local communities.

Mara River Basin Integrated Water Resources Management and Development Project (current phase 2019-2026) is a long-running project, managed by NELSAP with support from the World Bank, Sweden, and Norway, aims to establish a cooperative framework for joint water resource management, supporting sustainable development and improving living conditions while protecting the environment. Key activities include developing multipurpose storage reservoirs for irrigation, water supply, and small hydropower generation. Feasibility studies are being conducted for small to medium storage dams in Tanzania and Kenya, assessing potential benefits and impacts to ensure they meet local needs while minimizing environmental harm. Additionally, sub-catchment management plans are being prepared for specific areas in Kenya and Tanzania, providing detailed roadmaps for managing water

resources at the local level. Synergies with this project and learnings from the project partners are of direct relevance to CREATES.

Kenya Watershed Services Improvement Programme (KEWASIP) (current phase 2023-2027), is World Bank funded, includes the Mara (in Kenya only) and aims to restore degraded landscapes, improve watershed services, and enhance climate resilience and livelihoods. Discussions with the World Bank as part of the CREATES programme preparation phase indicated that there could be opportunities for synergies regarding the design, implementation and maintenance of climate sensitive hydrological modelling software being planned for the basin. At the time of writing, the project had yet to commence.

Citizen Science Water Quality Monitoring of the Mara Basin (no set end date) is currently being supported by UNEP and partners. The objectives are to improve water quality monitoring and management; allow ministries to report on UN SDG 6 (indicator 6.3.2) using citizen science generated data; support local communities, local Water Users Associations, and water resource authorities to improve river basin management; and identify pollution (nutrient and sediment) hotspots and support mitigation actions. There are opportunities for CREATES to support the sustainability of this initiative, possibly expand to the SMM, and include this important data in the water management Decision Support Systems used by authorities.

The Mara River Basin Integrated Water Resources Management and Development Project (current phase 2019-2026) is a long-running project, managed by NELSAP with support from the World Bank, Sweden, and Norway, aims to establish a cooperative framework for joint water resource management, supporting sustainable development and improving living conditions while protecting the environment.

Key activities include developing multipurpose storage reservoirs for irrigation, water supply, and small hydropower generation. These reservoirs are crucial for ensuring a reliable water supply, especially in regions prone to water scarcity. Integrated watershed management is another significant component, involving activities like beekeeping, soil and water conservation, dairy goat farming, energy-saving devices, poultry keeping, tree nurseries, agro-processing, and value addition. These initiatives help reduce pressure on natural resources and promote sustainable land use practices.

Feasibility studies are being conducted for small to medium storage dams in Tanzania and Kenya, assessing potential benefits and impacts to ensure they meet local needs while minimizing environmental harm. Additionally, sub-catchment management plans are being prepared for specific areas in Kenya and Tanzania, providing detailed roadmaps for managing water resources at the local level.

Kenya Watershed Services Improvement Programme (KEWASIP) (current phase 2023-2027), World Bank funded, which includes the Mara (in Kenya only) and aims to restore degraded landscapes, improve watershed services, and enhance climate resilience and livelihoods.

Mara River Basin Water Allocation Plan is currently being implemented with the active participation of various stakeholders, including local communities, national governments, and regional organizations like NELSAP and LVBC. By issuing water permits, the aim is to ensure that water is fairly allocated among domestic, agricultural, industrial, and environmental users. A key component of the plan is the maintenance of environmental flows. The implementation process includes data collection and monitoring to usage. This data informs allocation decisions, helping to balance the diverse needs of water users. Unfortunately, stakeholders have indicated that implementation is not being coordinated at the basin level, which is a threat to longer-term success. It has been suggested that CREATES could help strengthen coordination by bring together the various stakeholders. This assistance could help to create other synergies with related technical support to be provided through CREATES.

Regional

The Nile River Basin Management Plan (NRBMP) (2022) aims to guide the planning and implementation of water resources management and development in the Nile Basin at national, sub-regional, and regional levels. CREATES program could be used to support the implementation of the plan at the lowest hydrological management units (catchments of sub-basins like SMM and Mara). For example, overhaul and localization of the Nile Basin Decision Support System.

Nile Cooperation for Climate Resilience (NCCR) Project (2021-2025), funded by the World Bank and CIWA Trust Fund, aims to enhance water resource management in the Nile Basin with a budget of $30 million. It focuses on five themes: cooperation platform, water quality investment planning, flood and drought risk mitigation, dam safety capacity building, and innovative information services for climate-resilient planning.

Enhancing Conjunctive Management of Surface and Groundwater Resources (2020-2025) project funded by GEF ($5.33 million) and implemented by UNDP, focusing on sustainable management of transboundary aquifers in the Nile Basin.

Support to Hydro-diplomacy (2016-2025) project is funded by the German Federal Foreign Office (€4.8 million) through GIZ, aimed at fostering cooperative solutions to Nile water conflicts.

Programme for Transboundary Water Management (2022-2025) is funded by the German Federal Ministry of Economic Cooperation and Development (€6 million), enhancing NBI's role in consensus building and cooperation among Nile Basin states.

Annex 4: Outline of workplan

This draft work plan for the inception phase and indicative outline of work plan for the 5-year period will be used to support a discussion with key stakeholders during the start-up phase on the work to be undertaken. Annual workplans will be subject to approval by the Steering Committee.

	Work Schedule and Planning for Deliverables	Year 1 1 2 3 4 5 6 7 8 9 10 11 12
OUTPUT AREA	**Task A0 – Inception**	
A0.1	**Mobilization of team and setting up of Project Management Unit – initiate the inception stage**	
	Recruitment of project staff. Project Managers will be appointed, as will Basin Focal Points and Strategic Advisers.	
	Setting-up of Project Management Unit in Nairobi and arranging project administrative procedures.	
	On-boarding and team building of new hires, creating a solid foundation for working as a project team.	
	Kick-off meeting with relevant stakeholders to present the project and initiate the inception stage	
	***Output** : Project organisation mobilised and functioning*	
A0.2	**Development of detailed workplan and budget allocations**	
	Development of draft work plan for the 5-year period	
	Development of draft budgeted work plan for year 1.	
	***Output:** Project workplan (draft) developed*	
A0.3	**Inception workshop and governing body meetings**	
	Writing of inception report including possible deviations to be agreed by the Strategic Steering Committee/Operational Oversight Board.	
	Inception workshop with relevant stakeholders with presentation of workplan, organisation, vision and outcomes etc.	
	Engagement of executing partners to assist in delivering on the work plans developed.	
	Development of a Monitoring Evaluation and Learning (MEL) Plan.	
	Development of final work plan for the 5-year period	
	Development of final budgeted work plan for year 1.	
	***Output:** Inception report including workplan and monitoring and evaluation learning plan developed and*	
A0.4	**Establishment of Project Governance Structures and communications strategy**	
	Preparation of terms of reference for the Strategic Steering Committee, the Advisory Panel, and appointment of members.	
	Preparation of communication strategy for the project.	
	***Output** : Terms of reference for the Strategic Steering Committee, the Advisory Panel, and appointment of members and communication strategy*	
A0.5	**Operational agreements with key counterpart organizations**	
	Agreements (MoU's) with organizations where Basin Focal Points and Strategic Advisers are initially going to be placed, i.e.:	
	Sio-Malaba-Malakisi (Kakamega, Kenya)	
	Mara (Musoma, Tanzania)	
	UNEP-HQ (Nairobi, Kenya).	
	Agreements (MoU's) with relevant authorities and regional bodies for implementation of the project.	
	***Output** : Operational agreements with key counterpart organizations developed, approved and implemented*	
A0.6	**Anchoring and alignment of planned activities into current plans and strategies**	
	Further dialogue with relevant basin, national and regional policies/strategies/plans, including other projects of relevance (recently concluded, ongoing and planned), with a view to identifying where and how CREATES can best support existing demands and ambitions.	
	Establishment of relationships with main stakeholders in each of the geographic focus areas.	
	Consultations and workshops with stakeholders to identify exactly how their main concerns and priorities can be best addressed.	
	Define criteria for interventions (demand, impact, cost, environmental benefit, risks, sustainability, etc.).	
	Clarify legal or other formal requirements for interventions that may require construction or change of infrastructure.	
	***Output** : Anchoring and alignment of planned activities into current plans and strategies implemented and approved*	

	Work Schedule and Planning for Deliverables	Year 1												Year 2												Year 3												Year 4												Year 5											
		1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41	42	43	44	45	46	47	48	49	50	51	52	53	54	55	56	57	58	59	60
OUTPUT AREA	**Task A1 – Water resources management based on improved technical capacity and tools**																																																										
A1.1.1	**Review of past studies, current systems, existing models and tools as well as current data availability and quality**																																																								
	***Output**: data status, requirement and gaps report*																																																							
A1.1.2	**User requirement and needs assessment**																																																							
	***Output**: User requirement and needs assessment report (data and information)*																																																						
A1.1.3	**Establishment of virtual stations for data scares area**																																																							
	***Output**: report describing concept and output as well as operational virtual stations*																																																						
A1.1.4	**Design and implement Water Resources Information System (WRIS)**																																																							
	***Output**: Operational WRIS implemented with drafted sustainability plan (WRIS and data)*																																																						
A1.1.5	**Water resources model established**																																																						
	***Output**: Water resources model established for the basins*																																																					
A1.1.6	**Common understanding of the hydrology over the entire transboundary basin**																																																						
	***Output**: Water resources portal established and basin profile report developed*																																																					
A1.1.7	**Data sharing protocols established**																																																					
	***Output**: Data sharing protocols, rules and procedures, drafted and in process for approval*																																																					
A1.1.8	**Sustainability plan established**																																																					
	***Output**: Sustainability plan (data and information) finalised and approved*																																																					
OUTPUT AREA	**Task A1.2 – Decision support systems developed and applied**																																																					
A1.2.1	**Water resources assessment**																																																					
	***Output**: Water resources assessment reports developed*																																																					
A1.2.2	**IWRM, water management and disaster issues identified**																																																					
	***Output**: Report(s) on state of the basin(s)*																																																				
A1.2.3	**Validation of requirements specifications and decision to be supported by WRIS and DSS**																																																				
	***Output**: WRIS and DSS Conceptual Design report*																																																				
A1.2.4	**WRIS and DSS implementation in selected pilot areas**																																																				
	***Output**: WRIS and DSS implemented in pilot areas*																																																			
A1.2.5	**Sustainability plan established**																																																				
	***Output**: Sustainability plan (WRIS and DSS) finalised and approved*																																																				
OUTPUT AREA	**Task A1.3 – Climate-resilient water management applied in development and economic decision making**																																																				
A1.3.1	**Reviews and multi-ministerial/sector stakeholder consultations**																																																				
	***Output**: Reviews and multi-ministerial/sector stakeholder consultations report*																																																				
A1.3.2	**Roadmaps for basins**																																																				
	***Output**: Roadmap reports for basins developed*																																																				
A1.3.3	**Operational IWRM plan for basins supported by the established WRIS and DSS**																																																				
	***Output**: Operational IWRM plan for basins developed*																																																				
A1.3.4	**Institutional arrangements related to the IWRM plan**																																																				
	***Output**: Report on institutional arrangement for implementing the IWRM plan developed*																																																				
A1.3.5	**Sustainability plan established**																																																				
	***Output**: Sustainability plan (operational IWRM processes) finalised and approved*																																																				
OUTPUT AREA	**Task A1.4 – Climate resilient and transboundary water resources technical capacities strengthened within national and sub national water authorities and institutions responsible for TWM**																																																				
A1.4.1	**Training and capacity building planned and implemented**																																																				
	***Output**: Training targets achieved and verified*																																																				
A1.4.2	**Train the trainer**																																																				
	***Output**: Train the trainer implemented and verified*																																																				
A1.4.3	**Awareness strengthening**																																																				
	***Output**: Awareness activities implemented and verified*																																																				
A1.4.4	**Sustainability plan established**																																																				
	***Output**: Sustainability plan (training and capacity building) finalised and approved*																																																				

	Work Schedule and Planning for Deliverables	Year 1												Year 2												Year 3												Year 4												Year 5											
		1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41	42	43	44	45	46	47	48	49	50	51	52	53	54	55	56	57	58	59	60
OUTPUT AREA	**Task A2.1 –Online platform for knowledge-sharing and benchmarking on TWM established**																																																										
A2.1.1	**Learning and knowledge sharing requirements and needs**																																																										
	***Output** : Report on knowledge sharing, best practices, requirements and needs for the basins*												▲																																															
A2.1.2	**Knowledge platform established as part of the Water Resources portal established**																																																										
	***Output** : Knowledge platform established*																					▲																																								
A2.1.3	**Sustainability plan established**																																																										
	***Output** : Sustainability plan (knowledge-sharing) finalised and approved*																							▲																																						
OUTPUT AREA	**Task A2.2 – Knowledge products and knowledge-sharing initiatives developed and disseminated/implemented**																																																									
A2.2.1	**Knowledge products and knowledge-sharing initiative**																																																										
	***Output** : Knowledge products and knowledge-sharing initiatives implemented and verified*																																																									▲	
OUTPUT AREA	**Task A2.3 – Monitoring, evaluation, learning, communication and awareness raising**																																																									
A2.3.1	**Monitoring, Evaluation and Learning framework**																																																										
	***Output** : Monitoring, Evaluation and Learning framework implemented*							▲																																																				
A2.3.2	**Joint programme communications strategy**																																																										
	***Output** : Joint programme communications strategy implemented*						▲																																																					
A2.3.3	**Review and evaluation**																																																										
	***Output** : Review and evaluation activities successfully implemented*																																																										

Annex 5: Results Framework

Programme title	Climate Resilient Eastern African Transboundary Water Management (CREATES)
Programme Objective	Increased water security, regional stability, enhanced resilience, and peaceful development of the Eastern African region through adaptive transboundary water governance
Impact Indicator	Achievement of SDG Target 6.5 transboundary indicator on water management[12] in CREATES basin locations.
Baseline	Data for the baseline exist for the national level but not for the basin level. It is the intention to establish the baseline at basin level in the initial stage of the project using the same methodology that is used for national SDG monitoring.
Target	2029 target: Increase by 10% in the average score for SMM and Mara

Outcome A1		**Water agencies, Lake/RBOsLocal, national and regional bodies conduct effective climate-resilient water resources management based on improved technical capacity and tools**	
Outcome indicator		1.1 Number of RBOs/ Water agencies, national authorities and regional bodies engaged in decision-making processes based on improved water data and technical decision support tools. 1.2 Number of collaborative TWM-related NBS investments/planning processes that are informed by DSS in the target region.	
Baseline	Year	2024	Some TWM collaboration exists but is based on outdated tools or insufficient data and knowledge about the outlook for climate and water resources. Effective and up-to-date water-related information systems and DSSs do not exist. *Below result metrics are cumulative.*
Target	Year	2029	5 local and national authorities or regional bodies cooperate and engage in decision-making processes based on water-related data collection, monitoring and analysis. 6 collaborative TWM investments/planning processes are informed by DSS.
Output A1.1		Improved data and information management systems	
Output indicator A1.1		1.1.1 Number of data collection plans developed, adopted, and implemented 1.1.2 Number of data sharing agreements in place 1.1.3 Number of Information Management Systems designed (year 2) / implemented (year 4) including gender and NbS data	
Output A1.2		Decision support tools developed and applied	
Output indicator A1.2		1.2.1 Number of trainings provided 1.2.2. Number of participants (disaggregated by institution and gender) 1.2.3 Level of satisfaction from participants to the trainings 1.2.4 Number of DSS designed (year 2) / implemented (year 4) with gender / NbS indicators included	
Output A1.3		Climate-resilient water management applied in development and economic decision making	

[12] The SDG 6.5 transboundary indicator is calculated specifically for the purposes of this programme, although it draws on the SDG 6.5 indicators. The indicator is a simple average of: (a) Transboundary-related scores under SDG 6.5.1; and (b) SDG 6.5.2 scores. For each basin, (a) is calculated based on scores to the four transboundary-level questions in the 6.5.1 survey: 1.2c (arrangements), 2.2e (organizational framework), 3.2d (data and information sharing), 4.2c (financing for transboundary cooperation).

Output indicator A1.3		1.3.1 Number of tools, briefs, interventions, and communications products created to raise awareness and facilitate the inclusion of climate-resilient water management considerations in national and regional development agendas 1.3.2 Number of water-related plans/policies/projects supported by use of DSS	
Output A1.4		Climate- resilient and transboundary water resources technical capacities strengthened within national and sub national water authorities and institutions responsible for TWM	
Output indicator A1.4		1.4.1 Number of RBOs/water agencies and regional bodies with access to improved decision support systems 1.4.2 Number of water experts in participating organisations able to manage DSS	
Outcome A2		**Water agencies, Lake/RBOs and regional bodies adopt implement and share improved climate-resilient IWRM practices**	
Outcome indicator		2.1 Number of stakeholders that have benefitted from or been influenced by water- and climate-related knowledge products or learning events disseminated by CREATES 2.2 Number of good IWRM practices implemented by institutions and regional bodies	
Baseline	Year	2024	Most institutions and bodies subscribe to principles of IWRM but struggle to measure and document outcomes and impacts of policies, strategies, plans and projects. Output A2.3 will create a MEL framework that will create a baseline and methodology for doing this, including specific annual targets.*Below result metrics are cumulative.*
Target	Year	2029	To be determined XX downloads of knowledge products from the knowledge platform ZZ users have attended at least one CREATES knowledge-sharing event
Output A2.1		Online platform for knowledge-sharing and benchmarking on TWM established	
Output indicator A2.1		2.1.1 Number of co-partners with their logos on the knowledge platform 2.1.2 Platform designed (year 2) / implemented (year 4) 2.1.3 Number of users accessing the platform 2.1.4 Number of knowledge products on platform	
Output A2.2		Knowledge products and knowledge-sharing initiatives developed and disseminated/implemented	
Output indicator A2.2		2.2.1 Number of exchange and learning events conducted to promote TWM 2.2.2 Number of products downloaded from the knowledge platform	
Output A2.3		Monitoring, evaluation, learning, communication and awareness raising	
Output indicator A2.3		2.3.1 MEL framework developed 2.3.2 Baseline and annual targets established 2.3.3 Annual MEL report with updated indicator values available	

Annex 6: Budget Details

The overall budget for this Project is 87 million Danish kroner (DKK). The suggested outline for the output level budget is as follows:

Table .1: Output level budget

Outcome/Output	Description	Total (DKK)	Yearly (DKK
Outcome A1	**Water agencies, Lake/RBOs and regional bodies conduct climate-resilient transboundary water resources management based on improved technical capacity and tools**	**45,454,511**	**9,090,902**
Output A1.1	Improved data and information management systems	10,745,578	2,149,116
Output A1.2	Decision support systems developed and applied	19,826,059	3,965,212
Output A1.3	Climate-resilient water management applied in development and economic decision making	6,660,880	1,332,176
Output A1.4	Climate resilient and transboundary water resources technical capacities strengthened within national and sub national water authorities and institutions responsible for TWM	8,221,994	1,644,399
Outcome A2	**Water agencies, Lake/RBOs and regional bodies implement and share climate-resilient IWRM practices**	**15,019,900**	**3,003,980**
Output A2.1	Online platform for knowledge-sharing and benchmarking on TWM established	7,678,794	1,535,759
Output A2.2	Knowledge products and knowledge-sharing initiatives developed and disseminated/implemented	6,405,815	1,281,163
Output A2.3	Monitoring, evaluation, learning, communication and awareness raising	935,291	187,058
25% reserve	(To be released after approval by the Steering Committee)	**20,158,137**	**4,031,627**
Outcome B1	**Governance arrangements for TWM are improved and institutions deliver on mandates and operationalise policy and regulatory frameworks to ensure resource mobilisation, policy dialogue and conflict prevention**	0	0
Outcome B2	**Climate-resilient water infrastructure combined with NbS lead to inclusive and sustainable water management and economic development in targeted geographies/basins/communities**	0	0
Project Management	*Mid-term review (to be executed by DANIDA)*	0	0
Project Management	*Final evaluation (IUCN)*	0	0
Project Management	*Audit (yearly basis)*	200,000	40,000
Sub-Total		80,832,547	16,166,509
OH 7+1%		6,466,604	1,293,321
TOTAL		**87,299,151**	**17,459,830**

Disclaimer: The Results Framework is based on the assumption that the 25% reserve will be released for outcomes, outputs and activities as described. Partial release or redirection for other purposes than planned may result in the need to revise the project designs and Results Framework.

Budget notes:

- The Danish grant will be spent solely on activities leading to the expected outputs and outcomes as agreed between the parties. The implementing partner is responsible for ensuring that the funds are spent in compliance with the agreement and with due consideration to economy, efficiency and effectiveness in achieving the results intended.
- UNEP-DHI has the discretion to re-allocate between budget lines within each outcome within the overall budget up until maximum 10%. Any re-allocations above this amount will be presented to the MFA for approval.

Annex 7: Risk Management Matrix

This annex includes the most obvious anticipated risks and response foreseen at the time of writing. The list is not intended to be exhaustive. Periodic progress reports will be used to reflect on the risks, as well as document planned responses to additional emerging risks of significance. Risks and risk management will also be a topic for discussion in Steering Committee and Strategic Advisory Panel meetings, as appropriate.

Contextual risks

	Risk Factor	Likelihood	Impact	Risk response	Residual risk	Background to assessment
1.	**Basin conflict:** Tensions and disagreements amongst upstream and downstream Nile riparian states over the new Cooperative Framework Agreement (2024) lead to pressure on Denmark to withdraw CREATES support.	**Moderate**	**Moderate**	Adopt a bottom-up approach working in basins with low political tensions and a good atmosphere of cooperation (Mara and SMM). Engage with NELSAP and LVBC, who can also facilitate contact with NBI, and use UNEP focal point accordingly. Within the communications plan, consider showing the benefits of Danish support and indirectly elaborate the programme's independence from specific CFA outcomes. Based on the specific scenario, establish an emergency plan that outlines actions should Denmark face political pressure, ensuring continuity in programme operations.	Low The suggested response will reduce but not eliminate the risk	UNEP internal communications
2.	**Other instability:** National or regional events or conflicts (e.g. linked to political, trade, resources etc.) limit the ability of the CREATES to engage and provide assistance.	**Moderate**	**High**	The design of CREATES is based on an adaptive approach to the programme which means that implementation can be shaped and redirected not only by demands and needs, but also by circumstances. In extreme cases, it can be necessary to avoid or withdraw support from selected geographies until it is considered safe to engage, or to redirect resources to other geographies or selected activities.	Low Flexibility and adaptability in allocation of resources will significantly reduce the risk	Regional security briefings from IUCN and UNEP regional offices. Information from local partners and IUCN regional/country offices and focal points.
3.	**Political will and cooperation:** Despite having policies, agreements, strategies, and programmes for TWM, conflicting water needs mean that government authorities do not cooperate on CREATES	**High**	**High**	Foster ongoing dialogue through NELSAP and LVBC to help build consensus, support confidence building and promotion of shared benefits, including how CREATES further supports the established TWM context. Improved technical tools for TWM help countries establish the current and projected availability and use of water resources will provide bottom-up support to the operationalization of agreements.	Moderate The suggested response will reduce the risk to a manageable level	Stakeholder consultations and various UNECE publications, and UNEP report coordinated by UNEP-DHI, "Progress on implementation of Integrated Water Resources Management –

	activities and engage as anticipated.			Peer to peer exchanges will help to build trust between counterparts. Local ownership and control will be emphasized throughout CREATES lifespan.		Mid-term status of SDG Indicator 6.5.1 and acceleration needs, with a special focus on Climate Change" (UNEP & UN-Water 2024)
4.	**Climate change impacts:** Extreme weather events (floods and droughts) affecting CREATES implementation in target areas (e.g. NbS structures and hydromet networks).	**Moderate**	**Moderate**	NbS for water management under CREATES will be designed to account for flood and drought events. CREATES technical tools will not be dependent on establishing hydromet monitoring networks that are vulnerable to negative impact through floods. Climate-induced natural disasters can also have positive impact in mobilising political commitment to transboundary cooperation. CREATES actually aims to build climate adaptive capacity to help manage and mitigate climate impacts.	Low The suggested response measures will significantly reduce the risk	UNEP/UNEP-DHI and IUCN professional programme/project implementation experiences.

Programmatic risks

	Risk Factor	**Likelihood**	**Impact**	**Risk response**	**Residual risk**	**Background to assessment**
5.	**Partner dependence for delivery success:** The outcomes of CREATES are heavily dependent on the direct and indirect involvement of multiple partners e.g. the guidance and leadership of countries. Consequently, if partners' priorities and plans change, the expected programme outcomes can be negatively affected.	Likely	Moderate	CREATES will adjust between partners in order to manage risks and maximize opportunities (that were impossible to identify during the programme formulation phase) to ensure outcomes are achieved. Contract/agreements/memorandums of understanding (or similar) will be formulated to manage uncertainties, risks, liabilities, and indemnification, with payment schedules closely tied to deliverables and performance.	Low The response measures will significantly reduce the risk	UNEP-DHI and IUCN professional programme/project implementation experiences
6.	**Low capacity of beneficiary and implementation partners:** There	**Likely**	**Major**	Technical tools and training will be designed and implemented based on capacity assessments (as well as needs and demands) according to the local	Low The response measures will	UNEP-DHI and IUCN professional programme/project

	will be reliance on government and regional authorities to absorb assistance and enact positive change. Also, sub-consultants, sub-contractors, may not be able to deliver support to expected levels. This situation would lead to low implementation rates and poor results for CREATES.			context. Capacity building work within CREATES will enhance engagement and strengthens partner/beneficiary institutions. CREATES will work in support of existing governance structures, on the understanding that longer term capacity support and institutional strengthening is more desirable than short-term results. Due diligence of implementing partners will be conducted, with regular meetings and site visits to monitor and discuss progress, and periodic reporting on progress, where appropriate	significantly reduce the risk	implementation experiences
7.	**Negative environmental and social impacts:** CREATES activities may lead to further environmental degradation and exacerbation of issues linked to human rights, gender, and social inclusion.	**Unlikely**	**Major**	Commitment to advancing environmental issues, as well as human rights, gender issues and social inclusion are part of CREATES design. For example, there is a focus on promoting environmentally sound NbS interventions; technical tools include consideration of gender relevant data and information; and IUCN's ESMS (Environmental and Social Management System) standard as well as the Natural Resources Governance Framework and rights-based approaches will be applied to ensure that communities (including youth) and vulnerable groups are adequately consulted and included.	Low The response measures will reduce the already low likelihood and reduce potential impacts, leading to a reduced residual risk.	UNEP-DHI and IUCN professional programme/project implementation experiences

Institutional risks

	Risk Factor	Likelihood	Impact	Risk response	Residual risk	Background to assessment
8.	**Lack of ownership of regional, national and local government partners:** This situation would seriously weaken implementation and impact.	**Moderate**	**High**	Emphasize exactly how CREATES has been designed based on a consultative process when required. Validate the proposed Programme Governance and Implementation Structure in the start-up phase, including consultation and endorsement of terms of reference for the Steering Committee. Local ownership and control will be emphasized throughout CREATES lifespan (cross-cutting).	Low The suggested response will reduce the likelihood but not eliminate the risk.	UNEP-DHI and IUCN professional programme/project implementation experiences
9.	**Rivalry between REC's and transboundary**	**Moderate**	**High**	Establish formal data-sharing agreements that clarify the roles of RECs and L/RBOs, ensuring open access to essential data while	Moderate The suggested response will	UNEP-DHI and IUCN professional programme/project

	lake/river organizations: This can lead to difficulties in data and information sharing, affecting CREATES' implementation.			respecting each organization's mandate. Implement a neutral data repository managed by CREATES to provide equal access to data for all involved RECs and L/RBOs, reducing perceived rivalry. Organize joint REC and L/RBO capacity-building activities and workshops to build trust and align goals. Ensure roles and responsibilities with regard to CREATES are clearly communicated and supported in line with existing mandates.	reduce but not eliminate the risk.	implementation experiences
10.	**Key staff attrition:** Staff project staff working on important activities leave for other positions outside CREATES.	**Likely**	**Moderate**	While some level of staff turnover is unavoidable, key staffing within CREATES is sourced from established organizations with information management systems for gathering and storing communications and key documents. Furthermore, the establishment of a physical CREATES office within the region will help to facilitate knowledge sharing within the Project Management Unit.	Low Response measures will reduce the risk. This is an inherent risk that both implementation partners are used to handling.	UNEP-DHI and IUCN professional programme/project implementation experiences
11.	**Safety of staff and operational travel and security risks:** Deterioration of security situation affects ability to operate. Infrastructure in project locations is absent or poor and limits operations.	**Likely**	**Moderate**	Mechanism with Security Risk Adviser in place within IUCN-ESARO, ensuing regular monitoring of security risks, health and safety protocols in place, (including for safe driving).	Low The response measures will increase focus of security and reduce both likelihood and impact of the risk.	UNEP-DHI and IUCN professional programme/project implementation experiences
12.	**Corruption / rent seeking:** Individuals and organizations use power for private gain within CREATES, including acts like bribery, embezzlement, nepotism, and financial gains - without contributing to productivity.	**Likely**	**High**	Project staff will be instructed to adopt a zero-tolerance approach to corruption and rent seeking and be provided with guidelines (e.g. UN Anti-fraud and Anti-corruption Framework, 2022) including "whistleblower" instructions available from IUCN, UNEP and UNEP-DHI. Financial audits and periodic reviews/evaluations will be used to support additional oversight.	Low Response measures will make corrupt practices much harder and reduce the risk significantly.	UNEP-DHI and IUCN professional programme/project implementation experiences

Annex 8: List of stakeholders and beneficiaries consulted

The following list is not exhaustive and is included in this version of the draft project document to inform the appraisal. It would be removed from later versions.

Consultation with officials of the Ministry of Water, Sanitation and Irrigation, Kenya

Mr. David Bosuben – Deputy Director, Treaties and Agreements, Ministry of Water and Sanitation Transboundary Waters Division
Ms. Margaret Irungu, Deputy Director, Policy, Transboundary Waters Division
Phylis Akinyi – Environmentalist, MoWSI
Said Omer – National Water Resources Officert, MoWSI
Moffat Mokanya – TWRI, MoWSI
Videnso Mwaniki – Transboundary Water Resources, MoWSI
Shelat Lalawo – Transboundary Water Resources, MoWSI
Dr. Joash Oruta – Basin Area Coordinator, Lake Victoria South Catchment Area, Water Resources Authority (WRA)
Mr. Bernard Omuya – Basin Area Coordinator, Lake Victoria North Catchment Area, Water Resources Authority (WRA)
Eng. Hilda Luoga – Programme Officer, Lake Victoria Basin Commission (LVBC)
Mrs. Gladys Wekesa, Director, Transboundary Waters Division, and Nile-TAC member

Consultation with officials of the Ministry of Water, Tanzania

Ms. Mwanamkuu Mwanzika Principal Hydrogeologist - MoW.
Mr. Alex N. George – Principal Chemist – MoW
Ms. Esther Kilasy – EAS – MoW
Eng. Lucia Lema – Engineer - MoW
Dr. Estella Mgala – Principal Community Development Officer
Dr. Renatus J. Shinhu – Basin Water Director – LVBWB
Eng. Mwita G. Matano – Engineer in Charge – Mara Catchment
Ms. Rosemary Rwebugisa, MoW
Eng. RamandhantiKabingwa, MoW
Dakawa Msoleni, MoW

Consultation with officials of the Ministry of Water and Environment, Uganda

Dr. Callist Tindimugaya – Ag. Director, Directorate of Water Resources management
Eng. Steven Ogwete
Wycliffe Tumwebaze
Eng. Pamela Agaba
Aheebwa Julius
Richard Musota
Eng. Annette K. Nantongo
Eng. Anthelem Hagene
Abigail Atesa
Judah Bushendich
Emmanuel Arinaime
Sowed Sewagudde
Muzamwru Bogere
James Omoding
Egaru Moses
Daniela Alfara
Winnie Namagembe

Consultation with officials of the Nile Basin Initiative, Uganda

Dr. Florence Adongo, Executive Director NBI
Dr. Michael Kizza, Deputy Executive Director

Consultation with officials of NELSAP-CU, Kigali

Eng. Dr. Isaac Alukwe, Regional Coordinator NELSAP-CU
Eng. Terence T. Ngoda, Program Officer – Water Resources Management and Development
Eng. Sami Osman, Water Resources Engineer
Ms. Milly Mbuliro, Water Resources Officer

Consultation with officials of the Nile Basin Discourse, Uganda

Eng. Sylvester Matemu, Executive Secretary NBD

Consultation with officials of the Global Water Partnership East Africa, Uganda

Mr. George Sanga – Regional Coordinator GWP-EA

Consultation with officials of Kenya Water Partnership:

Mr. Peter Macharia

Consultation with officials of Tanzania Water Partnership

Victor Kongo, Executive Director
Subira Munishi
Mbogo Futakamba
Nawisa Mpembe
Herbst Kashillah
Peter Chrisogonow
Asha Msoka

Consultation with officials of IGAD, Djibouti

Mr. Daher Elmi, Director, Agriculture and Environment Division
Dr. Ibrahim Mohamed Ahmed, Programme Manager – IGAD Water Unit
Guleid Artan, IGAD / ICPAC
Mohammed Hassan, IGAD / ICPAC

Consultations with officials of International Water Management Institute, Addis Ababa, Ethiopia:

Abdulkarim A. Seid, Country Representative, Ethiopia; Regional Representative, East Africa
Muinken E. Adamseged
Allemseged T. Haile

Meru Teferi Taye
Mekuria Wolde

Consultation hosted by Ministry of Energy and Water Resources, Somalia:

Ahmed M. Hassan, Director of Hydrometeorology Department, MoEWR
Mohammed Ahmed Suufi, MoEWR
Sadia Yusuf Abdi, MoEWR
Shariff Osman, MoEWR
Mohamed Osman, MoEWR
A.Mohamed, MoEWR
Hassan Abdirizak, UNDP
Mohamed Hassan, OPM
Eng. Mohamed Gurey, FAO
Mohamed Khadar, SODMA
Asli Ismail Duale, Chairperson, Somalia Water Partnership

April 24th, 2025

Danish contribution to the Team Europe Initiative on Transboundary Water Management (TEI – TWM)

Project B

"Effective transboundary water management through enhanced governance and climate resilient water management"

IUCN contribution to:

Climate Resilient Eastern African Transboundary Water Management for Environmental Sustainability (CREATES)
2025-2029

Draft Project Document

April 2025

Ministry of Foreign Affairs of Denmark File 360: 2023-3705

List of Acronyms and Abbreviations

AFD	French Agency for Development Cooperation
AGWA	Alliance on Global Water Adaptation
AMCOW	African Ministers' Council on Water
ANBO	African Network of Basin Organisations
AU / AUC	African Union / African Union Commission
BOAD	Benefit Opportunity Assessment Dialogue
BRIDGE	Building River Dialogue and Governance programme,
CSO	Civil Society Organisation
CBO	Community Based Organisation
CREATES	The Danish Climate Resilient Eastern African Transboundary Water Management Project
DSS	Decision support systems
ESARO	IUCNs Eastern and Southern African Regional Office
ESMS	Environmental and Social Management System
GAFA	Groundwater Access Facility
GEF	Global Environment Facility
GIZ	German International Cooperation Agency
GWP	Global Water Partnership
HoA	Horn of Africa
IGAD	Intergovernmental Authority on Development
INTPA	EU Department for International Partnerships
IUCN	International Union for the Conservation of Nature
IWRM	Integrated Water Resource Management
LNOB	Leave No One Behind
LVBC	Lake Victoria Basin Commission
MoEWR	Ministry of Energy and Water Resource in Somalia
MoWE	Ministry of Water and Energy in Ethiopia
MOWSI	The Ministry of Water, Sanitation and Irrigation in Kenya
NAP	National Adaptation Plan
NBI	Nile Basin Initiative
NbS	Nature-based Solutions
NDC	Nationally Determined Contribution
NELSAP	Nile Equatorial Lakes Subsidiary Action Programme
PMU	CREATES Project Management Unit
RBO	River Basin Organisation
REC	Regional Economic Commission
SDG	Sustainable Development Goal
SMM	Sio-Malaba-Malakisi Basin
SPA	Strategic Partnership Agreement
TEI	Team Europe Initiative
TWAP	Transboundary Waters Assessment Programme
TWM	Transboundary Water Management
UNEP	United Nations Environment Programme
UNEP-DHI	UNEP-DHI Centre for Water and Environment

WASSMO	Water and Sanitation Sector Monitoring and Reporting System
WEFE	Water-Energy-Food-Ecosystem Nexus
WSCU	IGAD Water Sector Coordination Unit
WWF	World Wildlife Fund for Nature

Content

1 Introduction

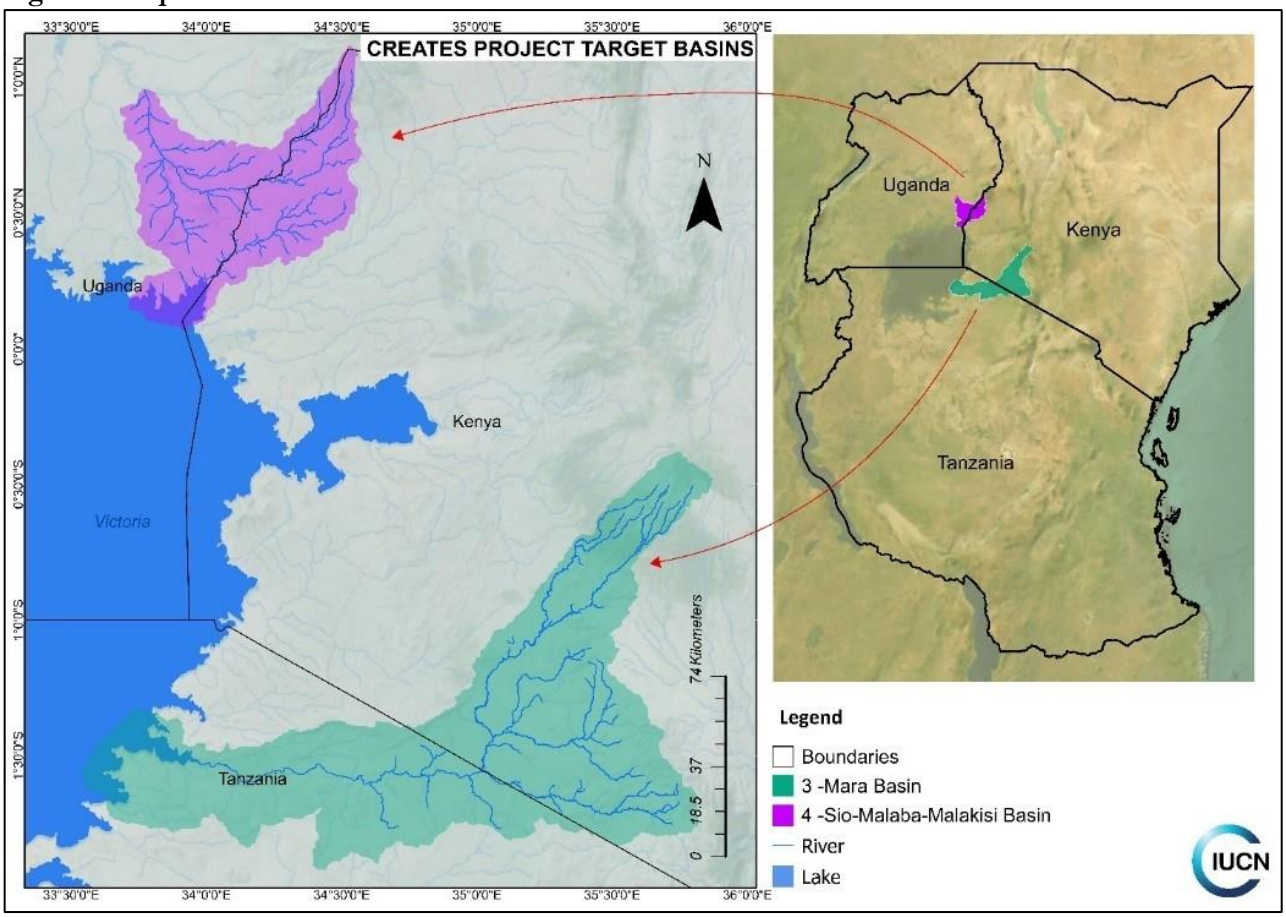
East Africa's transboundary water resources face severe challenges due to climate change, rapid population growth, and unsustainable exploitation. These challenges lead to issues such as flooding, droughts, conflicts over scarce resources, and ecological degradation. In order to contribute to address this situation, the Government of Denmark and its collaboration partners developed the Climate Resilient Eastern African Transboundary Water Management for Environmental Sustainability (CREATES) programme. The formulation of CREATES is based on a combination of stakeholder dialogues (including experts, partners and beneficiaries) regional, national and local field visits, assessment of relevant policies, strategies and plans, as well as consideration of earlier, ongoing and planned interventions.

CREATES seeks to address gaps in transboundary integrated water resource management (IWRM) and improve coordination across climate, disaster risk reduction, and water sectors; enhance climate resilience of affected communities and ecosystems; and contribute to achieving global commitments under the Sustainable Development Goals (SDGs), the Paris Agreement, and the Sendai Framework for Disaster Risk Reduction (2015–2030). CREATES is Denmark's main contribution to the broader Team Europe Initiative (TEI) on Transboundary Water Management (TWM), launched by the EU Commission's Department for International Partnerships (INTPA). The Danish contribution to the CREATES programme under TEI-TWM is DKK 300 million for the period 2025-2029. Climate change adaptation will be a central pillar of CREATES, which will support multiple levels from local communities, local/national water agencies, river basin organisations (RBOs), as well as other regional bodies with oversight of transboundary water management (TWM).

CREATES is designed to address the impacts of climate change on transboundary water resources in East Africa. The intention is to share lessons from successes and failures, and ultimately to contribute to climate resilient sustainable water resources management across the East African Region, and broader within the overall Team Europe Initiative. With this ambition, the overall CREATES programme objective is: Effective transboundary water management in the Eastern African region for increased water security, climate resilience, enhanced cooperation and sustainable development. CREATES has an initial focus on two transboundary river basins in the region: the Sio-Malaba-Malakisi Basin (shared by Uganda and Kenya) and the Mara Basin (shared by Kenya and Tanzania) (see Figure 1).

The implementation of CREATES will be the responsibility of the International Union for Conservation of Nature (IUCN) and UNEP-DHI Centre (with oversight and support from UNEP) - leveraging their expertise in water governance and climate resilience. The implementation will be undertaken under the direct guidance of national and regional government authorities, which CREATES seeks to help strengthen. It will directly contribute to the achievement of existing national and regional commitments and ambitions, including Sustainable Development Goal target 6.5, which aims to implement integrated water resources management (IWRM) at all levels by 2030, including through transboundary cooperation.

Figure 1: Map of SMM and Mara River Basins



Interventions under the programme will be in four key areas, divided between two closely related projects (Project A and Project B), with mutually supporting objectives.

Project A (under UNEP-DHI) focusses on:

a. **Decision support tools**: supporting water resources agencies, lake or river basin organizations (L/RBOs) and regional bodies to conduct climate-resilient water resources management based on improved technical capacity.
b. **Regional collaboration and capacity building**: Supporting water resources agencies, L/RBOs and regional bodies to adopt good technical practices and learning on climate-resilient water management from capacity building and exchange with peers within Eastern Africa and Horn of Africa and the wider TEI-TWM.

The underpinning assertion for support through Project A is that water resources that are not being measured, are not being managed. Furthermore, the use of transparent data and up-to-date information is essential for government authorities to make informed and accountable decisions about shared water resources.

Project B (under IUCN) focusses on:

c. **Enabling environment**: strengthening governance arrangements for transboundary water management (TWM) and improving the ability of institutions to deliver on mandates and operationalize policy and regulatory frameworks to ensure resource mobilization, political dialogue and conflict prevention.

d. **Sustainable infrastructure for water resources management**: Facilitating the development of climate-resilient water infrastructure combined with nature-based solutions that support inclusive and sustainable water management and improved livelihoods in targeted transboundary water basins.

More specifically, CREATES will focus on strengthening governance arrangements within Sio-Malaba-Malakisi Basin and Mara Basin by improving the ability of institutions to deliver on mandates and operationalize policy and regulatory frameworks to ensure resource mobilization, political dialogue and conflict prevention. This work will be underpinned by assistance to improve the technical capacity of lake and/or river basin organizations and regional bodies to conduct climate-resilient water resources management by enhancing existing technical tools for measurement and management.

Local communities are critical in the management of water and land resources within transboundary river basins. In a relatively new and innovative approach, the programme will work with these communities to facilitate the development of climate-resilient water infrastructure combined with nature-based solutions. These interventions can directly enhance inclusive and sustainable water management and improved livelihoods in places which rarely benefit from similar TWM programmes and projects.[1]

Attention will be given to sharing the experiences, lessons learned, information, knowledge and technical tools both gathered and generated by CREATES. The aim is to support the adoption of good technical practices and learning on climate-resilient water management from capacity building within Eastern Africa and Horn of Africa, as well as the broader Team Europe Initiative on Transboundary Water Management.

In December 2024 an independent regional consultant carried out an assessment of the relevance and feasibility of CREATES. The overarching recommendation from the resulting report was that CREATES is aligned with regional and national priorities, has strong stakeholder support, has potential to address critical water resource challenges and deliver benefits to communities, and can contribute to confidence building and deepening transboundary cooperation in the East African region.[2]

2 Context

2.1 Transboundary Waters in Eastern Africa – Challenges and Opportunities

Cross-border management of Africa's transboundary water resources is critical for the environment, development, and stability on the continent. Africa's transboundary rivers, lakes, and aquifers are vital for drinking water, biodiversity, energy, agriculture, fishing, and waterway transport and cover approximately 60% of the continent.[3] However, they face pressures from climate change, population growth, increased food demand, and economic development.

Conserving and distributing water resources equitably among various uses and neighbouring countries, while respecting ecosystem needs, is crucial for the communities and economies that depend on them. Large-scale projects must manage water to maintain the integrity of the hydrological system, while demand management and resource protection are essential to reduce pressures on water resources. Effective water resource management supports long-term sustainable development, economic integration, and fosters peace and security.

[1] UNEP (2014) Green Infrastructure Guide for Water Management: Ecosystem-based management approaches for water-related infrastructure projects. A joint document developed by UNEP-DHI and IUCN. UNEP (2023) Nature-based Infrastructure: How natural infrastructure solutions can address sustainable development challenges and the triple planetary crisis.
[2] Fact-finding study in support of the design of Climate Resilient Eastern African Transboundary Water Management for Environmental Sustainability (CREATES) Program, (Report, December 2024) prepared by Nicholas Azza.
[3] AMCOW (2012) Status report on the application on integrated approaches to water resources management in Africa.

Transboundary water management refers to the shared governance and sustainable management of water resources that cross national or regional boundaries, such as rivers, lakes, and aquifers. It involves cooperation between countries or regions to ensure equitable and efficient use of water while addressing challenges like water scarcity, pollution, and potential conflicts. Key aspects of transboundary water management include the establishment of legal frameworks, treaties, and agreements to guide shared water use, the development of joint monitoring and data collection systems, the implementation of sustainable practices to protect water quality and ecosystems, and the resolution of disputes through dialogue and diplomacy. It aims to balance the needs of all stakeholders, promote peace, and safeguard the long-term health of these vital resources.

Continental and regional level policies and protocols of regional bodies for water resource management must be well-defined and aligned with shared development goals. Mechanisms must be in place to coordinate for maximum benefits across borders. Water resource data availability, modelling of water resource scenarios, and information exchange systems must be adequate to enable shared planning and action. Various institutions at regional, national, and local levels must be operational, capacitated, resourced, and staffed with clear relevant functions to undertake the operational coordination and management of water resources. Multi-sector and transboundary plans for water resource management must balance ecosystem and societal needs. Investments in necessary infrastructure for water resource management, including nature-based solutions (NbS) and financing instruments, are essential.

Eastern Africa has several of the continent's most stressed transboundary water resources, including the Nile and Juba-Shabelle rivers, Lake Victoria, Lake Tanganyika, and Lake Turkana. The region shows significant potential for economic development but faces major challenges and threats to peace and stability. Eastern Africa plays a critical geopolitical role and hosts one third of Africa's population, and accounts for about 17% of the continent's GDP (2022 numbers, up from 14% in 2018 and estimated to grow to 29% by 2040). 84% of East Africa's economic output, comes from Kenya, Tanzania, Uganda, and Ethiopia.[4]

Denmark has clear political, trade, and development priorities for its relations with Eastern Africa, hosting Danish embassies in Kenya, Uganda, Somalia (based in Kenya), Tanzania, and Ethiopia. Denmark prioritizes development initiatives in water, climate action, and food and agriculture to promote peace and stability. Based on these considerations, Denmark agreed with TEI to focus Danish support for TWM on the Eastern Africa region, which in turn is directly linked to the operationalization of Denmark's Africa's Century (2024) strategy - a significant contribution to climate adaptation and support for a just, green transition in Africa.

The programme will initially focus on the Sio Malaba Malakisi (SMM) and Mara River Basins, which feed into Lake Victoria. These basins have significant TWM challenges, high levels of poverty, vulnerable populations, food insecurity, and risks of spillovers from instability and conflict. These basins are not yet as politically sensitive compared to others in the region, which means that now is an opportune time for Denmark to engage through CREATES, while also gaining experience in the TWM space. At the same time, CREATES allows for building on existing partnerships, context-specific knowledge, and potential synergies with other initiatives, including Danish country-level engagements.

Both basins show potential for improved governance and management, as regional bodies, including Nile Equatorial Lakes Subsidiary Action Programme (NELSAP) and Lake Victoria Basin Commission (LVBC), exist with mandates and mechanisms for water governance. Support will be aimed at strengthening existing agreements, governance structures, and enhancing technical tools and capacities, in line with existing policies, strategies, and plans. At the same time, there are clear opportunities for synergies with related ongoing initiatives. The identified implementing partners, IUCN and UNEP-DHI, are well positioned to take advantage of such opportunities, given their experiences and relationships built with key national and local partners in the countries and basins where project activities will be implemented.

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In summary, Denmark's bilateral and regional strategies in water management, climate change, NbS, and peace and stability present good opportunities for CREATES, with Danish support contributing significantly to tackling TWM issues in the region.

2.2 Main issues and needs at basin level

The Sio-Malaba-Malakisi (SMM) basin is a transboundary watershed covering 3,240 km², shared between Kenya and Uganda. This region features a diverse landscape of lakes, rivers, forests, game reserves and national parks, which are home to a rich variety of flora and fauna. Over 4 million people (growing at between 2%-5% per year) depend on this water system for their livelihoods, agriculture, and businesses. The current rate of natural resource exploitation is already unsustainable. Poverty levels in the catchment are high ranging from 30% to 66%.[5] Gender inequality is one of the major causes of persistent poverty, since women's lack of access to and control over resources adversely impacts their productivity.

Floods and droughts in the SMM catchment area are influenced by various factors, including climate change and human activities. Poor agricultural practices have led to severe soil erosion and landscape degradation. Water quality has deteriorated due to sand harvesting and inadequate waste management, making it unsafe for consumption and harming aquatic life. Water scarcity is a growing concern, as is drainage of wetlands, water pollution (surface water and groundwater) and over-exploitation of groundwater resources. The legal framework for intervention on transboundary water management in the basin is the Nile Cooperative Framework Agreement (CFA) that has now been ratified by majority of the riparian countries, and came into force in October 2024, in addition to the existing 2003 Protocol for Sustainable Development of Lake Victoria Basin. At the basin level, the 2015 SMM Memorandum of Understanding (MoU) between the two countries on cooperation in the SMM is being reviewed and transformed into a Bilateral Agreement to be aligned to the Nile CFA with support from IUCNs Building River Dialogue and Governance (BRIDGE) programme.

IUCN's BRIDGE programme has been active in the basin since 2016 building on the previous work by NELSAP. In close consultation with stakeholders at the regional, national and local level, BRIDGE has established a basin-wide benefit-sharing mechanism which resulted in the SMM Basin Investment Plan and Financial Sustainability Strategy between Kenya and Uganda. Using IUCNs benefit sharing methodology (Benefit Sharing – The IUCN Water Knowledge Platform) 12 investment project proposals were prioritized and clustered for investment (see Annex 1). These proposals focussed on built and natural infrastructure and livelihood options, and basin stakeholders and water users at all levels were involved in the benefit sharing process. One of the projects identified, the USD 150 million Angololo multi-purpose water resources project is going through the first phases of preparation for financing by the African Development Bank (AfDB). The total investment project pipeline prepared for all 12 projects is estimated at a budget of around USD 250 million. IUCN is already supporting the development of the governance model between Uganda and Kenya for the project as a shared transboundary project.

The main immediate needs and opportunities for support in the SMM basin through Project B include:

- Further development, framing and implementation of a basin cooperation mechanism between Kenya and Uganda under which they can coordinate transboundary water cooperation activities in the basin and respond to future challenges in unity, while responding to the legal framework posed by the Nile CFA and the LVBC Protocol.

[5] WREM (Water Resource and Environmental Management international limited) (2008). Sio-Malaba-Malakisi (SMM) Transboundary Integrated Water Resources Management and Development Project. Sio-Malaba-Malakisi Watershed Management Study. Final Report; SMM River Basin Monograph, Nile Basin Initiative, Entebbe

- Further implementation and operationalisation of the SMM Basin Investment Plan and Financial Sustainability Strategy which provides various mixed portfolios of investment projects focusing on both nature-based solutions as well as built infrastructure.
- Improvement of water security and water quality situation and reduction of sediment load and ecosystem degradation based on hotspot mapping, identification and implementation of restoration actions.
- Supporting the implementation of a variety of relevant water-related NbS projects on the ground through an on-grants programme.

Box 1: Inclusive basin investment planning in the Sio-Malaba-Malakisi basin (SMM)

In 2017, IUCN through the BRIDGE programme, with support from the Swiss Agency for Development Cooperation (SDC) and with co-finance from the US State Department, and in collaboration with UNECE, led a Benefit Opportunities Dialogue process in the SMM basin. BRIDGE facilitated the first consultative workshop among stakeholders in a visioning process aimed at initiating a discussion on benefit sharing. The meeting was attended by representatives of Kenya and Uganda drawn from local, district/county to national level, as well as from different sectors. In keeping with BRIDGE's multilevel approach, the stakeholders represented varied interests, including different economic sectors and different institutional levels from local to national to regional scales in the transboundary SMM setting.

More specifically, the workshop aimed to stimulate, through dialogue, a common understanding among key basin actors of the benefits of transboundary water cooperation in the basin. The dialogue on these benefits was supported by a typology of benefits developed by the UNECE and by IUCN: economic, social and ecosystem benefits accrue from improved water management in the basin, while regional economic cooperation as well as peace and security accrue from enhanced trust. Thirdly, based on the opportunities identified, the workshop aimed to finalise the design of the next steps of project activities in the basin.

Following the workshop, analytical work on the basin looked into a development and investment framework for the basin which set out the criteria for selection and prioritisation of investments, generated a shortlist of priority projects, and set out a roadmap for a full investment plan for the basin. Secondly, a study was made into the application of BRIDGE's Benefit Opportunities Assessment Tool in the SMM basin, which was produced to support an inclusive dialogue among stakeholders to aid with the prioritisation of 3-4 basin investment projects focusing on infrastructure, NbS and livelihood options.

Between 2019-2022 the Sio-Malaba-Malakisi Investment Plan and Financial Sustainability Strategy was finalised by the binational SMM Joint Working Group that consists of six members from each country drawn from different stakeholder groups and acts as a temporary forum until such time as a more permanent binational entity has been established.

Through analytical studies and stakeholder consultations, a comprehensive mapping of potential and existing project proposals was established, generating a list of 67 investment projects. With the help of multicriteria analysis developed and agreed upon by the stakeholders, a shortlist of 12 investment projects was created, and this was subsequently clustered into a group of 4 preferred clusters of investment projects, each addressing a variety of stakeholder needs, such as infrastructure, NbS and livelihood options.

One of these projects, the Angololo Multipurpose Water Resources Development Project was selected for funding by the African Development Bank, and IUCN supported NELSAP, Kenya and Uganda in the final stages leading to the signing a Binational Agreement between the governments of Kenya and Uganda on 16th April 2025. Through CREATES we foresee a similar process in the Mara River basin, to identify priority projects for resource mobilisation and in the SMM continue supporting the development and funding for the identified projects.

The Mara Basin, spans about 40,000 km² and is among the most important river basins in East Africa as it traverses the world-famous Maasai Mara-Serengeti ecosystem declared one of the new seven natural wonders of the World. As the main perennial source of water in the Serengeti-Mara ecosystem it is an essential resource for the highest density and diversity of large herbivores on Earth. Yet the basin suffers challenges for people – local water scarcity and food insufficiency are major and regular concerns, exacerbated by population growth, and this has led to farming in marginal and ecologically fragile areas like wetlands and protected forests.

Floods and droughts in the basin are exacerbated by climate change, deforestation, and land use changes. These trends threaten the livelihoods of people and livestock, as well as biodiversity and wildlife, while pollution has negatively impacted surface and groundwater quality. Seasonal water quantities have changed significantly in the sense that there are now higher peaks and lower lows in the river flows. Floods have become more common and large parts of the Tanzanian Mara wetlands have become more permanent instead of temporary wetlands. In addition, most parts of the basin, especially middle and downstream, are semi-arid or arid receiving short-interval rainfall coupled with long dry-spells and high evapotranspiration rates. The main challenge is that in most instances long dry spells occur during the growing season thereby affecting crop and pasture growth and resultant yields.

Rapid population growth in the basin has led to excessive land fragmentation and has pushed farming activities into marginal areas that are vulnerable to soil erosion and nutrient loss. It has also led to increased encroachment in ecologically fragile areas such as wetlands and springs, riverbanks and protected forests, where charcoal making, and illegal deforestation now take place. These trends threaten the longer-term livelihoods of the people and livestock as well as biodiversity and wildlife in the Maasai Mara/Serengeti Reserves. The current degradation leads to new challenges, such as a decline in average discharge in rivers, flash floods and high sediment transport.

The basin has been subject to a number of assessments, projects and planning initiatives covering an array of issues, including water management, meaning that there is much, such as the Mara River Basin WEAP (Water Evaluation and Planning) Model, already to build upon. Ongoing efforts include the Mara River Basin Integrated Water Resources Management and Development Project (current phase 2019-2026) which focuses on integrated watershed management, water quality monitoring, and community engagement to ensure sustainable use of water resources. Key activities include reforestation, sustainable agriculture, and capacity building for local stakeholders. Unfortunately, there is not yet a functioning hydro-met network and no hydro-climatic water management tools to substantively support transboundary water management.

As with the SMM basin, the legal framework for interventions on transboundary water management within the basin is the broad Nile Cooperative Framework Agreement (CFA), and the 2003 Protocol for Sustainable Development of Lake Victoria Basin. An MoU was signed between Kenya and Tanzania in 2015, and this now needs to be updated and revised to align with the Nile CFA. In 2012 a Mara Watershed Management Plan was developed by NELSAP, however, to this date, the plan has not been implemented. This plan was originally estimated to contain NbS projects worth around USD 22 million, as well as other medium to large scale infrastructure projects developed by NELSAP, but none of these potential projects have moved forward to feasibility stage. The Mara Watershed Management Plan requires updating, taking into account the changes in the basin in the past decade, the implications of the CFA, and should go through a similar prioritisation process with local stakeholders and water users as was done in the SMM River Basin. Priority should be given to projects that encompass grey and green infrastructure and climate resilient considerations as promoted by NELSAP.

Memoranda of understanding for management of both basins exist and set out the ambition for collaboration between relevant countries. In addition to this, all countries have indicated a willingness for closer collaboration based on formal joint agreements, but processes to advance further have either stalled or require substantial support. CREATES would help to establish these joint agreements.

The immediate relevant needs identified for support in the Mara basin that stakeholders will further refine during the CREATES start-up phase include:

- Further development, framing and implement a basin cooperation mechanism between Kenya and Tanzania under which they can coordinate transboundary water cooperation activities in the basin and respond to

future challenges in unity, while responding to the legal framework posed by the Nile CFA and the LVBC Protocol.

- Support the updating of the Mara Watershed Management Plan as well as the development of prioritised investment projects, resource mobilisation, financing strategy, capacity building and institutional support.
- Protect and restore important watersheds and ecosystems in the basin through identification and validation of hotspots and develop small grants for wetland, riverbank and spring protection, interventions to reduce sediment erosion and flash floods and the protection of surface waters from pollution, as well as the improved and sustainable abstraction of surface and groundwater.

2.3 Main national and local actors and stakeholders

A wide set of institutions will play a range of roles in the CREATES programme, and are crucial for achieving outreach, engagement, and sustainable impact. IUCN has existing working relations and contacts with key people in each of the institutions relevant to the project, are familiar with their mandates and capacities, and know what can be expected from each of them in terms of implementation of the programme and specific project activities. While a longer list of priority stakeholders can be found in Annex 2, important stakeholders for Project B include:

National water authorities (including relevant sub-national entities) responsible for the management of water resources are key partners, given their critical role and mandate. Each country has an official national body responsible for transboundary water management, and a department in the ministry responsible for water:

i. Kenya Ministry of Water, Sanitation and Irrigation
ii. Kenya Ministry Environment, Climate Change and Forestry
iii. Tanzania Ministry of Water and Irrigation
iv. Uganda Ministry of Water and Environment

Similarly, **relevant regional entities include:**

Nile Equatorial Lakes Subsidiary Action Programme (NELSAP) is a specialised institution under the Nile Basin Initiative. It has a mandate to support and implement projects that benefit the Nile Equatorial Lakes region, including the SMM and Mara basins. Its focus includes promoting river basin management and environmental sustainability, making it a key partner[6]. To ensure the right capacity in NELSAP is available to support CREATES, we would seek an implementing partner agreement with this institution with a clear workplan and budget.

Lake Victoria Basin Commission (LVBC) coordinates sustainable water management in the Mara and Sio-Malaba-Malakisi (SMM) Basins. LVBC focuses on transboundary cooperation, biodiversity conservation, and community engagement. LVBC's efforts aim to promote sustainable development and improve water security in these regions make it a key partner.

East African Community (EAC) promotes fair competition and protect consumers in support of regional economic integration. Kenya, Tanzania and Uganda are all members of the EAC. IUCN has supported the development of a EAC Water Policy and IWRM Strategy promoting transboundary water management and development for socio-economic development and regional integration. Rolling out these regional strategies will need the support of the EAC.

Nile Basin Discourse: is a network of Civil Society organization established in 2003 to strengthen civil society participation in Nile Basin development processes, projects, programs and policies. The NBD has evolved into an independent network of over 600 member organizations throughout the Nile Basin. Member organizations are local

[6] It is envisaged that the CREATES' Basin Focal Points could be hosted out of NELSAP's Offices in Musoma (Tanzania) and Kakamega (Kenya) for the Mara and SMM basins respectively

and national CSOs/NGOs working on a range of issues relevant to Nile cooperation, including environmental conservation, agriculture, energy, gender equity, livelihoods, poverty reduction, and others. They would be an important partner to ensure dialogue between state and non-state actors, advocating for cooperation, coordinated development and management of the water resources in the two basins.[7]

Nile Basin Initiative (NBI): Ensures sustainable management of Nile Basin water resources. The recently approved Nile Basin Cooperative Framework Agreement (CFA) sits under this institution, and the text of the CFA envisions the establishment of a permanent institutional mechanisms, a Nile River Basin Commission with mission to promote and facilitate the implementation of the CFA and cooperation aiming the Nile Basin States in the conservation, management and development of the Nile River Basin and its waters. This newly approved institutional framework will likely lead to changes in the governance structure of the Nile sub basins like Mara and SMM and CREATES will support the activities towards this alignment to this new institutional architecture.

Contributions from and benefits to these organizations would be in direct support of their roles and mandates. Areas of collaboration include, but are not limited to:

- Supporting the alignment of the project with relevant policies, strategies, plans and related programmes, as well as conformity to institutional agreements
- Helping to ensure lower-level stakeholders (e.g. local government authorities, non-governmental organizations, Water User Associations, and Community Based Organizations) are consulted, informed and involved, as appropriate
- Assisting with convening and consulting with a range of other relevant stakeholders (e.g. other regional governmental authorities and local communities) on the design and implementation of technical interventions, as well as how they can best be sustained
- Engaging in co-designing and implementing water and climate tools, to help ensure their relevance, uptake and application
- Supporting and mobilising capacity on-the-ground for local level implementation of infrastructure and nature-based solutions
- Mobilising additional resources to support the work and further enhance and sustain the outputs and outcomes

These organizations are envisaged to make broadly similar contributions to and share benefits from CREATES, by working together in direct collaboration[8]. This approach will help to reduce possible tensions regarding shared and overlapping roles and mandates (which are beyond the scope of CREATES to clarify and resolve), but even more importantly, foster integrated approaches, as well as shared knowledge and best practices: By working together NELSAP, LVBC and national ministries can adopt integrated approaches to water management, addressing issues such as climate change, pollution, and resource allocation more effectively. By facilitating the exchange of knowledge and best practices among these institutions, their overall capacity to manage water resources sustainably is further strengthened. These collaborative efforts will in turn contribute to ensuring that CREATES achieves its main objective. Furthermore, given the importance of these partners, they will have roles in the CREATES programme's Steering Committee and/or Strategic Advisory Panel, where they will be able to provide strategic inputs, review/approve annual budgeted work plans, and evaluate progress.

[7] IUCN does an assessment on all partner organisations that it works with in implementing project activities and the assessment will apply to the Nile Basin Discourse (NBD) and other organisations suggested as implementing partners under this project.

[8] Where there are significantly different capacity levels for water resources management that limits action on TWM collaboration, CREATES will support the creation of a more level playing field between the countries through supporting the enhancement of capacities where they are most needed.

2.4 Relevant policies, strategies and plans

CREATES constitutes Denmark's contribution to the EU Team Europe Initiative on Transboundary Water Management in Africa and is a part of **Denmark's Africa's Century (2024)** strategy and is a significant contribution to climate adaptation and support for a just, green transition in Africa. CREATES is also expected to contribute to the realisation of **IUCN's Nature 2030 programme**, as well as the current (2020-2024) and upcoming (2025-2030) Programmes of Work. Each of these include water targets: 1) The loss of freshwater species and decline of freshwater ecosystem health is halted, and restoration initiated; 2) Equitable access to water resources and all associated ecosystem services are secured; and 3) Water governance, law and investment decisions address the multiple values of nature and incorporate biodiversity knowledge. **CREATES is also a direct contribution to UN Resolution 5/5 on NbS and to UNEP's current Freshwater Strategic Priorities and Medium-term Strategy (2022-2025)**, which emphasizes the importance of sustainable water management in addressing climate change. It promotes Integrated Water Resources Management (IWRM), climate adaptation and mitigation, ecosystem resilience, and supportive policies to ensure sustainable development and improved resilience. CREATES is expected to be an important action in helping realize UNEP's Medium-term Strategy (2026-2029) on freshwater and related ecosystems, which was under formulation at the time of writing. CREATES will also support the achievement of **Sustainable Development Goal (SDG) 6.5** on the implementation of Integrated Water Resources Management (IWRM), including transboundary waters.[9]

Kenya, Tanzania and Uganda all have strong national policy frameworks that include National Vision statements, water sector programs, IWRM strategies, Integrated Water Resources Management and Development Plans, Water Sector Investment Plans, Catchment Management Plans, investment plans, etc. Tanzania and Kenya also include NbS in their Nationally Determined Contributions (NDCs). The policies, strategies and plan documents listed and annotated in Annex 3 provide a clear guide on the required interventions to achieve the sustainable management and development of the national and transboundary water resources. These documents describe and direct the partners mentioned in the section above as to what interventions are needed, where they are to occur, and when they will be implemented.

2.5 Results and lessons informing the development of CREATES

A variety of water related initiatives, programmes, and partners are active in the region and will be important to coordinate with to avoid duplicating efforts or missing gaps. These include other parts of the Team Europe Initiative on Transboundary Water Management in Africa (TEI-TWM) but also other initiatives in the basins.

IUCN, UNEP-DHI and Danida have a long track record of working with transboundary IWRM implementing activities in the Eastern African Region, specifically in Kenya, Tanzania and Uganda. Lessons learned and past results have informed the preparation of this Project Document and will continue to guide the design of activities throughout the implementation. Based among others on the Danish support to World Bank water-related projects in the region, a strong emphasis has been seen on strengthening local institutions for effective water management, and Danish projects have focused on building local capacity within IWRM. Establishing clear policies and regulatory frameworks is also essential, as supportive legal environments facilitate water resource management and protect water rights. Cooperative arrangements are vital. Denmark has promoted transboundary water management agreements, fostering collaboration and conflict resolution. Engaging the private sector through public-private partnerships has proven beneficial in financing and managing water infrastructure, enhancing project sustainability. Inclusive participation is another key factor. Danish assistance programs have prioritized involving local communities, NGOs, and other stakeholders in decision-making processes. This broad-based involvement ensures

[9] Kenya, Tanzania and Uganda are all members of the inter-governmental **Freshwater Challenge** which aims to restore 300,000 km of degraded rivers and 350 million hectares of degraded wetlands by 2030, as well as conserving intact freshwater ecosystems. CREATES activities will support the countries contribution to this global initiative.

that projects meet the needs of all community members and encourages community ownership, leading to better maintenance and sustainability.

For nearly two decades, IUCN has been promoting effective transboundary water governance and water diplomacy in Latin America, Africa and Southeast Asia. Since 2014, IUCNs Building River Dialogue and Governance (BRIDGE) programme has worked at multiple levels of governance specifically in the Eastern Africa to ensure dialogue and agreements aimed at protecting transboundary freshwater ecosystems, support local livelihoods and promote integration and peace in the region. At the regional level, IUCN has worked with intergovernmental bodies such as IGAD, EAC and LVBC to develop plans and agendas to facilitate and enhance the management and governance of transboundary waters in the region. At the basin levels, IUCN has focused particularly on the Mara and the SMM basins to strengthen capacities through the active and informed engagement of subnational and local stakeholders as well as the private sector who have contributed to identify the needs, interests and priorities for transboundary water work in these basins. This multi-level approach provides legitimacy, transparency and accountability to the political, normative and decision-making processes carried out in these basins. This also creates strong vertical and horizontal linkages between regional, basin, national and local -level actions to help improving the understanding, collaboration and coordination at the policy, legal, institutional and operational levels. This approach to catalyse stakeholder cooperation and build trust between institutions, civil society, and the private sector will inform CREATES' approach. Key lessons learned include:

- Effective transboundary water governance **requires a multilevel approach of work**. This consideration of regional priorities of sustainable development, peace and integration require actions at the national and local levels in a critical area as water management.
- **Active and informed participation of local stakeholders is crucial** to ensure legitimacy in transboundary water decision making. Activities and decisions in transboundary waters are normally planned by national foreign affairs, environmental and water institutions, however for these to be implemented effectively require inclusion, consultation, participation and collaboration of subnational and local stakeholders. The only ones able to provide a clear assessment and understanding of the environmental, social and economic conditions of a basin are those who live and depend on it and this is something that IUCN considers a crucial step in its water diplomacy approach.
- **Technical and financial capacities**: the success in transboundary waters in the Horn of Africa/Eastern Africa depends on the capacities created and strengthened on the ground. Primarily, technical capacities to ensure good management of freshwater looking at its availability and quality, the capacities of national institutions considering if they are capable of managing the technical and political challenges deriving from transboundary waters. At the same time, the financial capacities that will allow for investment to come to these basins and materialise in projects, infrastructure and services benefiting the environment and people. In this sense, the **involvement of donors and the private sector** has been promoted in the implementation of IUCN projects to facilitate funding to address the priorities identified at different scales.
- Common vision: **the promotion of water agreements does not only focus on the protection of shared freshwater resources, but it contributes to other environmental, social, economic and political goals**. Through water dialogues and agreements, IUCN has been able to open opportunities for States to address other priority areas of work at the regional or transboundary level including promotion of the right to water and the right to healthy environment, foster trade and common investment between States, attract external financing to fund and sustain transboundary institutions to draft management plans, share data and information, develop infrastructure and common projects.

UNEP-DHI, under the guidance of UNEP, has supported the UN with measuring the global status of IWRM implementation since the 2000's. UNEP-DHI now undertakes monitoring and reporting as part of the SDGs and has gathered results on both the status and barriers to progress from more than 180 countries, including on transboundary water management in Kenya, Tanzania and Uganda. In addition, UNEP-DHI has many years of

experience from numerous cases of developing and implementing technical water management tools in the region, including combinations of early warning systems, river basin management, and water resources information systems that are of specific relevance to CREATES.

Key lessons learned include:

- **National interests and territorial integrity:** Countries often prioritize national interests over regional collaboration, viewing shared water resources as national assets rather than shared resources. Encouraging countries to view shared water resources as regional assets, fostering cooperation through agreements and joint management plans, can significantly enhance regional collaboration and sustainable management.
- **Reliable data and trust:** Lack of or lack of trust in data and information is a barrier to collaboration on transboundary waters. Shared knowledge and understanding among countries improve the chances of successful transboundary water management (TWM), fostering mutual trust and effective cooperation.
- **Tailored water management tools:** Water management tools, such as Decision Support Systems, need to be tailored to local conditions and demands. These tools should meet the specific needs and capacities of users, with comprehensive documentation and training materials provided to ensure effective utilization and long-term success.
- **Project-driven management organizations:** Project-driven management organizations need to be wary of unstable funding, resulting in limited institutional capacity and poor coordination between related initiatives, and ultimately reduced impact. Ensuring stable funding and support sources, as well as strong institutional frameworks, is crucial for sustained effectiveness.

Based on Danish support to water-related projects in the region, a strong emphasis has been placed on strengthening local institutions for effective water management. Danish projects have focused on building local capacity in IWRM. Establishing clear policies and regulatory frameworks is essential, as supportive legal environments facilitate water resource management and protect water rights. Cooperative arrangements are also vital. Denmark has promoted transboundary water management agreements, fostering collaboration and conflict resolution. Engaging the private sector through public-private partnerships has proven beneficial in financing and managing water infrastructure, enhancing project sustainability. Inclusive participation is another key factor. Danish assistance programs have prioritized involving local communities, NGOs, and other stakeholders in decision-making processes. This broad-based involvement ensures that projects meet the needs of all community members and encourages community ownership, leading to better maintenance and sustainability. Other lessons learned shared by NELSAP and LVBC through their experience of World Bank, IDA, GEF and SIDA funded projects highlight:

- **Alignment with national priorities and stakeholder involvement:** Projects that align with national priorities and involve relevant government departments and local stakeholders from the beginning are more successful. This approach ensures that projects are relevant, supported, and sustainable, as it fosters ownership and cooperation across multiple levels of government and society.
- **The importance of selectivity, sequencing, and realistic expectations:** Given the complexity and scope of transboundary water management, selectivity and sequencing are critical for achieving tangible results. Projects should focus on a manageable set of priorities and target areas where physical investments will have the greatest impact. Additionally, setting realistic expectations about what can be achieved at the project level, especially in large-scale, long-term transboundary water management initiatives, is essential for maintaining momentum and avoiding over-ambitious goals.
- **Ownership, continuity, and sustainability:** Ensuring strong ownership of investments, especially at the local level, is crucial for their sustainability. Active participation from stakeholders, including the private sector and local authorities, strengthens the likelihood of continued operation and maintenance. Furthermore, leadership continuity is necessary to maintain the course of implementation, while investing in long-term, basin-wide monitoring systems is essential to understand the system-wide processes and track progress over time.

- **Effective project management and learning should not be underestimated:** Lessons from earlier major activities include the need to emphasise strong management and learning to ensure good processes, engagement and results. For example, compared to Phase I, the Phase II of the NBI's SMM and Mara projects (2010-2012) included an additional specific component on project management and learning (NBI, 2014). CREATES Project A also includes this (Output Area A2.3).

UNEP-DHI and IUCN appreciate the value of appropriately designed programmes and projects, which meet the needs and demands of the beneficiaries and the specific circumstances. For example, Decision Support Systems need to be scoped and tailored to local conditions, and documentation and training materials need to be made available to users. Sustainability plans, even where not specifically demanded, can be helpful in ensuring the longevity of interventions after projects are closed. Given the complexities of country relationships, and the dynamics of managing cross-border programmes and projects operationally, CREATES' design, implementation strategies and project governance mechanisms will be clear, agile, focused and as simple as possible. They will allow for appropriate adjustments between geographic and other focus areas as conditions and developments on the ground may require. Risks will be clearly identified and monitored and managed accordingly (see Annex 7).

3 Objective, Theory of Change, and Project Description

This section introduces the overall CREATES programme framework and the two supporting project objectives, then presents the Theory of Change (TOC), followed by a description of Project B implemented by IUCN, and the complementarities to Project A implemented by UNEP-DHI.

3.1 Programme and Project Objectives

The CREATES programme is operationalised via two closely related projects with mutually supporting objectives. CREATES will focus on strengthening governance/ management /water diplomacy capacities and legal and institutional frameworks, data systems and processes of key local, national and regional actors in targeted river basins engaged in TWM. Climate change adaptation will be a central pillar of TWM this approach and resulting activities. CREATES will work with multiple levels of water governance including national and sub-national water agencies, river basin organisations (RBOs) and other supra-regional economic and cooperation bodies with oversight of TWM. Strong emphasis will be given to local communities as the ultimate beneficiaries of water management interventions, and who can be both positively and negatively affected by governance decisions made in their absence or understanding.

The initial geographic focus of CREATES is supporting the SMM and Mara transboundary river basins. The objective is to share lessons and best practices from successes and failures in the basins to date, and to bring in the consortia's global TWM experience to contribute to climate resilient sustainable water resources management across the Horn of Africa Region, and broader within the overall Team Europe Initiative.

With this ambition, the overall **CREATES programme objective is: Effective transboundary water management in the Eastern African region for increased water security, climate resilience, enhanced cooperation and sustainable development.** This will be delivered through two mutually supporting projects:

Project A (described in the UNEP-DHI project document): "Effective Decision Support Systems and capacity building for transboundary water management in Eastern Africa", has the **objective: Improved technical capacity to support climate-resilient decision making, planning, and monitoring in transboundary river basins.** Project A objective will be achieved through two interlinked immediate **outcomes:**

Outcome A1 – Water agencies, Lake/RBOs and regional bodies conduct effective climate-resilient water resources management based on improved technical capacity and tools

The outcome is aimed at supporting the establishment of shared Decision Support Systems (DSS) for targeted areas, to enhance transparency, trust, and cooperation among riparian countries. This will be achieved by working with authorities to improve existing data systems, applying data in water management tools, training stakeholders, and integrating tools into planning processes. Based on needs and demands of authorities, the project will support tools like hydrological models, data analytics, early warning systems, multi-criteria analyses and cost benefit analysis, and simulation software to aid in water management and governance discussions. Results from the tools will directly contribute to governance strengthening under Outcome B1 and NbS assessment under Outcome B2 and produce learning material for wider capacity building under Outcome A2.

Outcome A2 – Water agencies, Lake/RBOs and regional bodies implement and share improved climate-resilient IWRM practices

The aim is to strengthen the regional capacity of key TWM stakeholders by sharing knowledge, technical and policy tools, best practices, and experiences among stakeholders, for example from Outcomes A1, B1 and B2. Activities include communication products, organizing knowledge exchange events, and conducting awareness campaigns, knowledge-sharing networks, online platforms, and tailored capacity-building programs. Broader collaboration will support efforts to strengthen the enabling environment for TWM (Outcomes B1), share experiences on green infrastructure services (Outcome B2), and expand knowledge on the value of decision tools (Outcome A1).

Project B (described in this document): "Effective transboundary water management through inclusive governance and climate resilient water management" has the objective of: **Improved river basin governance, stakeholder coordination, and action for water cooperation and climate resilient water solutions in Eastern Africa with a focus on selected river basins starting with the Mara and Sio-Malaba-Malakisi basins.** Project B objective will be achieved through two interlinked outcomes:

Outcome B.1 – Governance arrangements for TWM are improved and institutions deliver on mandates and operationalise policy and regulatory frameworks to ensure sustainable resource mobilisation, policy dialogue and conflict prevention.

This outcome will focus on establishing and strengthening the enabling governance environment (e.g., policies, laws and plans) for effective TWM (institutions that allow for informed and active participation (e.g., organisations, inclusive stakeholder engagement and gender considerations), and mobilise finance through the development and implementation of investment frameworks and plans. Governance capacity strengthening will target key national and sub-national water, climate and foreign affairs entities, as well as transboundary and regional economic, peace and cooperation bodies with the jurisdiction and mandate relevant to the two transboundary basins. At the regional level, CREATES will support the development, adoption and implementation of the EAC transboundary water policy and IWRM strategy as a strategic framework that helps to guide basin level actions. At the levels of the two basins, it will support the implementation of the existing investment plans as well as operationalisation of basin institutional frameworks. This outcome will contribute to enabling the development and sustainability of green infrastructure under outcome B.2 through using outputs from Project A to inform decision making and options for climate resilient water management and the deployment of nature-based water solutions.

Outcome B.2 – Climate-resilient water infrastructure combined with NbS lead to inclusive and sustainable water management and economic development in targeted geographies/basins/communities. Guided by the IUCN Global Standard on NbS, UNECE Nexus Approach to Transboundary Cooperation, and other relevant guidance material for water, and following Locally Led Adaptation principles, climate-resilient water infrastructure solutions will be identified, designed and implemented to improve sustainable water management, livelihoods and economic development in targeted locations in the river basins. The focus will be on identifying, designing and

demonstrating how climate-resilient nature-based water solutions (NbS) can be developed with, and provide benefit to local communities and broader basin needs, whilst ensuring compatibility with larger-scale built infrastructure.

This outcome will work at two main levels, and different governance levels in between:

1. At the national level it will work with the States to support and improve transboundary water governance – supporting and advising Government to Government dialogues and exchanges.
2. At the basin level it will work to support and invest in activities on the ground that improve the health of freshwater ecosystems and management practices to ensure stakeholders have access to water and that transboundary arrangements between countries are adhered to and improved in operation.

Across the basin, different levels of stakeholders and different sectors will be consulted and mobilised to improve the management of water across the basin, and in so doing, contribute to improving local, basin wide, and cross-border water availability and access. The project aims to influence the next generation of water-related infrastructure investments to integrate climate resilient design and approaches and to harness the role of nature-based solutions. It will also work with stakeholders to optimize the use and operation of existing water infrastructure. A project description is provided in section 3.3, where Outcomes B1 and B2 are further elaborated.

3.2 CREATES Theory of Change

The following Theory of Change illustrates the rational for CREATES in the broader context, as well as how the two supporting projects interlink and contribute to the achievement of the overall CREATES programme objective. Two Theory of Change graphics have been prepared – the first one illustrates the programmes' position into the wider Team Europe Initiative for Transboundary Water Management in Africa, showing how both project A and B objectives, outcomes and outputs are expected to align and contribute to this broader, Africa-wide initiative. It also shows the main stakeholders, beneficiaries and partners that will be engaged under each outcome.

The second Theory of Change is programme-wide and indicates how the two supporting projects interlink and contribute to the achievement of the overall CREATES programme objective. The problem, as has been outlined in section 2 above, is that transboundary water resources in Eastern Africa are under serious stress and deterioration of water quality. This is driven by catchment degradation from increasing water demands, population growth, overexploitation and unsustainable use and pollution of both surface and groundwater resources. Climate change exacerbates pressures, through heavier, and irregular rainfall, more frequent and serious flooding events and prolonged drought periods.

Contributing to these challenges are different national approaches and perspectives on managing shared water resources, human and financial capacity limitations. There are several main barriers and gaps to improving transboundary water management across the region:

- insufficient hydrological, water and land management data and information.
- limited understanding of climate change impacts on natural resource use, water quantity and quality, and impacts on human activities.
- access to diverse tools and knowledge for decision making is weak, support systems to help with this do not exist at the scale needed to manage transboundary freshwater systems.
- limited and at times inadequate cross-sectoral and transboundary collaboration, knowledge sharing and learning.
- Insufficient institutional capacity to develop and implement transboundary policies, and strategies.
- limited sustainable infrastructure investments and diverse financing mechanisms that prioritise climate resilience through water management practices and a lack of investment frameworks to define opportunities and businesses cases for investment in transboundary water management.

- low adoption and scalability of nature-based solutions within water management practices, and incorporation of built and natural solutions for climate resilient applications.

The activities of the two projects have been jointly formulated to explicitly address these barriers and gaps in the region and the outcomes will specifically focus on:

- Improving the technical capacity of water management agencies and stakeholders at different hierarchical levels within the basins. This will include new tool and decision support approaches to improve day-to-day management of transboundary waters.
- Improving governance arrangements for transboundary waters through strengthening existing management frameworks on policy, regulatory and legal issues
- Supporting regional water management agencies to implement new practices that support integrated water resources management and build climate resilient approaches into practices on the ground. This will utilise decision support information and practices and knowledge sharing and exchange to improve the collaboration and coordination between agencies and countries managing shared waters.
- Developing investment frameworks to mobilise financial resources for transboundary management, infrastructure development and nature-based solutions at different scales across the basins. These activities will rely on new data, decision making processes, collaborative knowledge development between stakeholders and countries to identify actions on-the-ground

The two projects combine to deliver improved transboundary water security, build climate resilience through adapting to hydrological change and increased competition for water, and support access to water resources and protection of freshwater systems at different scales within the basin. Through combinations of joint activities that work to improve water management on the ground the projects will mobilise lessons learned, generate new data and knowledge, and develop new national capacities for water resource management with stronger institutions.

Box 2: Entry Points to Mobilise Transboundary Cooperation

As per the Theory of Change, CREATES aims to contribute to *increased regional stability, improved socio-economic development and environmental sustainability for water security and climate resilience in the region*. The programme focusses on four different entry points to address this:

1. the **evidence base of decision making**, ensuring through increased technical capacity and available technologies and tools that decisions around water usage, infrastructure, climate change mitigation and adaptation are made based on sound scientific information, and providing this information through the set-up of processes to gather this information. Decision makers at the regional, national and basin levels, from government authorities including river basin management institutions, need access to current and accurate information and frameworks enabling the sharing of information to enable decision making to ensure environmental sustainability for water security, climate resilience and equity.
2. **recognising knowledge exists** and there is a need to democratise the availability of this information, ensure capacities are built in relevant institutions and local communities and water users to ensure they can advocate for their interests in negotiations and decision-making processes that affect their access to water, and the quality of this water. Capacity building efforts will also include the training of trainers approach to ensure capacity to build technical capacity in the communities continues beyond CREATEs, and knowledge and systems made available continue to be so in the future. From a legal arrangements perspective, it is also important that local authorities, communities and water users are informed of, and understand how to apply legal frameworks and arrangements, as for a water user agreement to be successful and operational, it needs to be adhered to by local populations and those doing business in the basins.
3. **working across levels and across sectors** to set up governance arrangements for transboundary water management. This can be bilateral agreements, basin institutions of other frameworks, within authorities and stakeholders can meet to agree on water usage and management, taking advantage of the increased technical capacity, lessons learned from other similar basins, and taking advantage of the up-to-date information that has been provided. Setting these institutions up to be multi-level and cross sectoral is key to their success, as only when the spaces is provided for all stakeholders and water users to voice their concerns, ideas and partake in dialogues around decisions that affect their day to day activities and livelihoods, can solutions be found that offer the biggest benefits to the largest part of the basin population, and ensure provisions are made for the environment, and in the face of effects from climate change.
4. **inclusive transboundary water management arrangements** act as the framework within climate resilient water infrastructure, and the application of nature-based solutions can be identified, discussed, and prioritised, based on feedback from all affected stakeholders and communities. Through benefit sharing processes, such as the one held in the Sio-Malabi-Malakisi the infrastructure and NbS projects which have the most positive effect on all actors in the basin can be prioritised for funding. Projects identified through inclusive processes, with a high level of local participation, can de-risk investments in the basins for larger investors, and as such act as a motivator to bring funds in for development in the basin, which eventually will have an increased impact on regional stability, socio-economic development and environmental sustainability, and contribute to water security and climate resilience.

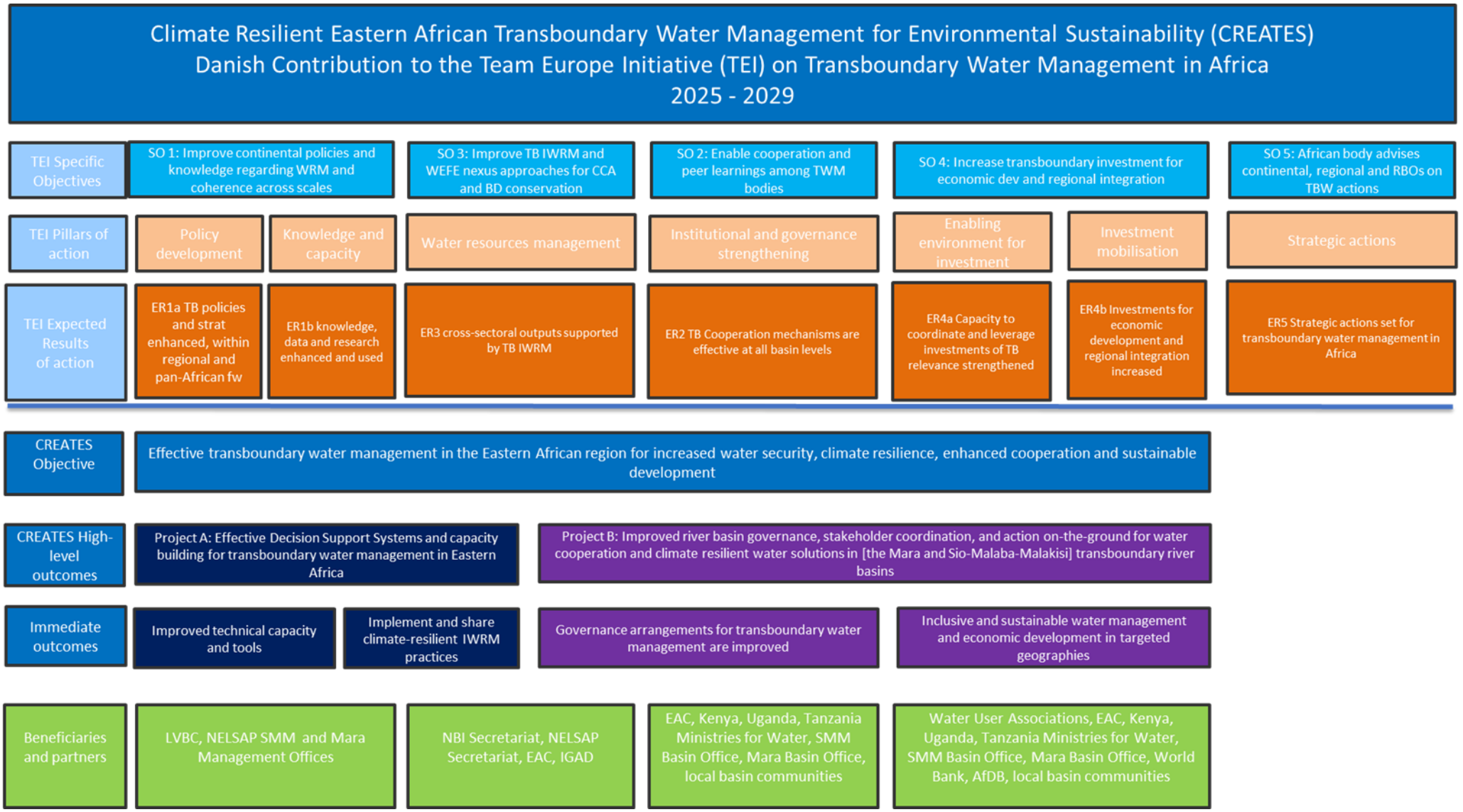
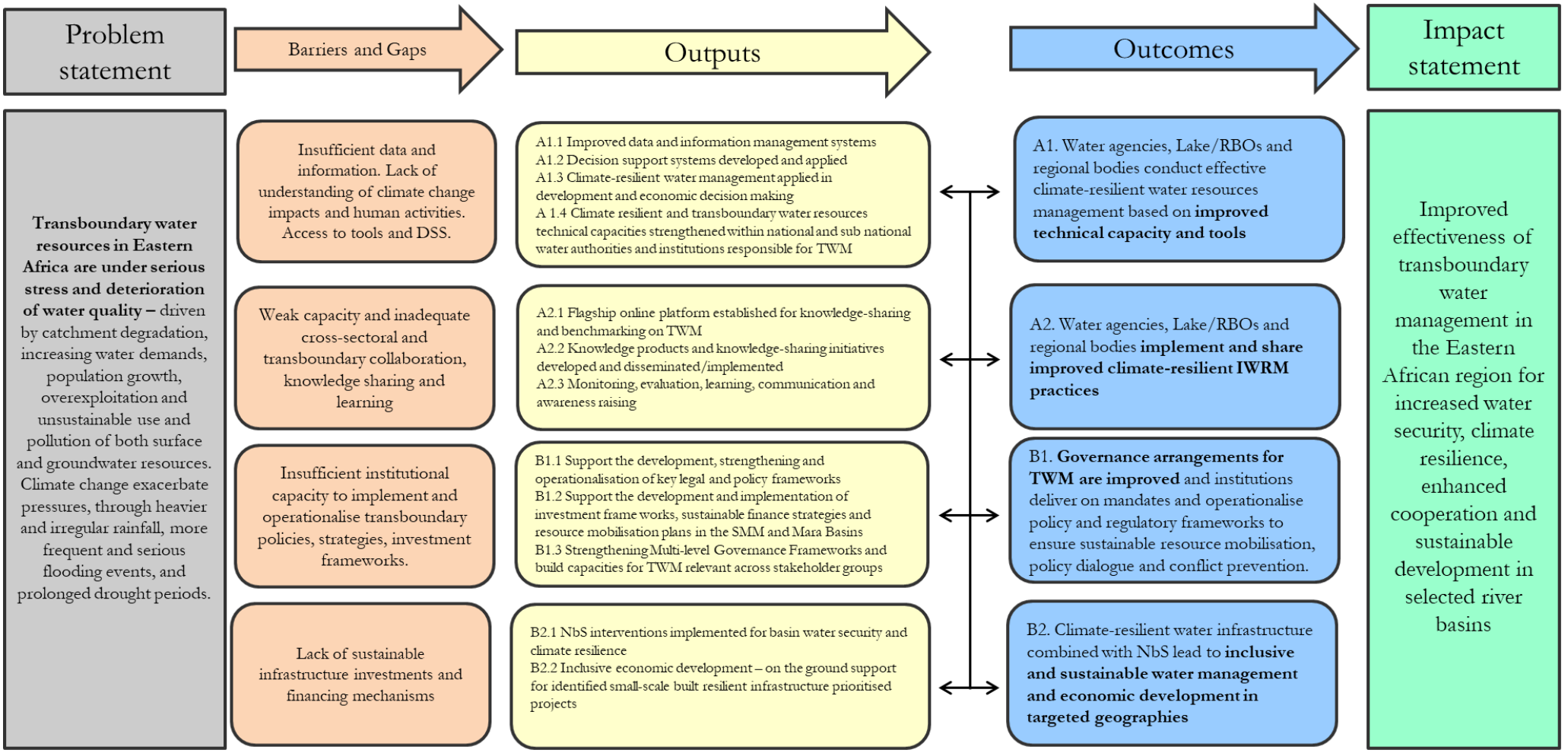


Figure 2: Programme Theory of Change under Team Europe Initiative for Transboundary Water Management objectives and expected results



Assumptions:

- Supported authorities have sufficient capacity to engage with project activities.
- Commitment to develop, implement and operationalise new and existing policies, strategies and plans.
- Political will to exchange data, information and work collaboratively towards shared water resources management

Figure 3: Programme Theory of Change

3.3 Project Description

This section presents a description of project B, based on previous work as well as a combination of dialogue with stakeholders (including experts, partners and beneficiaries) regional, national and local field visits, assessment of relevant policies, strategies and plans, consideration of earlier, ongoing and planned interventions, and inputs from preparatory appraisals. Further validation will be undertaken during the six-month start-up phase, following which these outputs will be validated and approved for implementation along with a budgeted workplan. A draft workplan will be used to support discussions during the start-up phase (Annex 5).

<table>
<tr><td colspan="2">Outcome B.1 – Governance arrangements for TWM are improved and institutions deliver on mandates and operationalise policy and regulatory frameworks to ensure sustainable resource mobilisation, policy dialogue and conflict prevention.</td></tr>
<tr><td>Output area B1.1</td><td>This outcome area will focus on creating, strengthening, and supporting the governance arrangements for transboundary waters between the riparian countries of the Sio-Malaba-Malakisi (SMM) and the Mara River transboundary basins (Uganda and Kenya). This includes supporting existing processes that the countries are working through, and which require further support.

Deliberate attention will be paid to mobilizing the SMM investment plan and to replicating this process for the Mara basin to generate a series of joint investment opportunities for the riparian countries. This work will be informed by knowledge and data generated from Project A in partnership with UNEP-DHI through Outcome A1 and other sources, including inclusive stakeholder consultations, and contribute to prioritising locations for Outcome A1 to support data and decision support options over investment choices.

B1.1 Guidance and support for the development, strengthening and operationalisation of key legal and policy frameworks
B1.1.1 Support the operationalisation of the institutional frameworks for the SMM and Mara Basins as per the provisions of the existing MoUs/Bilateral Agreements.

CREATES will support the BRIDGE programme in advising Kenya and Uganda on the transboundary institutional framework for the SMM Basin. CREATES will support the ongoing establishment and operationalisation of the SMM basin Secretariat in charge of managing, regulation and protection of this basin, and coordinate the implementation of the SMM investment framework and management of the basin. This will include:
- Policy, legal and institutional assessment of existing mechanisms at the national, binational and regional level that regulate the SMM; institutional capacity needs assessment and capacity building programmes to respond to the needs identified (human resources/technical capacity/financial capacity); organisational roadmap to support the SMM Secretariat in their new functions.

In the Mara Basin, CREATES will support the completion of the formation and operationalisation of the Joint Technical and Implementation Committees as per the MoU provision between Kenya and Tanzania under the Lake Victoria Basin Commission (LVBC), and ensure they are adapted appropriately in line with the Nile CFA.

B1.1.2 Support the transboundary framework for the implementation of the EAC Water Policy, IWRM Strategy and the LVBC IWRM Strategy
Development and adoption of the East Africa Community (EAC) transboundary water governance policy/strategy/framework. The project will support the adoption of the EAC transboundary water governance framework to ensure the coordinated approach for achieving water governance and management of shared water resources in the region.</td></tr>
</table>

	B1.1.3 Support existing Water Users Association to coordinate and implement the transboundary sub-catchment management plans to enhance water availability. CREATES will support Water User Associations in the two transboundary basins to improve the management of the basin and will support the harmonisation of activities between WUAs on both sides of the basin, as well as mobilise local communities for the identification, adoption and implementation of resilient infrastructure and NbS activities.
Output area B1.2	**Support the development and implementation of investment frameworks, sustainable finance strategies and resource mobilisation plans in the SMM and Mara Basins** **Activities:** **B1.2.1** Support the implementation of the SMM four clusters of prioritized investment projects for enhanced benefit sharing and climate resilience in transboundary basins To secure the long-term viability of the Sio-Malaba-Malakisi transboundary basin, the project will focus on supporting the implementation of the four investment projects which target both built and natural infrastructure as combined 'nature-based solutions' and each address a variety of stakeholder needs, such as infrastructure development, catchment restoration and protection, livelihoods enhancement, etc. Business cases will be developed that focus on the range of benefits for combinations of built and natural solutions and public and private financial options will be identified for sustainable financing options (under component B2 details on work on the ground are explained). A strategy will be developed for how these projects could be designed, financed and implemented based on capacity needs versus availability to identify training and partner needs to bring the right skills together to design and develop combined NbS and climate resilient infrastructure. Information from Project A implemented by UNEP/DHI, outputs A1.3 will be used to guide development of these activities. **B1.2.2.** Adapting the benefit sharing process to the Mara Basin with the aim to harmonize and implement the Mara River Transboundary Allocation Plan for both upstream and downstream / Kenya / Tanzania and prepare an accompanying investment framework and resource mobilisation strategy. Both countries – Kenya and Tanzania have invested in developing aspects of water allocation planning in their respective sections of the Mara River basin, supported by various agencies. CREATES will endeavour to support the harmonisation of both plans with a view to coming up with a regional water allocation plan for the whole basin agreed to by both countries. In addition, CREATES will support the integration of the harmonised Mara transboundary water allocation plan into Counties Integrated Development Plans (CIDPs) in Kenya as well as Council Development Plans (CDPs) in Tanzania.
Output area B1.3	**Strengthening Multi-level Governance Frameworks and building capacities for TWM across relevant stakeholder groups** This output area will focus on strengthening the multi-level governance structures in the Mara and the SMM basins. Water users need to be included in governance development to ensure sustainability of interventions and to mobilise the solutions that are needed at local and sub-national level. This output area will take advantage of knowledge products and capacities built under UNEP-DHI output A2.2, and lessons learned from these activities will build information and knowledge products relevant for A 2.1 and A 2.2. This output area will focus on a series of interventions including:

	Activities: **B.1.3.1.** As indicated in 1.1.3 above, the Transboundary Water Users Association/Forum in the two transboundary basins will be used as a platform for strengthening multi-level governance framework as well as for capacity building CREATES through the service providers - NELSAP, LVBC and NBD will use these platforms to build the capacity of the water users. **B.1.3.2.** CREATES will promote the integration and cross-sectoral collaboration and coordination as well as capacity building of these agencies and sectors at the catchment levels in the two transboundary river basins to improve the integration of various sectors and agencies in-charge of water and land (focussed on County/Council and National institutions, local communities). **B.1.3.3.** Support to inter-county/council/district/counties/Parish forums on land degradation, watershed protection and climate change impacts within the basin for learning, experience sharing and networking. This activity will be similar to B.1.3.2 above but will specifically target local level government – in Kenya, the counties, in Tanzania, the councils and in Uganda, the districts bordering the two transboundary basins. Some elements of natural resources management are devolved to these local levels of government hence CREATES will strengthen their roles and responsibilities.

Outcome B.2 – Climate-resilient transboundary water infrastructure combined with NbS lead to inclusive and sustainable water management and economic development in targeted geographies	
Output area B2.1	**NbS interventions implemented for basin water security and climate resilience** Guided by existing best practices and principles for deploying Nature-based Solutions (including the IUCN Global Standard) as well as the Principles for Locally Led Adaptation, small scale water infrastructure will be planned and combined with NbS as a combination of built and natural solutions to strengthen climate resilience, ensuring inclusive and sustainable water management and improved livelihoods in targeted geographies. Under Outcome B.2, the following outputs will be delivered: **B.2.1.1** Areas for deployment of NbS and climate-resilient infrastructure selected through GIS mapping, local ground-truthing, stakeholder consultation and data from Project A (output A1.1) to identify hydrologically important areas in the catchments for restoration, protection, improved management, and investment in the Mara and SMM basins. These areas are important to the overall health of the basin and therefore any transboundary agreement between states on water flow, quality, data sharing and consultation. Good transboundary water management can only exist if national basin management works well. **B.2.1.2** Inclusive design of NbS and optimisation between natural and built infrastructure facilitated Dedicated NbS solutions identified, designed, implemented and monitored across the basins linked to criteria that demonstrate a contribution to local, national and transboundary water security, in-line with current and future transboundary arrangements between States and stakeholders. Key to this will be the use of new data and information from Project A, output A1.1 and output A1.2 to align interventions with existing

	infrastructure and management approaches, but to also utilise NbS to improve water management and climate resilience. NbS interventions could be stand-alone or linked to ongoing built infrastructure and other watershed and groundwater management interventions. Activity areas will include • Identification of climate adaptation co-benefits from NbS solutions developed into a pipeline for scaled climate finance options to help mobilise resources to build basin resilience and inform policy development • Mobilising grant mechanisms through Community Resilience Facility (CRF) to deliver smaller financial resources to community designed and driven projects using IUCN's on-granting mechanism. Small grants would need to work in concert with larger NbS interventions to add complementarity. This mechanism works to include local stakeholders in the delivery of interventions based on their needs guided by the projects understanding of the larger hydrological needs of the basin. **B.2.1.3** Investment plans and/or partnerships established to implement NbS and combined interventions. Identifying co-benefits from TWM that deliver social and environmental returns to help identify NbS – mapping NbS needs on the ground, aligned to ongoing work to maximise the opportunity for scaling success and mobilising additional resources within basins. This provides the opportunity to (i) map problem areas in a basin (for example heavy riverbank erosion), (ii) convert these locations into priority NbS sites for the project to invest in, and (iii) identify other projects and partners who can contribute and whose interventions offer transboundary benefits. It is the combination of small NbS approaches, and their scalability across the basin on both sides of the border than will demonstrate their effectiveness. A monitoring framework will be developed to assess the impacts, working with meteorological and basin management agencies. Establishment and recurring costs for NbS interventions will be developed and modalities for financing these developed over the course of the project, based on their local to basin benefits provided, and how these interventions can be incorporated into basin and infrastructure financing options. Identifying the governance of NbS interventions will also be key to ensure the interventions are monitored and maintained as planned, based on consultation with local stakeholders, landowners etc.
Output area B2.2	**Inclusive economic development – on the ground support for identified small-scale built resilient infrastructure prioritised projects.** Based on consultation with stakeholders and basin review, the project will focus a set of smaller interventions across the basins that respond to stakeholder needs and contribute to improvements in water quality, water flow, and can adapt to future climate scenarios. Depending on the resource envelope, CREATES would consider supporting one model small scale irrigation scheme per basin. These schemes will be selected and built with local stakeholders; communities, state actors etc. and commissioned locally, with clear plans for development, additional resources mobilisation (links to B 1.2) and sustainability. Outputs would be linked to the NbS output described above (B2.1) and will use information and new data from Project A, output A1.3, A1.2, and A2.1 to help guide and provide focus on the following types of actions:

	B2.2.1. Identify and develop small scale options for water accessibility – check dams, sand dams etc. to attract and retain the flow especially during the high flow periods to improve green water storage and build resilience during dry periods through supplying water. **B2.2.2**. Identify and protect springs and water sources, including establishing governance mechanisms around them and protection and investment plans to maintain good quality sources. **B2.2.3**. Support targeted roof water harvesting in public places e.g. schools, churches etc to build community resilience to water shortages. Roof water harvesting infrastructure will be installed in public places where large roof catchment areas exist. During rainy seasons, these structures are capable of collecting substantial amount of water that are used for domestic use and for livestock. **B2.2.4.** Support the drilling of shallow wells and the repair/rehabilitation of broken-down boreholes and powering their operations with solar panels as a way of climate change adaption and moving away from unreliable surface water sources in the face of climate change. A number of broken-down boreholes will be repaired/rehabilitated and the possibility of solar power explored to be installed to pump water from the boreholes to the over tank for distribution to the local communities. Governance of these systems will be developed with regulatory authorities as well to ensure pumping, in particular with solar, remains within the limits of natural groundwater recharge.

4 Results Framework

The Result framework for the CREATES programme can be found below. The selected indicators are those that will be the focus of the monitoring procedures. Other, including more qualitative, aspects will also be covered through our MEL framework. We are aware that in general the baseline is not zero – but in most cases updated and quantitative information of the baseline is not available. Therefore, the indicator and target values below are focusing on measuring the contribution of the project to the current situation to demonstrate the change CREATES will bring. During Year 1 both Projects A and B will establish a more detailed baseline where needed.

Programme title	Climate Resilient Eastern African Transboundary Water Management (CREATES)
Programme Objective	Increased water security, regional stability, enhanced resilience and peaceful development of the Eastern African region through adaptive transboundary water governance
Impact Indicator	Achievement of SDG Target 6.5 transboundary indicator on water management[10] in CREATES basin locations.
Baseline	2020 Baseline: 41% (the SDG monitoring regional average based on countries where the transboundary basins to be assessed in CREATES make up a significant proportion of their transboundary basin area)However, data does not exist for the basin level and we will establish a basin baseline in the initial stage of the project using a downscaled version of national SDG monitoring with specifics on NBS and climate resilience.
Target	2029 target: Increase by 10% in the average score for the SMM and Mara basins (thereby contributing to the national scores.

[10] The SDG 6.5 transboundary indicator is calculated specifically for the purposes of this programme, although it draws on the SDG 6.5 indicators. The indicator is a simple average of: (a) Regional average of the transboundary-related national scores under SDG 6.5.1; and (b) regional average of the national SDG 6.5.2 scores. For (a) and (b), the regional average is based on those countries in the region in which the transboundary basins to be assessed in this programme make up a significant proportion of their transboundary basin area, namely: Ethiopia, Kenya, Somalia, Uganda. For each country, (a) is calculated based on scores to the four transboundary-level questions in the 6.5.1 survey: 1.2c (arrangements), 2.2e (organizational framework), 3.2d (data and information sharing), 4.2c (financing for transboundary cooperation).

Outcome B1		**Governance arrangements for TWM are improved and institutions deliver on mandates and operationalise policy and regulatory frameworks to ensure sustainable resource mobilisation, policy dialogue and conflict prevention.**	
Outcome indicator		➢ Number of new or improved transboundary co-operation mechanisms ➢ Plans for operationalisation and financing of new or improved co-operation mechanisms (i.e. Charters, MoUs, joint plans, agreements, or similar) and/or 'agencies' for the management of water resources across water-related users and stakeholder levels in transboundary basins (surface and groundwater)	
Baseline	Year	2025	#X of transboundary water management arrangements / cooperation mechanisms between water users (incl. states) are under development / exist in the two basins
Target	Year	2029	#X new or improved co-operation mechanism(s) between water users including States #X new or improved co-operation mechanism(s) between water users including States in process of operationalisation
Output B1.1		**Guidance and support for the development, strengthening and operationalisation of key legal and policy frameworks**	
Output indicator 1.1.		Support the development of #X new or strengthened legal and policy frameworks Supported operationalisation of #X legal and policy frameworks	
Output B1.2		**Support the development and implementation of investment frameworks, sustainable finance strategies and resource mobilisation plans in the SMM and Mara Basins**	
Output indicator 1.2		#X of basin investments planned to specifically address TWM needs in target basins	
Output B1.3		**Strengthening Multi-level Governance Frameworks and build capacities for TWM relevant across relevant stakeholder groups**	
Output indicator 1.3		#X of local level stakeholder groups supported with increased capacities to engage in TWM processes #X of sub-basin agencies involved in actions that contribute to TWM #X of cross-border exchanges/dialogues between sub-national stakeholders	
Outcome B2		**Climate-resilient transboundary water infrastructure combined with NbS lead to inclusive and sustainable water management and economic development in targeted geographies**	
Outcome indicator		➢ Percentage of funding prepared / invested per year ➢ Volume (in USD) of private and/or public finance catalysed for NbS interventions ➢ Number of infrastructure development processes using the IUCN NbS Standard to assess NbS interventions	
Baseline	Year	2025	Zero implementation of NbS in the basins for sustainable and inclusive water security [baseline to be confirmed in Year 1 following mapping and reviews – some basins will have some relevant interventions but need to be assessed relative to the IUCN NbS Standard. Existing work will be built upon to define a clear baseline including beneficiaries disaggregated by gender and age] Below result metrics represent programmed funding per year.

Target	Year	2029	# of NBS interventions supporting water security and climate resilience (based on IUCN NbS Standard but also criteria for climate resilience to be applied, for example using the Water Resilience Tracker) # of sustainable finance mechanisms established for project developed NBS interventions # of beneficiaries from the NBS services provided
Output B.2.1		**NbS interventions implemented for basin water security and climate resilience**	
Output indicator B.2.1		• No of NbS interventions implemented to improve basin water security, climate resilience and livelihoods enhancements; • No of hectares of land restored and/or rehabilitated to improve basin water security, climate resilience and livelihoods enhancement; • Number of people participating in the NbS interventions including those whose livelihoods have changed for the better because of NbS interventions (beneficiary estimates); • Incorporation of NBS into basin planning processes • #grant financed issued through the CRF	
Output B.2.2		**Inclusive economic development – on the ground support for identified small-scale built resilient infrastructure prioritised projects.**	
Output indicator B.2.2		#X of small-scale infrastructure projects implemented #X of beneficiaries served (and diversity of sectoral needs) #X area (ha) of spring/water source protection and improved management Number of households accessing water for domestic and productive use; Level of changes in income as a result of productive use of water; Status of food security as a result of productive use of water. Increase (%) in number of farmers who have improved their income from ecosystem services and goods and resilient water infrastructure.	

5 Inputs / Budget

Box 3: Summarised budget for IUCN's contribution to CREATES

(*all numbers in DKK million)*

Budget line	**Yr 1**	**Yr 2**	**Yr 3**	**Yr 4**	**Yr 5**	**Total**
Outcome B.1	6.48	6.48	6.48	6.48	6.48	32.4
Outcome B.2	21.3	21.3	21.3	21.3	21.3	106.3
25% reserve (to be released after approval by Steering Committee)	9.25	9.25	9.25	9.25	9.25	46.25
Financial management, audits and steering committee meetings	1.1	1.1	1.1	1.1	1.1	5.5
Sub-total IUCN	37.7	37.7	37.7	37.7	37.7	190.5
Overheads (7%)	2.6	2.6	2.6	2.6	2.6	13.2
Total IUCN	40.7	40.7	40.7	40.7	40.7	203.7

Disclaimer: The Results Framework is based on the assumption that the 25% reserve will be released for outcomes, outputs and activities as described. Partial release or redirection for other purposes than planned may result in the need to revise the project designs and Results Framework.

A more detailed budget, showing indicative budget lines at output level and the distribution between the implementing partners, is included in Annex 6.

The above budget is indicative and is considered to be efficient to cover the activities outlined in the project document. The annual workplans and budgets approved by the Steering Committee will guide the use of funds during the project implementation, and balance the budget between years, based on the speed and demands from project implementation.

Based on the recommendation from the mid-term review of the project, a decision will be made on whether some funds will shift from implementation in the SMM and Mara, to implementation of specific activities in other geographic areas. The MTR recommendations will base themselves on the rate and demand of continued implementation in the original basins, as well as opportunities and risks of moving into other basins.

No funds have been budgeted under Project A to support Project B outputs, and vice versa, because coordination, exchange and support between each Project's outputs, to ensure a coordinated programme approach, has been budgeted appropriately within each Projects own budgets.

The Danish grant will be spent solely on activities leading to the expected outputs and outcomes as agreed between the parties. The implementing partner is responsible for ensuring that the funds are spent in compliance with the agreement and with due consideration to economy, efficiency and effectiveness in achieving the results intended.

IUCN has the discretion to re-allocate between budget lines within each outcome within the overall budget up until maximum 10%. Any re-allocations above this amount or between outcomes will be discussed and approved by the Steering Committee and presented to the MFA for approval.

6 Institutional and management arrangements

The core components in CREATES's to be able to effectively deliver the outcomes are; 1) the governance and management structure, including the operational set-up to drive and execute activities on the ground; 2) the implementation strategy and process guiding the overall step-wise and adaptive implementation; and 3) Monitoring evaluation and learning.

The programme document concisely outlines the key details of the two associated projects. It defines the overall purpose, goals, implementation plan, budget, and how progress will be monitored and evaluated. Essentially, it serves as a roadmap to guide the implementation of the two related supporting projects, which are closely interelated. UNEP, with support from UNEP-DHI Centre, implements supporting Project A, whereas IUCN, with support from IUCN ESARO (Eastern and Southern Africa Regional Office), implements Project B. Separate **Donor Agreements** will be used to establish the contractual relationship between the Ministry of Foreign Affairs of Denmark, UNEP and IUCN for the implementation of the programme's Projects A and B, respectively.[11] Task management, quality assurance, legal and procurement services, technical assistance, learning and communications, monitoring and evaluation, recruitment, financial management, anti-corruption, disbursement and reporting are the responsibilities of each of the two organisations in accordance with their respective legal agreements. They will sub-contract other local and regional executing partners, as required and annually agreed based on a shared work plan agreed during the start-up phase and annually updated and agreed between both Project A and B.

6.1 Institutional Management and Governance Arrangements

CREATES will support and be guided by existing national and regional institutional structures and mechanisms for management and cooperation. A single governance structure will cover the programme and supporting projects, as seen in Figure 4 below.

[11] A project cooperation agreement (PCA) will be used by UNEP to engage the UNEP-DHI Centre to support implementation.

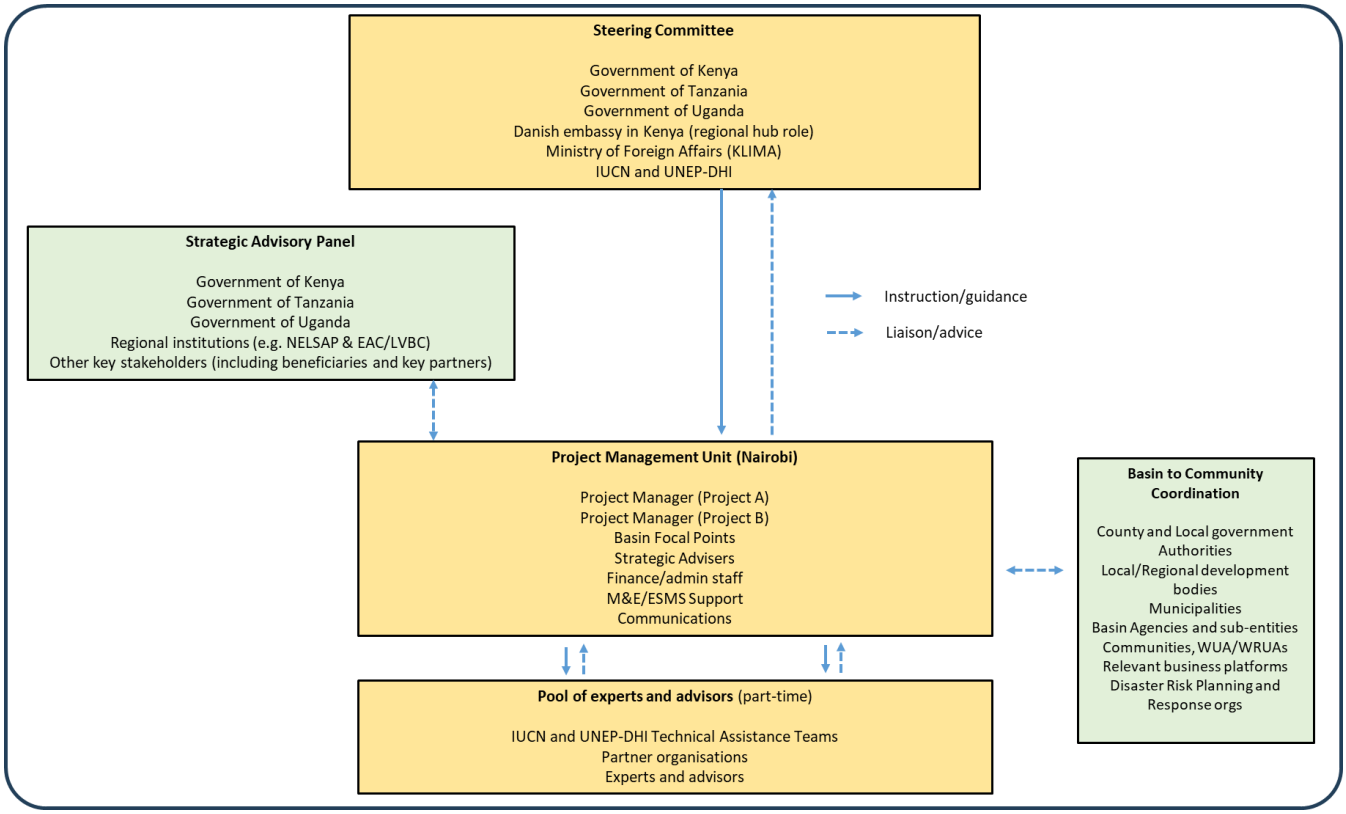


Figure 4: CREATES Governance and management structure

A **Steering Committee** (SC) will be established to provide overall programme oversight, direction, and decision making, including ensuring the programme aligns with strategic objectives, plans and delivers results in a coordinated and effective way.

The SC a) monitors overall progress and developments in programme implementation, progress on results, risks and lessons, b) sets the strategic direction for the implementation and focus of annual workplans and budgets, c) decides programme-level adjustments in outputs/outcomes and risks responses for final approval based on Danida AMG, d) approves work plans, budgets, and results- and financial reports, e) instigates and decides reviews and evaluations, and f) liaises with the TEI-EU team. The SC will also guide on overall coordination and coherence and synergies with other actors and initiatives and advice on national and regional institutional structures and mechanisms to work with.

The SC will consist of one representative each from ministries with core-mandates for water management from the Governments of Kenya, Tanzania and Uganda, the responsible desk officer from Danish MFA ("KLIMA"), and an expert representative from Denmark's embassy in Kenya (who would liaise with focal points embassies in Tanzania, and Uganda). Representatives from the implementing partners IUCN and UNEP-DHI will also be members of the SC, but will be excused from decision-making on issues that could involve a conflict of interest. Complete Terms of Reference for the SC will be developed during the start-up phase and agreed with KLIMA. The SC will meet at least once a year, and additional meetings can be called as required. There will be one face-to-face meeting in the region (in conjunction with the Strategic Advisory Panel) and one online meeting. The Programme Management Unit serves as secretariat to the SC.

A **Programme Management Unit (PMU)** will be responsible for the operational management and implementation of the programme, with focus on effective and coordinated delivery of results under the guidance of the SC. The PMU directs and manages the implementation team and actors in the project implementation set-up. The PMU's tasks include i) to provide coordination and synchronization between the two projects for delivering

expected results, including coordinated inputs across teams and actors ii) prepare programme-level work plans and budgets and ensure their effective implementation, iii) quality assurance of programme outputs, iv) operational monitoring, evaluation, and learning, v) preparing reports on results progress, lessons and risk updates, vi) risk management, and vii) and ensuring mechanisms and compliance with anti-corruption principles, standards and guidelines by Danida and IUCN and UNEP-DHI.

The PMU is jointly led by the two Project Managers from IUCN and UNEP-DHI and includes the Basin Focal Points (see below) and staff for finance/admin, M&E/ESMS staff, and communication. The two PMU heads will make decisions based on consensus. The PMU will be based at IUCN's regional office in Nairobi, together with a support team (see Figure 2). The PMU will also host the Technical Assistance Team when relevant.

The PMU reports to the SC. The reporting formats will be defined during the start-up phase and comply with Danida AMG principles). The PMU also acts as secretariat to both the SC and Strategic Advisory Panel (below). The PMU serves as the programme's technical level liaison to the basin authorities. The PMU is overall responsible for the effective and coordinated delivery and quality of the programme outputs. IUCN and UNEP-DHI will coordinate, but individually manage, the two projects for which they are each responsible as Implementing Partners. They will sub-contract as relevant to Executing Partners.

Any issue that cannot be resolved at PMU level will ultimately be referred to the Steering Committee.

The **Basin to Community Coordination** grouping represents the linkages required to more local management levels and communities to ensure consultation, coordination in the implementation of activities on-the-ground. Rather than being a single defined group to be formed and sustained, it is a composite of various important existing stakeholder groups to be engaged in CREATES on an activity basis. This is key to mobilising local knowledge and know-how, create buy-in and ownership of the activities, mobilise communities, and to identify leverage opportunities. The PMU will liaise and coordinate with members of this grouping.

A **Strategic Advisory Panel** will be established to provide high-level strategic advice, point to significant contextual factors that require attention, and provide linkages and accountability in relation to the main regional actors. The panel will advise especially on the political contexts and strategies for working across borders in the basins on water management issues. The Strategic Advisory Panel will provide an opinion of programme progress and delivery and can make high-level recommendations on programme focus and strategic issues to the SC. Specifically the Strategic Advisory Panel will i) deliberate and endorse programme progress reports, risk assessments, lessons learned, and other significant reports, ii) prepare strategic advice on the programme focus, adjustments, and significant issues to address.

The panel will consist of representatives from water ministries in Kenya, Tanzania, and Uganda, as well as regional organizations (e.g. NELSAP, EAC/LVBC), key stakeholders (to be determined), and the EU-TEI. The membership will be finally decided during start-up, but will represent various fields related to water management, climate adaptation, and regional political actors. Private sector, and financing institution representatives may be invited to the Advisory Panel. Terms of reference will be agreed in the start-up phase. Location: Convened twice/year ahead of Steering Committee meetings; online/physically, as is necessary.

The set-up for implementation consists of the following main actors:

- Each basin will have a **Basin Focal Point** whose role will be to drive and coordinate implementation at basin level, especially under outcome 2. The Basin Focal Points will report to the PMU and will liaise with the Basin to Community Coordination grouping. Their roles include defining the scope of and support, guide and supervise the work by Executing Partners and link the Technical Assistance Team with the basin stakeholders and beneficiaries. The two Basin Focal Points will be appointed during start-up for Mara and SMM basins. They will be recruited by IUCN.
- **Strategic advisors** will be placed with targeted partner organizations, particularly for outcomes 1A2 and 4B1. Their roles will be to ensure smooth collaboration, knowledge transfer, and alignment of programme

activities with local and national policies and priorities in close coordination with the respective partner organisation. The strategic advisers will in particular ensure capacity strengthening and uptake of project outputs. The first Strategic advisor will be based in UNEP and be part of the PMU. This advisor will help to support, mobilise and grow the CREATES programme. The advisor will ensure that CREATES utilizes relevant policy and NbS solution innovations and thinking, as well as that CREATES is able to draw upon UNEP's convening power, as well as UNEP's skills with monitoring and measuring TWM progress in relation to the SDGs.

- **Technical Assistance Teams** will be appointed for each project with responsibility for carrying out the capacity development of the regional and national water agencies linked to delivering the programme outcomes and outputs. The team profiles will be finally defined based on specific identified needs. The team members will comprise of part-time international, regional and local experts from IUCN, UNEP-DHI as well as externally hired sub-contractors and sub-consultants. A core team will be established for each project and additional experts will be engaged in a demand-based and flexible way during programme implementation. Each of the Technical Assistance Teams is managed by the IUCN or UNEP-DHI Project Manager. Location: International /Nairobi/ Basins/ Local. The Technical Assistance Teams will support the PMU and implementing organisations in the delivery of the Outcomes.

Based on their respective management contracts, IUCN and UNEP-DHI are separately responsible for aspects of task management, quality assurance, legal and procurement services, technical assistance, learning and communications, monitoring and evaluation, recruitment, financial management, disbursement. The two organisations prepare separate financial management and audit reports.

6.2 Implementation strategy and process

Under the guidance of the Steering Committee, the implementation of CREATES will adapt to the national and regional contexts. Budgeted annual workplans will be prepared and approved each year[12]. Sustainability plans[13] will be developed during the course of implementation to ensure the longevity of interventions after the programme ceases including Exit Strategies for specific interventions to ensure their durability and continuation. Consideration of support to additional basins will be taken as part of the mid-term review of the programme.

In the start-up phase, the project will ~~s~~et up the ~~p~~roject management unit, the project governance structures will be established, operational agreements signed with key counterpart organisations (see the information below after the table indicating key activities during the start-up phase to see the summary of key activities for these counterpart organisations), and focused consultations to anchor and align planned activities with current regional, national and basins plan and strategies will be conducted. This will inform the development of a detailed work plan and budget allocation. The start-up phase will conclude with a stakeholder validation workshop and inaugural meetings of the Steering Committee and the Strategic Advisory Panel. An overview of the main steps during the six month the start-up phase is provided below:

12 This will include an annual procurement plan to ensure sourcing of different services does not delay Project B implementation.

13 A **sustainability plan** in the context of CREATES is a strategic document that outlines how the initiative will continue to deliver benefits over the long term, even after the initial funding and support have ended. It ensures that the project's outcomes are maintained and that the project remains viable and effective. For best results, the plan should be developed and adjusted during the course of implementation, and not just at the end.

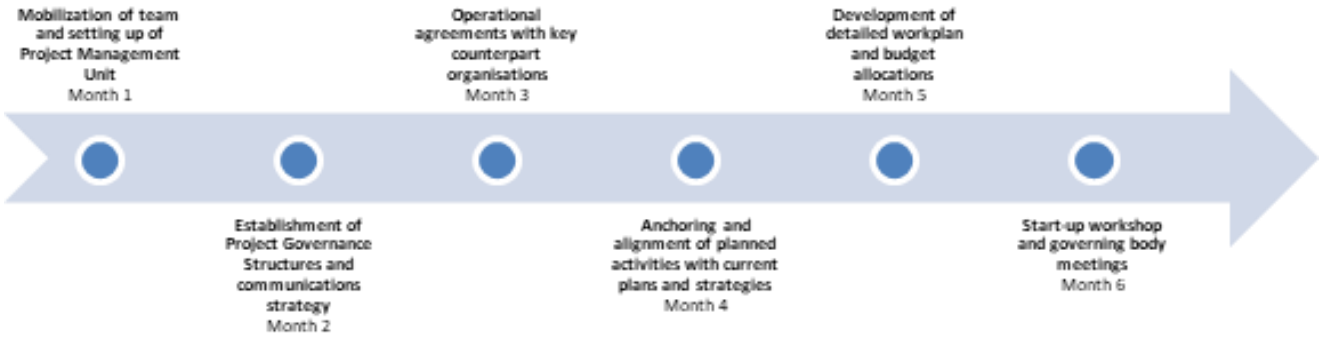


Figure 5: overview of main steps during the six-month start-up phase

At the conclusion of the start-up phase the Steering Committee will make decisions related to workplans, including possible amendments, sequencings of actions and allocations of funds based on the recommendations of the start-up report and the outcomes of the start-up workshop. These decisions will provide the PMU with clear guidance on how to implement the project going forwards.

The expected output from the start-up phase include:

- Project team mobilized and Project Management Unit established
- Project governance structures in place
- Project communications strategy developed
- Operational agreements with counterpart organizations signed
- Indicative work plan for the 5-year period and a detailed budgeted work plan for year 1
- Agreed revisions to results framework and baseline indicators
- Monitoring Evaluation and Learning (MEL) Plan developed
- Agreed sustainability plan template, including is application and ownership
- Updated and verified risk management framework

The main activities during the start-up phase are captured in the table below:

Mobilisation of team and setting up of Project Management Unit:
• Recruitment of project staff. Project Managers will be appointed, as will Basin Focal Points and Strategic Advisers.
• Setting-up of Project Management Unit in Nairobi and arranging project administrative procedures.
• On-boarding and team building of new hires, creating a solid foundation for working as a project team.
Establishment of Project Governance Structures and communications strategy:
• Preparation of ToR for the Steering Committee, the Strategic Advisory Panel, and appointment of members.
• Preparation of communication strategy for the project.
Operational agreements with key counterpart organisations:
• Agreements (MoU's) with organisations where Basin Focal Points and Strategic Advisers are initially going to be placed, i.e.:

a. Sio-Malaba-Malakisi (Kakamega, Kenya)
b. Mara (Musoma, Tanzania)
c. UNEP-HQ (Nairobi, Kenya).
• Agreements (MoU's) with relevant authorities and regional bodies for the implementation of the project.
Anchoring and alignment of planned activities into current plans and strategies:
• Further dialogue with relevant basin, national and regional policies/strategies/plans, including other projects of relevance (recently concluded, ongoing and planned), with a view to identifying where and how CREATES can best support existing demands and ambitions.
• Establishment of relationships with main stakeholders in each of the geographic focus areas.
• Consultations and workshops with stakeholders to identify exactly how their main concerns and priorities can be best addressed.
• Define criteria for interventions (demand, impact, cost, environmental benefit, risks, sustainability, etc.).
• Clarify legal or other formal requirements for interventions that may require construction or change of infrastructure.
Development of detailed workplan and budget allocations:
• Development with stakeholders of an indicative work plan for the 5-year period and a more detailed budgeted work plan for year 1.
• Writing of start-up report including possible deviations to be agreed by the Steering Committee/Strategic Advisory Panel.
Start-up workshop and governing body meetings:
• Engagement of executing partners to assist in delivering on the work plans developed.
• Development of a Monitoring Evaluation and Learning (MEL) Plan.

The **project implementation strategy** will respond to the dynamic organisational and political environment in the two basins, working closely with the identified key partner organisations and local stakeholder groups to respond to demands and needs within the context of the project and making any strategical decisions in cooperation with the Steering Committee.

During the project implementation, continued consultation with stakeholders will determine the specifics of basin level engagements. Plans will be prepared for project interventions in each basin based on existing capacities, country TWM commitments and ambitions, development challenges, basin ecosystem health and security.

To operationalise the above, the **following summarises the approach to implementing CREATES** across the four outcome areas and two river basins:

- Support the implementation of existing policies, strategies, plans and tools of the beneficiary organisations, rather than establishing new ones, with a view to maximising the impact, sustainability and traction with beneficiary organisations.
- Build on and strengthen existing investments, tools and mechanisms for transboundary water management in Mara and SMM basins.
- Engage local communities in planning and implementation, particularly of Outcome 2 activities (Nature-based Solutions and locally led adaptation approaches) using a grant scheme – Community Resilience Facility (CRF). The main objective of CRF is to provide a financial mechanism that seeks to incentivize Nature-based Solutions (NbS) activities that includes sustainable land and related natural resources management through community land use and restoration plans. It aims to provide access to finance, to

incentivise and promote sustainable land related natural resources management practices to promote land productivity and resilience to climate change. The facility benefits communities by creating economic stability and incentivizing restoration and sustainable management of natural resources.

- Use evidence-based and transparent decision support tools to underpin and optimise suggested solutions, where possible.
- Maintain a flexible approach where project progress and commitment from stakeholders and beneficiary organisations determine where resources are allocated and spent in subsequent years.
- Prepare exit strategies and sustainability plans for beneficiary organisations towards the end of the project to create long-term impacts and benefits.

Box 4: Developing a Communications Plan for CREATES (inception phase)

IUCN and UNEP DHI will work together during the inception phase to develop a communications plan. A plan for developing this is proposed below.

Step	Activity	Purpose
1	Set up a Communications Working Group *(key IUCN and UNEP DHI communications and project staff)*	Coordinate the process and ensure partner input
2	Identify key audiences	Understand who needs to be reached and how
3	Define communication objectives	Set clear aims for awareness, engagement, advocacy, and learning
4	Develop key messages	Craft accessible, audience-specific messages
5	Map communication channels	Identify effective tools and platforms for each audience (e.g. social media, community meetings / radio, policy briefs, newsletters, video, infographics, technical reports etc.)
6	Outline priority Year 1 communication products	Plan initial materials and actions to build early project visibility; for example: project factsheet / 2-pager, webpages on IUCN / UNEP DHI platforms, social media kits (hashtags, visuals, launch message, logo (?), branding guidelines)
7	Draft the Communications Plan Framework	Compile goals, audiences, messages, channels, activities, and M&E
8	Validate draft plan	Gather feedback from partners and key stakeholders
9	Finalize and endorse plan	Approve the final version and integrate into the project work plan
10	Start early implementation	Roll out priority communications actions (visibility, briefings, materials)

6.3 Monitoring, Evaluation and Learning

The PMU will be responsible for monitoring progress against the project outputs and outcomes. The PMU will ensure the quality of interventions against defined processes based on the design of the project, implementation work plans and effectiveness using dedicated MEL capacity. Monitoring will be done on a basin-by-basin basis, with results collated at the regional level. Each Beneficiary Partner and Executing Partner will, guided by the Implementing Partners, develop a workplan with outputs and activities with corresponding indicators and targets aligned to the project results framework. Reporting will be delivered against the overarching results framework, with quality assurance of the data collected (and reports produced) supported by a Monitoring, Evaluation and Learning (MEL) expert.

As the project is complex in dealing with execution on the ground, as well as the political level of engagement between stakeholders and State on transboundary waters, outcome harvesting will be applied due to the

unpredictable nature of some aspects of TWM. In complex environments where cause and effect cannot be easily correlated, and therefore project intervention attribution is difficult. **Outcome harvesting** can demonstrate over time how behaviours change through collecting evidence of the change. This means focusing on effectiveness of interventions, and less on their efficiency to achieve a target. By focusing on outcomes from the project, and less on the specific activities used, this can lead to valuable learning as to what actually works in practice. In TWM that is subject to many influences it is key to focus on the overall change needed, and not always the specific methods to get there.

A Mid-Term Review (MTR) managed by the Danish MFA will be conducted towards the end of the second year of implementation. This will include focus on recommendations on any corrections and project adjustments that can be made to assist in accelerating impact and to make suggestions on any structural adjustments due to project design limitations.

A Final Evaluation of the programme managed by Danish MFA, with inputs from IUCN and UNEP-DHI will be undertaken. The Department for Green Diplomacy and Climate, MFA, shall have the right to carry out any technical or financial supervision mission that is considered necessary to monitor the implementation of the project. It will also serve to provide reflections and inputs on the interest and feasibility of a subsequent second phase of the project, building on the results and lessons learnt from this first 5-year phase.

7 Financial management, planning and reporting

While the outputs and outcomes form the framework for the work to be undertaken, rolling annual budgeted work plans, capturing the longer duration of activities, will provide the required detail on specific activities. For the purpose of this project, annual work plans based on the agreed outputs and outcomes within this document will be agreed and approved with the Steering Committee, with consideration of inputs from the Strategic Advisory Panel.

IUCN produces audited consolidated financial statements each year which are published on IUCN's home page (www.iucn.org). The statements are prepared in accordance with Swiss law, IUCN Statutes, as well as with the consolidation and valuation principles described in the notes to these consolidated financial statements. The consolidated financial statements include all offices of IUCN and those entities over which IUCN has the power to govern the financial and operating policies to obtain benefits from their activities.

In accordance with IUCN's Regulations, the reporting currency for the consolidated financial statement is Swiss francs (CHF). A separate set of accounts is maintained for each country where IUCN has a presence. The functional currency for each country is the national currency of the country with the exception of Fiji (USD), Costa Rica (USD) and Serbia (EUR) where the currency chosen better reflects the economic environment in which the office operates. Please refer to the notes of the consolidated financial statements (found here: Financial reports | IUCN) for further information. Externally audited financial reports will be submitted to Danida yearly, based on a timeline to be defined in the Danida – IUCN contract. The audit will cover all funds spent under the project, in all geographic locations.

For accountability reasons, IUCN has outlined its full procedures and processes on procurement and disbursement on its website:

- IUCN's procurement policies and tendering notices are displayed here: IUCN Procurement.
- The broader set of IUCNs policies and procedures can be found here: Values, policies and procedures | IUCN
- Further information on IUCN's project accountability, including our open data portal can be found here: Project accountability | IUCN

The following table provides an outline of frequency and timing of financial reporting, auditing and accounting is suggested that will be refined and agreed within the Danida-IUCN contract:

Report	**Deadline/frequency**
Start-up report	After 6 months
Financial and short narrative progress report	Quarterly
Financial report (audited)	Annually
Comprehensive narrative progress report	Annually
Completion report (narrative)	No later than 6 months after end of Project
Final financial report (audited)	No later than 6 months after end of Project

8 Risk Management

The main risks associated with the work can be divided into contextual, programmatic, and institutional categories. Likely risks with notable impacts are the ones that require special attention, which in some cases may serve to influence programme design and implementation. The main risk factors, including consideration of likelihood, impact, the risk response, and residual risk (and with consideration of assumptions from the theory of change) are described in Annex 7. The main risks can be highlighted as political will to engage State-to-State on transboundary water management and capacity to mobilise within the basins the project will focus on. These are common risk factors in transboundary water management. All countries involved in the project already collaborate on shared waters, and through the basin, national, and regional institutions which currently exist there is cooperation and capacity. It is recognised that whilst risks exist, the partnerships, length of experience on-the-ground in the region, and existing collaboration between stakeholders minimises the risks to acceptable and manageable levels.

CREATES will establish a designated mechanism to monitor and manage risks, covering both the context, programmatic, and institutional risks. This will be tailored specifically to the actual focus areas, geographies and partners which CREATES will engage with. The main components of this risk monitoring and management mechanisms will be:

- The PMU has overall responsibility for monitoring and managing risks, based on the risk matrix, and defines operational roles and responsibilities across the CREATES team for risk management
- The PMU reports on the risks annually to the Steering Committee, in connection with annual reporting and discussion of lessons and updated risks
- The risk matrix is updated biannually and discussed in PMU meetings, with relevant mitigation measures updated and defined
- The annual report will contain the updated risk matrix and lessons learnt.
- Travel security risks will be identified though specialist advice services, regional partners, Danish Embassies, and UNEP to ensure project staff, partners and stakeholders are not put at risk and the project can be safely implemented
- A grievance mechanism will be established which allows stakeholders to anonymously alert the CREATES PMU/Steering Committee to any concerns over project management or implementation.

To manage social and environmental risks of the interventions, IUCN will apply Global Environment Facility (GEF) and Green Climate Fund (GCF) safeguards as an accredited entity to both institutions. The project will also follow IUCN's Environmental and Social Management System (ESMS), which provides a systematic procedure to check IUCN projects for potential adverse environmental and social impacts, ensuring negative impacts are avoided or minimised and positive impacts promoted. The ESMS review procedure also provides for capturing other social and environmental risk issues including impacts from climate change on the vulnerability of ecosystems and local

communities. The project will prepare an ESMF (Framework) to identify and manage risks at the field implementation level.

Anti-corruption

Denmark will rely on IUCN's risk management system to address anti-corruption; however, Denmark will apply a zero-tolerance to cases of corruption or fraud. IUCN's corruption management is covered by the IUCN Anti-fraud policy and the IUCN Code of Conduct and Professional Ethics. A summary of cases of misconduct and investigations is shared with partners annually. Fraud cases that directly involving the use of funds are communicated once substantiated. https://www.iucn.org/about/programme-work-and-reporting/accountability-and-values.

9 Project Closure

Following the first five years of the project, support could be extended into future phases depending on performance, resources, potential impact etc. The mid-term review, apart from assessing progress, will provide reflections and inputs on the interest and feasibility of a subsequent second phase of the project, building on the results and lessons learnt from this first phase.

At the end of the five-year period, a process of project closure that would broadly finalise activities and reporting and ensure closure of accounts is anticipated to include the following:

- final audit,
- return of unspent funds and accrued interest and administrative closure by reversing remaining provisions,
- transfer deliverables and assets as necessary and required,
- prepare, support, and learn from the final evaluation,
- devise a strategy for the strategic advisers and their roles within the beneficiary partner organisations,
- develop a sustainability plan or plans for how structures, policies and partner activities will be able to continue without external assistance and proposing financial sustainability structures where needed,
- conduct any surveys as required to assess impact (in addition to final evaluation),
- integrate lessons and learning for improvements with Danida and broader TEI-TWM programme and celebrate the achievements.

Annex 1: List of 12 shortlisted SMM investment projects

12 shortlisted SMM investment project	Estimated Cost (preliminary)	No of beneficiaries	Country	Rating	Status for each of the projects prioritized and clustered into 4
9) Malaba Irrigation	USD 2.2 million	32,800	Both	5.0	Identification stage
9) Eastern SMM Water Security and Development (combining six sub catchment management plans (SCMPs))	USD 5.2 million	363,500	Kenya	4.6	Prefeasibility stage
9) Sio Sango Multipurpose Water Resources Development Project	USD 37 million + EIA/ESIA USD 4.5 million	28,398	Kenya	4.4	Ready for implementation
9) Toloso sub catchment management plan (NELSAP)	USD 9 million	300,000	Kenya	4.4	Prefeasibility stage
9) Lwakhakha Hotspots	USD 0.8 million	121,000	Uganda	4.2	Ready for implementation
9) Community-based Wetlands Management (Sio Siteko – NELSAP)	USD 8 million	5,000	Both	4.0	Ready for implementation
9) Angololo Multipurpose Water Resources Development Project (Angololo Dam) NELSAP	USD 44 million	12,000	Both	4.0	Prefeasibility stage
9) Solid Waste Management on both sides (Lwakhakha, Kenya, Lwakhakha Uganda and Bungoma, Kenya – NELSAP)	USD 9.2 million		Both	3.8	Feasibility done
9) Food Security	USD 22.7 million		Kenya	4.0	N.A.
10)Nyabanja Irrigation Development and Watershed Management Project - NELSAP	USD 24 million	12,000	Uganda	3.6	N.A.
11)Stormwater Drainage Master Plans NELSAP	USD 3.2 million		Both	3.4	N.A.
12)Bulusambu Multipurpose Water Resources Development Project	USD 82 million	7,456	Uganda	3.4	N.A.

Annex 2: List of priority stakeholders for CREATES in Eastern Africa

As part of the formulation process, a total of 60 specific organizations operating in the region were identified of being of relevance to CREATES. These could be placed in the following groupings:

1. National government ministries and departments
2. Autonomous national authorities and agencies
3. Local government authorities (at level of counties/ districts and municipalities)
4. Regional Economic Communities (RECs)
5. Transboundary River and Lake Basin Organisations (L/RBOs)
6. Development partners, development cooperation agencies and international financial institutions
7. UN agencies
8. Business and private organizations, including media houses
9. International Non-Governmental Organisations
10. Local Non-Governmental Organisations (NGOs) and Community Based Organisations (CBOs)

Based on a strategic analysis, the priority stakeholders for the CREATES programme have been identified and are listed below. This list should not be considered static, and a number of other organizations from the above groups are expected to be of high importance during the course of implementation e.g. for activity alignment, promotion fundraising, knowledge development and dissemination etc..

Group	Priority Stakeholders	Relevance to CREATES Project B
1.	Ministries responsible for Water in Kenya, Tanzania and Uganda (represented by their Transboundary Water Departments/ Divisions/Units)	Direct beneficiaries and important for guidance and ensuring political alignment and sustainable outcomes in line with national priorities
1.	Ministries of Finance	Partners that must approve and sign any financing agreements, and with the ability to engage in relevant budgetary discussions
1.	Water Resources Authorities/ Water Resources Management Departments of Kenya, Tanzania and Uganda	Direct beneficiaries of promoting the enabling environment for the governance of water resources and development and important for guidance and ensuring strategic alignment and sustainable outcomes
3.	Basin Water Board/Basin Areas/Water Management Zones/Water Catchment Offices	Direct beneficiaries and participating in the identification and implementation of NbS related activities linked to small-scale built water infrastructure and important for guidance and ensuring engagement with local stakeholders
3.	Local Governments (Districts/Counties)	Partners and beneficiaries ensuring alignment, identification and consideration of local needs and participating in the planning and implementation of the activities.

3.	City/Municipal Authority	Partners and beneficiaries ensuring alignment and consideration of local needs and planning activities
10.	Community Based Organizations/Water Resources User Association/Water User Associations (WRUAs/WUAs)	Partners ensuring alignment and consideration of local needs and participation in the planning and implementation of the activities
5.	Lake Victoria Basin Commission Secretariat (part of East African Community)	Partner ensuring higher level regional political cooperation between countries on TWM, with associated convening power as established by the 2003 Protocol.
5.	NELSAP-CU (part of NBI) including offices in Musoma and Kakamega	Direct partner ensuring operational cooperation between countries and coordination of the implementation of activities and host for the Basin Focal Point who will be a member of the PMU coordinating the implementation of activities and implementing entities.
6.	Intergovernmental Authority on Development (IGAD) (Agriculture and Environment Division)	Partner of regional political importance for promoting cooperation and integration on water-related issues - able to provide technical input guidance and dissemination (both Kenya and Uganda are members)
9.	Global Water Partnership - East Africa (including Country Water Partnerships)	Partner of importance with extensive governmental and non-governmental IWRM-relevant networks at national and regional level.
9.	Nile Basin Discourse	Partner of importance with extensive civil society network to ensure mobilization and engagement of civil society for awareness-raising and input on civil society participation and engagement.
9.	World Wide Fund for Nature (WWF, Kenya and Tanzania)	Partner of importance and a member of IUCN, has experiences on water management issues in the Mara including water allocation planning, working with WRUAs/WUAs on catchment restoration activities.
6.	Royal Danish Embassy, Kenya	Partner of importance for providing overall oversight and management guidance, as well as political support and ensuring that the project adheres to the DANIDA's policies and strategies on TWM.

Annex 3: Long list of relevant policies, strategies and plans

The following is an extensive list of regional, basin and national policies, strategies and plans (or similar) of relevance to this project to consider. All are at varying stages of adoption/implementation/operation.

East African Community (EAC) Treaty (1999), and **Lake Victoria Basin Development Protocol (2003)** are examples of key regional agreements that promote cooperation in managing shared water resources, including the Mara and SMM basins, to ensure sustainable development and conservation. The **EAC Water Policy** to be implemented through the **EAC IWRM Strategy,** which were adopted in May 2022 by the EAC Sectoral Council on Environment and Natural Resources are in harmony with CREATES. LVBC's **Lake Victoria Basin Integrated Water Resources Management Strategy (2023 – 2050)** and **Lake Victoria Multi-Phase Project** (with support from World Bank through CIWA), as well as IGAD's **Regional Water Resources Management Policy** and **Regional Strategy (2021-2025)** are important point of reference for CREATES**.** Also of emerging importance is the new **Nile River Basin Cooperative Framework (2024)** having been ratified by six countries and is open for others to join. This framework will establish the Nile River Basin Commission (NRBC), replacing the NBI. The NRBC will have broader powers and oversee the framework's implementation, cooperation, and dispute management. At the time of writing, a summit was planned to guide the agreement's implementation.

Sio-Malaba-Malakisi (SMM) Basin:

- **SMM Basin Investment and Development Strategy (2008)** provides a framework for planning and developing investment projects in the SMM basin, focusing on sustainable development and cooperation between Kenya and Uganda.
- **SMM Basin Investment Framework (2018)** is an updated framework to guide transboundary investments, promote socio-economic development, enhance environmental sustainability, and improve natural resource management.
- **Memorandum of Understanding (MoU) for Joint Management (2018)** facilitates joint management and development of the SMM basin, focusing on sustainable water use and conflict mitigation.

Mara River Basin:

- **Mara River Basin Integrated Water Resources Management and Development Project (current phase 2019-2026)** is a long-term and ongoing project that includes the Mara Watershed Management Plan, addressing environmental degradation through afforestation, soil conservation, and sustainable agriculture.
- **Transboundary Water Allocation Plan (early 2000s onwards)**, spearheaded by WWF-Kenya, this plan balances water distribution while preserving environmental flows, ensuring sustainable water management between Kenya and Tanzania.
- **Memorandum of Understanding (MoU) for Joint Water Resources Management (2015)**: This MoU promotes joint water resources management and equitable utilization between Kenya and Tanzania.

Kenya:

- **Kenya Vision 2030**, **aligned with the National Water Master Plan 2030**, is the country's long-term development strategy and outlines several key provisions for water resources management, focusing on sustainable and equitable access, conservation, and quality improvement measures, and the importance of real-time water resource data collection for effective management.
- **National Water Resources Strategy (2020-2025)** aims to ensure access to clean and safe water for all Kenyans while managing water resources sustainably. It addresses issues such as water scarcity, catchment degradation, pollution, and climate variability. Key objectives include water resource monitoring, freshwater

ecosystem protection, disaster management, and promoting cooperation in managing transboundary water resources.

- **National Water Policy (2021)** aims to preserve, conserve, and protect water resources, ensuring their sustainable and rational use. It emphasizes providing quality water to meet various needs, including poverty alleviation, and establishing an efficient institutional framework for water sector management.
- **Kenya National Adaptation Plan (NAP) (2015-2030)** outlines Kenya's approach to enhancing climate resilience and achieving the goals of Vision 2030. It focuses on reducing vulnerability to climate change across various sectors, including water. The plan emphasizes the need for adaptive capacity, sustainable water management practices, and the integration of climate change considerations into national planning.
- **National Climate Change Action Plan (NCCAP) (2018-2022)** sets out priority areas for climate action, including both adaptation and mitigation measures. It highlights the importance of a supportive policy and regulatory environment, capacity building, technology and innovation, climate finance, and robust monitoring and reporting systems. Water management is a critical component of the plan, with actions aimed at improving water security and resilience to climate impacts.
- **Integrated Water Resources Management (IWRM) Action Plan (2023)** is aligned with Sustainable Development Goal 6 (SDG6), this plan promotes integrated approaches to water resource management. It addresses water security and climate change impacts through stakeholder engagement, public awareness, and comprehensive management plans.
- **The Lake Victoria South and North Basin Management Plans (2020-2040)** outline have a main objective to guide sustainable utilization and development of water resources. The plan integrates environmental, social, and economic aspects to achieve sustainable water management and seeks to balance resource utilization, development, and protection while considering stakeholder input and existing plans. The plan works to deliver a vision for the basin, which is "*a sustainably conserved and climate-resilient basin providing equitable ecosystem services through integrated water resources management by 2040".*

Tanzania:

- **National Water Policy (NAWAPO) (2002)** aims to ensure sustainable management and development of water resources. It focuses on providing access to clean and safe water for all, improving water governance, and promoting the efficient use of water resources.
- **Draft National Water Policy 2002 Version 2023** aims to enhance water resources management, promote the sustainable development of water resources, carry out water and wastewater quality management, improve access to clean, safe, reliable and sustainable water supply services for all uses, strengthen climate change resilience in the water sector, promote gender mainstreaming, and enhance good governance in the water sector. The policy also provides for the government of Tanzania in collaboration with stakeholders enhancing he management of transboundary water resources for the benefit of the country.
- **National Water Sector Development Strategy (2006-2025)** outlines the framework for implementing the National Water Policy. It includes plans for improving water supply and sanitation services, enhancing water resource management, and promoting stakeholder participation in water governance.
- **Water Sector Development Programme Phase Three (WSDP III) 2022/23 – 2025/26** aims to enhance the sustainability of water resources, ensure sustainable water usage, and strengthen institutional frameworks to meet national and international development goals, including the Sustainable Development Goals (SDGs).
- **National Climate Change Strategy (2021-2026)** addresses the impacts of climate change on various sectors, including water. It aims to enhance climate resilience through adaptation and mitigation measures, improve climate data and information systems, and strengthen institutional capacity for climate action.
- **National Adaptation Programme of Action (NAPA) (2007)** identifies urgent and immediate adaptation needs to address the adverse effects of climate change. It prioritizes actions in sectors such as water, agriculture, health, and infrastructure to enhance resilience and reduce vulnerability.
- **Integrated Water Resources Management and Development Plan (IWRMDP)** is aligned with the principles of Integrated Water Resources Management (IWRM), this plan promotes the sustainable use and

management of water resources. It emphasizes the need for coordinated development and management of water, land, and related resources.

- **National Five-Year Development Plan (2021/22-2025/26)** includes strategies for improving water resource management and addressing climate change. It focuses on enhancing water infrastructure, promoting sustainable water use, and building resilience to climate impacts.

Uganda:

- **National Water Policy (1999)** aims to promote the sustainable management and development of water resources. It focuses on ensuring equitable access to water for all users, improving water governance, and protecting water resources from pollution and overuse.
- **National Water Policy (2022 draft)** emphasizes integrated and sustainable water resource management, including strategies for resilience against climate impacts like floods and droughts, and prioritizes cooperation with neighbouring states through NBI/NELSAP and EAC/LVBC.
- **Water and Environment Sector Development Plan (2015-2030)** outlines the strategic direction for the water and environment sector, aiming to improve water supply and sanitation services, enhance water resource management, and promote environmental conservation. It includes measures for capacity building, infrastructure development, and stakeholder engagement.
- **National Climate Change Policy (2015)** provides a framework for addressing climate change impacts across various sectors, including water. It aims to enhance climate resilience through adaptation and mitigation measures, improve climate data and information systems, and strengthen institutional capacity for climate action.
- **National Adaptation Programme of Action (NAPA) (2007)** identifies urgent and immediate adaptation needs to address the adverse effects of climate change. It prioritizes actions in sectors such as water, agriculture, health, and infrastructure to enhance resilience and reduce vulnerability.
- **Uganda Vision 2040** includes strategies for sustainable water resource management and climate change adaptation. It emphasizes the need for integrated water resource management, improved water infrastructure, and enhanced capacity to cope with climate variability and change.
- **National Development Plan III (2020/21-2024/25)** integrates water and climate change considerations into national development priorities. It focuses on improving water supply and sanitation services, promoting sustainable water use, and building resilience to climate impacts.

Annex 4: Other relevant ongoing and planned initiatives

Sio-Malaba-Malakisi Basin Prioritized Investment Projects
In the Sio-Malaba-Malakisi Basin, several prioritized investment projects are coordinated by the Intergovernmental Authority on Development (IGAD), with technical support from the International Union for Conservation of Nature (IUCN) and the United Nations Economic Commission for Europe (UNECE). These projects aim to address challenges such as catchment degradation and water quality, promoting joint actions by Kenya and Uganda for sustainable water management. The projects offer inspiration and/or a direct opportunity for CREATES Project B to help implement fully prepared plans, which could shorten the time to implement and offer tangible benefits. Activities in CREATES Project A could support additional quality assurance and feasibility assessments before interventions are undertaken using CREATES funding.

One of the key projects is the **Malaba Irrigation Project**, which focuses on enhancing agricultural productivity through improved irrigation infrastructure. This project is vital for boosting food security and supporting the livelihoods of local farmers.

The **Eastern SMM Water Security and Development** project combines multiple sub-catchment management plans to ensure water security and sustainable development across the basin. This integrated approach helps to address water-related challenges holistically, considering the interconnections between different sub-catchments.

The **Sio Sango Multipurpose Water Resources Development Project** aims to provide water supply and irrigation solutions to support local communities. By developing multipurpose water infrastructure, this project helps to meet the diverse water needs of the region, from domestic use to agricultural irrigation. Community-based wetlands management projects are also being implemented to manage wetlands sustainably and improve water quality. These projects involve local communities in the conservation and sustainable use of wetland resources, ensuring that these vital ecosystems are protected for future generations.

The **Sio Siteko Wetlands Management Project** (part of the Sio-Siteko Transboundary Wetlands Management Plan) runs from 2020 to 2030 and aims to conserve the Sio-Siteko wetland shared by Kenya and Uganda. Funded by the German Federal Ministry for the Environment (BMU) through the International Climate Initiative (IKI), it involves partners like the Nile Basin Initiative, Wetlands International, and Nature Uganda. Key activities include conserving the wetland and monitoring endangered species, introducing sustainable crops and training for diversified income sources like livestock rearing and aquaculture, and establishing governance structures and conducting training for effective wetland management. This project focuses on environmental conservation and improving local livelihoods through sustainable practices.

Finally, the **Angololo Multipurpose Water Resources Development Project** involves the development of the Angololo Dam to provide water for irrigation and other uses. This project is expected to significantly enhance water availability in the region, supporting agricultural productivity and improving the livelihoods of local communities.

Mara River Basin Integrated Water Resources Management and Development Project (current phase 2019-2026) is a long-running project, managed by NELSAP with support from the World Bank, Sweden, and Norway, aims to establish a cooperative framework for joint water resource management, supporting sustainable development and improving living conditions while protecting the environment. Key activities include developing multipurpose storage reservoirs for irrigation, water supply, and small hydropower generation. Feasibility studies are being conducted for small to medium storage dams in Tanzania and Kenya, assessing potential benefits and impacts to ensure they meet local needs while minimizing environmental harm. Additionally, sub-catchment management plans are being prepared for specific areas in Kenya and Tanzania, providing detailed roadmaps for managing water

resources at the local level. Synergies with this project and learnings from the project partners are of direct relevance to CREATES.

Kenya Watershed Services Improvement Programme (KEWASIP) (current phase 2023-2027), is World Bank funded, includes the Mara (in Kenya only) and aims to restore degraded landscapes, improve watershed services, and enhance climate resilience and livelihoods. Discussions with the World Bank as part of the CREATES programme preparation phase indicated that there could be opportunities for synergies regarding the design, implementation and maintenance of climate sensitive hydrological modelling software being planned for the basin. At the time of writing, the project had yet to commence.

Citizen Science Water Quality Monitoring of the Mara Basin (no set end date) is currently being supported by UNEP and partners. The objectives are to improve water quality monitoring and management; allow ministries to report on UN SDG 6 (indicator 6.3.2) using citizen science generated data; support local communities, local Water Users Associations, and water resource authorities to improve river basin management; and identify pollution (nutrient and sediment) hotspots and support mitigation actions. There are opportunities for CREATES to support the sustainability of this initiative, possibly expand to the SMM, and include this important data in the water management Decision Support Systems used by authorities.

The Mara River Basin Integrated Water Resources Management and Development Project (current phase 2019-2026) is a long-running project, managed by NELSAP with support from the World Bank, Sweden, and Norway, aims to establish a cooperative framework for joint water resource management, supporting sustainable development and improving living conditions while protecting the environment.

Key activities include developing multipurpose storage reservoirs for irrigation, water supply, and small hydropower generation. These reservoirs are crucial for ensuring a reliable water supply, especially in regions prone to water scarcity. Integrated watershed management is another significant component, involving activities like beekeeping, soil and water conservation, dairy goat farming, energy-saving devices, poultry keeping, tree nurseries, agro-processing, and value addition. These initiatives help reduce pressure on natural resources and promote sustainable land use practices.

Feasibility studies are being conducted for small to medium storage dams in Tanzania and Kenya, assessing potential benefits and impacts to ensure they meet local needs while minimizing environmental harm. Additionally, sub-catchment management plans are being prepared for specific areas in Kenya and Tanzania, providing detailed roadmaps for managing water resources at the local level.

Kenya Watershed Services Improvement Programme (KEWASIP) (current phase 2023-2027), World Bank funded, which includes the Mara (in Kenya only) and aims to restore degraded landscapes, improve watershed services, and enhance climate resilience and livelihoods.

Mara River Basin Water Allocation Plan is currently being implemented with the active participation of various stakeholders, including local communities, national governments, and regional organizations like NELSAP and LVBC. By issuing water permits, the aim is to ensure that water is fairly allocated among domestic, agricultural, industrial, and environmental users. A key component of the plan is the maintenance of environmental flows. The implementation process includes data collection and monitoring to usage. This data informs allocation decisions, helping to balance the diverse needs of water users. Unfortunately, stakeholders have indicated that implementation is not being coordinated at the basin level, which is a threat to longer-term success. It has been suggested that CREATES could help strengthen coordination by bring together the various stakeholders. This assistance could help to create other synergies with related technical support to be provided through CREATES.

Citizen Science Water Quality Monitoring of the Mara Basin (no set end date) is currently being supported by UNEP and partners. The objectives are to improve water quality monitoring and management; allow ministries to report on UN SDG 6 (indicator 6.3.2) using citizen science generated data; support local communities, local Water Users Associations, and water resource authorities to improve river basin management; and identify pollution (nutrient and sediment) hotspots and support mitigation actions. There are opportunities for CREATES to support the sustainability of this initiative, possibly expand to the SMM, and include this important data in the water management Decision Support Systems used by authorities.

Regional

The Nile River Basin Management Plan (NRBMP) (2022) aims to guide the planning and implementation of water resources management and development in the Nile Basin at national, sub-regional, and regional levels. CREATES program could be used to support the implementation of the plan at the lowest hydrological management units (catchments of sub-basins like SMM and Mara). For example, overhaul and localization of the Nile Basin Decision Support System.

Nile Cooperation for Climate Resilience (NCCR) Project (2021-2025), funded by the World Bank and CIWA Trust Fund, aims to enhance water resource management in the Nile Basin with a budget of $30 million. It focuses on five themes: cooperation platform, water quality investment planning, flood and drought risk mitigation, dam safety capacity building, and innovative information services for climate-resilient planning.

Enhancing Conjunctive Management of Surface and Groundwater Resources (2020-2025) project funded by GEF ($5.33 million) and implemented by UNDP, focusing on sustainable management of transboundary aquifers in the Nile Basin.

Support to Hydro-diplomacy (2016-2025) project is funded by the German Federal Foreign Office (€4.8 million) through GIZ, aimed at fostering cooperative solutions to Nile water conflicts.

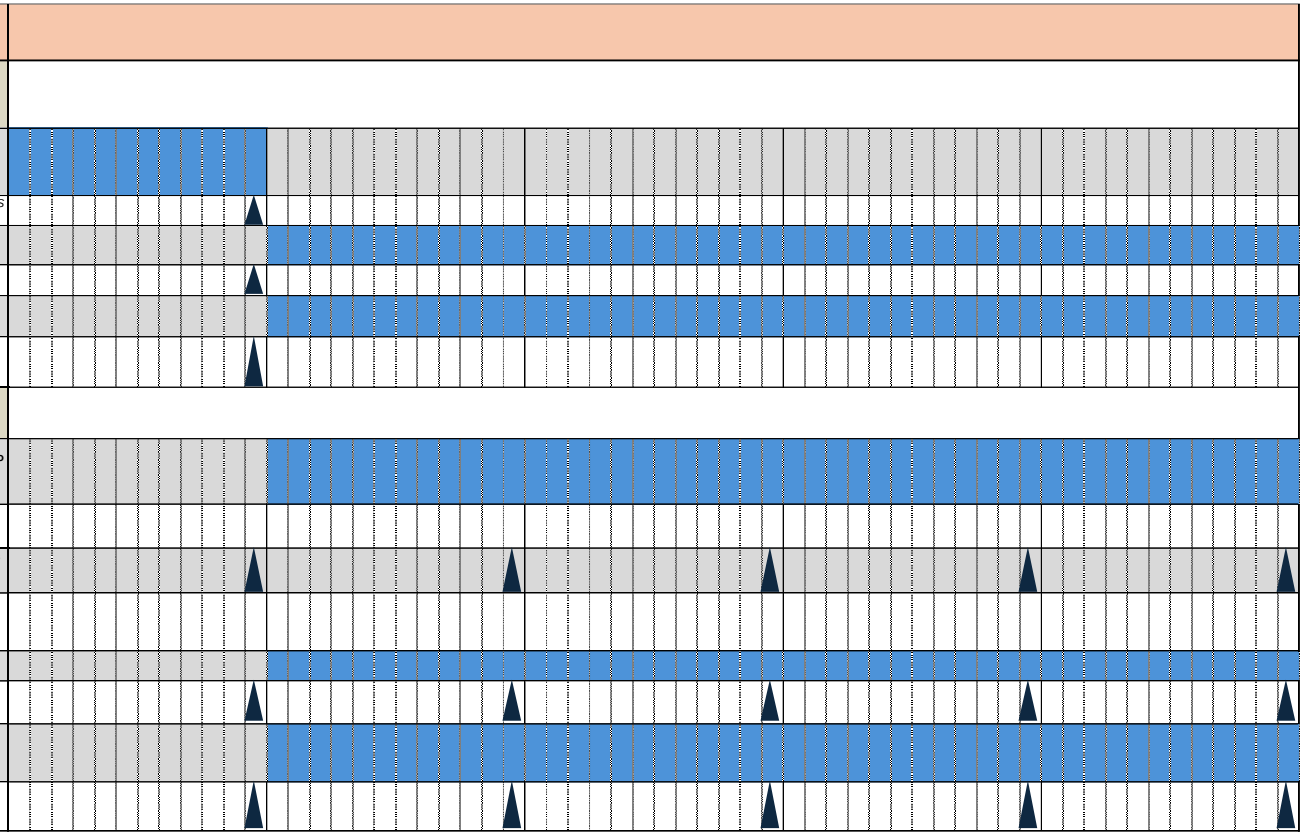
Programme for Transboundary Water Management (2022-2025) is funded by the German Federal Ministry of Economic Cooperation and Development (€6 million), enhancing NBI's role in consensus building and cooperation among Nile Basin states.

Annex 5: Outline draft workplan

This outline draft work plan will be used to support discussion with key stakeholders during the start-up phase on the on the work to be undertaken. Annual workplans will be subject to the approval of the Steering Committee.

	PROJECT B	Year 1												Year 2												Year 3												Year 4												Year 5											
	Work Schedule and Planning for Deliverables	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41	42	43	44	45	46	47	48	49	50	51	52	53	54	55	56	57	58	59	60
OUTPUT AREA	**Task B1 – Strengthening and supporting governance arrangements for transboundary waters**																																																														
1.1.1	**Support the operationalisation of the institutional frameworks for the SMM and Mara Basins as per the provisions of the existing MoUs/Bilateral Agreements.**																																																												
	***Output**: SMM and Mara institutional framework operationalised*																																																											
1.1.2	**Support the transboundary framework for the implementation of the EAC Water Policy, IWRM Strategy and the LVBC IWRM Strategy**																																																											
	***Output**: The EAC Water Policy, IWRM Strategy*																																																											
1.1.3	**Support existing Water Users Association (WUAs) to coordinate and implement the transboundary sub-catchment management plans to enhance water availability.**																																																											
	***Output**: WUAs in the two transboundary basins identified and supported to develop and implement SCMPs in line with CREATES activities*																																																											
OUTPUT AREA	**Task B1.2 – Support the development and implementation of investment frameworks, sustainable finance strategies and resource mobilisation plans in the SMM and Mara Basins**																																																											
1.2.1	**Support the implementation of the SMM four clusters of prioritized investment projects for enhanced benefit sharing and climate resilience in transboundary basins**																																																											
	***Output**: A strategy developed and implemented to guide the process of designing and implementation of these investment projects.*																																																											
1.2.2	**Adapting the benefit sharing process to the Mara Basin with the aim to harmonize and implement the Mara River Transboundary Allocation Plan for both upstream and downstream / Kenya / Tanzania and prepare an accompanying investment framework and resource mobilisation strategy**																																																												
	***Output**: Mara transboundary water allocation plan is developed and implemented.*																																																											
	Task B1.3 – Strengthening Multi-level Governance Frameworks and building capacities for TWM across relevant stakeholder groups																																																											
1.3.1	**As indicated in 1.1.3 above, the Transboundary Water Users Association/Forum in the two transboundary basins will be used as a platform for strengthening multi-level governance framework as well as for capacity building CREATES through the service providers.**																																																											
	***Output**: A strategy developed and implemented to promote multi-level governance framework as well as capacity building mechanisms in the two transboundary basins.*																																																											
1.3.2	**Promote the integration and cross-sectoral collaboration and coordination as well as capacity building of these agencies and sectors at the catchment levels in the two transboundary river basins to improve the integration of various sectors and agencies in-charge of water and land (focussed on County/Council and National institutions, local communities)**																																																											
	***Output**: Mechanisms for integration, cross-sectoral collaboration, coordination and capacity building developed and implemented.*																																																											
1.3.3	**Support to inter-county/council/district/counties/Parish forums on land degradation, watershed protection and climate change impacts within the basin for learning, experience sharing and networking**																																																											
	***Output**: Forums at local government level identified and supported for enhanced learning, experience sharing and networking.*																																																											

	PROJECT B	
OUTPUT AREA	**Task B2.1 – Climate-resilient transboundary water infrastructure combined with NbS lead to inclusive and sustainable water management and economic development in targeted geographies**	
B2.1.1	**Areas for deployment of NbS and climate-resilient infrastructure selected through GIS mapping, local ground-truthing, stakeholder consultation and data from Project A (output A1.1) to identify hydrologically important areas in the catchments for restoration, protection, improved management, and investment in the Mara and SMM basins.**	
	***Output**: Report produced on the hotspots or degraded catchment areas for the deployment of NbS and climate resilient infrastructure.*	
B2.1.2	**Inclusive design of NbS and optimisation between natural and built infrastructure facilitated.**	
	***Output**: A combined design of built and NbS infrastructure developed and implemented through stakeholders' participation*	
B2.1.3	**Investment plans and/or partnerships established to implement NbS and combined interventions.**	
	***Output**: A strategy developed and implemented for additional resources mobilisation, fundraising, leveraging of resources to support the implementation of NbS and combined interventions in the two transboundary basins and/or in other basins.*	
OUTPUT AREA	**Task B2.2 – Inclusive economic development – on the ground support for identified small-scale built resilient infrastructure prioritised projects.**	
B2.2.1	**Identify and develop small scale options for water accessibility – check dams, sand dams etc. to attract and retain the flow especially during the high flow periods to improve green water storage and build resilience during dry periods through supplying water.**	
	***Output**: Report on the identification and development of small-scale water supply options in the two transboundary basins.*	
B2.2.2	**Identify and protect springs and water sources, including establishing governance mechanisms around them and protection and investment plans to maintain good quality sources**	
	***Output**: Report on the identification, development and governance of springs and water sources in the two transboundary basins.*	
B2.2.3	**Support targeted roof water harvesting in public places e.g. schools, churches etc to build community resilience to water shortages**	
	***Output**: Report on the identification of suitable public spaces and installation of roof water harvesting infrastructure.*	
B2.2.4	**Support the drilling of shallow wells and the repair/rehabilitation of broken-down boreholes and powering their operations with solar panels as a way of climate change adaption and moving away from unreliable surface water sources in the face of climate change**	
	***Output**: Report on the survey, drilling, identification and repair of the broken-down boreholes and governance of the borehole/shallow wells.*	



Annex 6: Budget Details

The overall budget for this project is 204 million Danish kroner (DKK). The suggested outline for the output level budget is provided below. The tentative annual cost of Project B would be 40.74 million DKK over the first years. Outcome B1 would have an average annual cost of 6.48 million DKK; and Output B2 21.3 million DKK.

The Danish grant will be spent solely on activities leading to the expected outputs and outcomes as agreed between the parties. The implementing partner is responsible for ensuring that the funds are spent in accordance with the agreement and with due consideration to economy, efficiency and effectiveness in achieving the results intended.

Summary budget outcomes		**FY1**	**FY2**	**FY3**	**FY4**	**FY5**
Outcome B1: Governance arrangements for TWM are improved and institutions deliver on mandates and operationalise policy and regulatory frameworks to ensure resource mobilisation, policy dialogue and conflict prevention	32,400,000	6,480,000	6,480,000	6,480,000	6,480,000	6,480,000
Output: B1.1 Legal and policy frameworks developed, strengthened and operationalized	11,175,000	2,235,000	2,235,000	2,235,000	2,235,000	2,235,000
Output: B1.2 Development and implementation of investment framework, sustainable finance strategies and resource mobilisation plans in the SMM and Mara Basins	10,425,000	2,085,000	2,085,000	2,085,000	2,085,000	2,085,000
Output: B1.3 Strengthening Multi-level Governance Frameworks and build capacities for TWM relevant across stakeholder groups	10,800,000	2,160,000	2,160,000	2,160,000	2,160,000	2,160,000
Outcome: B2. Climate-resilient water infrastructure combined with NbS lead to inclusive and sustainable water management and economic development in targeted geographies/basins/communities	106,350,000	21,270,000	21,270,000	21,270,000	21,270,000	21,270,000
Output: B2.1 NbS interventions implemented for basin water security and climate resilience	40,500,000	8,100,000	8,100,000	8,100,000	8,100,000	8,100,000
Output: B2.2 Inclusive economic development - on the ground support for identified small-scale built resilient infrastructure prioritised projects	65,850,000	13,170,000	13,170,000	13,170,000	13,170,000	13,170,000
25% reserve (to be released after approval by Steering Committee)	46,250,000	9,250,000	9,250,000	9,250,000	9,250,000	9,250,000
Financial management, annual audits and steering committee meetings	5,373,832	1,074,766	1,074,766	1,074,766	1,074,766	1,074,766
Sub-total	**190,373,832**	**38,074,766**	**38,074,766**	**38,074,766**	**38,074,766**	**38,074,766**
Overheads 7%	13,326,168	2,665,234	2,665,234	2,665,234	2,665,234	2,665,234
Total (IUCN)	**203,700,000**	**40,740,000**	**40,740,000**	**40,740,000**	**40,740,000**	**40,740,000**

The full budget has been programmed and planned; however, a reserve of 25% has been blocked for consumption in both projects. The intention is to take stock (e.g., in connection with the MTR) and see whether it makes sense to continue as planned or whether it makes more sense to adjust the results frameworks and the budgets. This could mean addressing unforeseen emerging needs, doing more of what has proven successful, doing less of what has proven less successful, or replicating project successes in other geographies. In any case, the use of the reserved funds will be contingent on approval from

the Steering Committee. The idea is to maintain flexibility and adaptability in programme execution, acknowledging that circumstances and priorities may change over time.

Annex 7: Risk Management Matrix

This annexe includes the most obvious anticipated risks and response foreseen at the time of writing. The list of not intended to be exhaustive. Periodic progress reports will be used to reflect on the risks, as well as document planned responses to additional emerging risks of significance. Risks and risk management will also be a topic for discussion in Steering Committee and Strategic Advisory Panel meetings, as appropriate.

Contextual Risks

	Risk Factor	**Likelihood**	**Impact**	**Risk response**	**Residual risk**	**Background to assessment**
1.	**Basin conflict:** Tensions and disagreements amongst upstream and downstream Nile riparian states over the new Cooperative Framework Agreement (2024) lead to pressure on Denmark to withdraw CREATES support.	**Moderate**	**Moderate**	Adopt a bottom-up approach working in basins with low political tensions and a good atmosphere of cooperation (Mara and SMM). Engage with NELSAP and LVBC, who can also facilitate contact with NBI, and use UNEP focal point accordingly. Within the communications plan, consider showing the benefits of Danish support and indirectly elaborate the programme's independence from specific CFA outcomes. Based on the specific scenario, establish an emergency plan that outlines actions should Denmark face political pressure, ensuring continuity in programme operations.	**Low** The suggested response will reduce but not eliminate the risk	UNEP internal communications

2.	**Other instability:** National or regional events or conflicts (e.g. linked to political, trade, resources etc.) limit the ability of the CREATES to engage and provide assistance.	**Moderate**	**High**	The design of CREATES is based on an adaptive approach to the programme which means that implementation can be shaped and redirected not only by demands and needs, but also by circumstances. In extreme cases, it can be necessary to avoid or withdraw support from selected geographies until it is considered safe to engage, or to redirect resources to other geographies or selected activities.	**Low** Flexibility and adaptability in allocation of resources will significantly reduce the risk	Regional security briefings from IUCN and UNEP regional offices. Information from local partners and IUCN regional/country offices and focal points.
3.	**Political will and cooperation:** Despite having policies, agreements, strategies, and programmes for TWM, conflicting water needs mean that government authorities do not cooperate on CREATES activities and engage as anticipated.	**High**	**High**	Foster ongoing dialogue through NELSAP and LVBCO to help build consensus, support confidence building and promotion of shared benefits, including how CREATES further supports the established TWM context. Improved technical tools for TWM help countries establish the current and projected availability and use of water resources will provide bottom-up support to the operationalization of agreements.	**Moderate** The suggested response will reduce the risk to a manageable level	Stakeholder consultations and various UNECE publications, and UNEP report coordinated by UNEP-DHI, "Progress on implementation of Integrated Water Resources Management – Mid-term status of SDG Indicator 6.5.1 and acceleration needs, with a special focus on Climate Change" (UNEP & UN-Water 2024)

				Peer to peer exchanges will help to build trust between counterparts. Local ownership and control will be emphasized throughout CREATES lifespan.		
4.	**Climate change impacts:** Extreme weather events (floods and droughts) affecting CREATES implement ation in target areas (e.g. NbS structures and hydromet networks).	**Moderate**	**Moderate**	NbS for water management under CREATES will be designed to account for flood and drought events. CREATES technical tools will not be dependent on establishing hydromet monitoring networks that are vulnerable to negative impact through floods. Climate-induced natural disasters can also have positive impact in mobilising political commitment to transboundary cooperation. CREATES actually aims to build climate adaptive capacity to help manage and mitigate climate impacts.	**Low** The suggested response measures will significantly reduce the risk	UNEP/UNEP-DHI and IUCN professional programme/project implementation experiences.

Programmatic Risks

	Risk Factor	**Likelihood**	**Impact**	**Risk response**	**Residual risk**	**Background to assessment**

5.	**Partner dependence for delivery success:** The outcomes of CREATES are heavily dependent on the direct and indirect involvement of multiple partners e.g. the guidance and leadership of countries. Consequently, if partners' priorities and plans change, the expected programme outcomes can be negatively affected.	**Likely**	**Moderate**	CREATES will adjust between partners in order to manage risks and maximize opportunities (that were impossible to identify during the programme formulation phase) to ensure outcomes are achieved. Contract/agreements/memorandums of understanding (or similar) will be formulated to manage uncertainties, risks, liabilities, and indemnification, with payment schedules closely tied to deliverables and performance.	**Low** The response measures will significantly reduce the risk	UNEP-DHI and IUCN professional programme/project implementation experiences
6.	**Low capacity of beneficiary and implementation partners:** There will be reliance on government and regional authorities to absorb assistance and enact positive	**Likely**	**Major**	Technical tools and training will be designed and implemented based on capacity assessments (as well as needs and demands) according to the local context. Capacity building work within CREATES will enhance engagement and strengthens partner/beneficiary institutions. CREATES will	**Low** The response measures will significantly reduce the risk	UNEP-DHI and IUCN professional programme/project implementation experiences

	change. Also, sub-consultants, sub-contractors, may not be able to deliver support to expected levels. This situation would lead to low implementation rates and poor results for CREATES.			work in support of existing governance structures, on the understanding that longer term capacity support and institutional strengthening is more desirable than short-term results. Due diligence of implementing partners will be conducted, with regular meetings and site visits to monitor and discuss progress, and periodic reporting on progress, where appropriate		
7.	**Negative environmental and social impacts:** CREATES activities may lead to further environmental degradation and exacerbation of issues linked to human rights, gender, and social inclusion.	**Unlikely**	**Major**	Commitment to advancing environmental issues, as well as human rights, gender issues and social inclusion are part of CREATES design. For example, there is a focus on promoting environmentally sound NbS interventions; technical tools include consideration of gender relevant data and information; and IUCN's ESMS (Environmental and Social Management System) standard as well as the Natural Resources Governance	**Low** The response measures will reduce the already low likelihood and reduce potential impacts, leading to a reduced residual risk.	UNEP-DHI and IUCN professional programme/project implementation experiences

				Framework and rights-based approaches will be applied to ensure that communities (including youth) and vulnerable groups are adequately consulted and included.		

Institutional risks

	Risk Factor	**Likelihood**	**Impact**	**Risk response**	**Residual risk**	**Background to assessment**
8.	**Lack of ownership of regional, national and local government partners:** This situation would seriously weaken implementation and impact.	**Moderate**	**High**	Emphasize exactly how CREATES has been designed based on a consultative process when required. Validate the proposed Programme Governance and Implementation Structure in the start-up phase, including consultation and endorsement of terms of reference for the Strategic Steering Committee. Local ownership and control will be emphasized throughout CREATES lifespan (cross-cutting).	**Low** The suggested response will reduce the likelihood but not eliminate the risk.	UNEP-DHI and IUCN professional programme/project implementation experiences
9.	**Rivalry between REC's and transboundary**	**Moderate**	**High**	Establish formal data-sharing agreements that clarify the roles of RECs and	**Low** The suggested response will reduce but not	UNEP-DHI and IUCN professional programme/project implementation experiences

	lake/river organizations: This can lead to difficulties in data and information sharing, affecting CREATES' implementation.			L/RBOs, ensuring open access to essential data while respecting each organization's mandate. Implement a neutral data repository managed by CREATES to provide equal access to data for all involved RECs and L/RBOs, reducing perceived rivalry. Organize joint REC and L/RBO capacity-building activities and workshops to build trust and align goals. Ensure roles and responsibilities with regard to CREATES are clearly communicated and supported in line with existing mandates.	eliminate the risk.	
10.	**Key staff attrition:** Staff project staff working on important activities leave for other positions outside CREATES.	**Likely**	**Moderate**	While some level of staff turnover is unavoidable, key staffing within CREATES is sourced from established organizations with information management systems for gathering and storing communications and key documents. Furthermore, the establishment of a physical	**Low** Response measures will reduce the risk. This is an inherent risk that both implementation partners are used to handling.	UNEP-DHI and IUCN professional programme/project implementation experiences

				CREATES office within the region will help to facilitate knowledge sharing within the Project Management Team.		
11.	**Safety of staff and operational travel and security risks:** Deterioration of security situation affects ability to operate. Infrastructure in project locations is absent or poor and limits operations.	**Likely**	**Moderate**	Mechanism with Security Risk Adviser in place within IUCN-ESARO, ensuing regular monitoring of security risks, health and safety protocols in place, (including for safe driving).	**Low** The response measures will increase focus of security and reduce both likelihood and impact of the risk.	UNEP-DHI and IUCN professional programme/project implementation experiences
12.	**Corruption / rent seeking:** Individuals and organizations use power for private gain within CREATES, including acts like bribery, embezzlement, nepotism, and financial gains - without contributing to productivity	**Likely**	**High**	Project staff will be instructed to adopt a zero-tolerance approach to corruption and rent seeking and be provided with guidelines (e.g. UN Anti-fraud and Anti-corruption Framework, 2022) including "whistleblower" instructions available from IUCN, UNEP and UNEP-DHI. Financial audits and periodic reviews/evaluations will be used to support additional oversight.	**Low** Response measures will make corrupt practices much harder and reduce the risk significantly.	UNEP-DHI and IUCN professional programme/project implementation experiences

Annex 8. List of stakeholders and beneficiaries consulted so far

The following list is not exhaustive and is included in this version of the draft project document to inform the appraisal. It would be removed from later versions.

Consultation with officials of the Ministry of Water, Sanitation and Irrigation, Kenya

Mr. David Bosuben – Deputy Director, Treaties and Agreements, Ministry of Water and Sanitation Transboundary Waters Division Ms. Margaret Irungu, Deputy Director, Policy, Transboundary Waters Division Phylis Akinyi – Environmentalist, MoWSI Said Omer – National Water Resources Officert, MoWSI Moffat Mokanya – TWRI, MoWSI Videnso Mwaniki – Transboundary Water Resources, MoWSI Shelat Lalawo – Transboundary Water Resources, MoWSI Dr. Joash Oruta – Basin Area Coordinator, Lake Victoria South Catchment Area, Water Resources Authority (WRA) Mr. Bernard Omuya – Basin Area Coordinator, Lake Victoria North Catchment Area, Water Resources Authority (WRA) Eng. Hilda Luoga – Programme Officer, Lake Victoria Basin Commission (LVBC) Mrs. Gladys Wekesa, Director, Transboundary Waters Division, and Nile-TAC member

Consultation with officials of the Ministry of Water, Tanzania

Ms. Mwanamkuu Mwanzika Principal Hydrogeologist - MoW. Mr. Alex N. George – Principal Chemist – MoW Ms. Esther Kilasy – EAS – MoW Eng. Lucia Lema – Engineer - MoW Dr. Estella Mgala – Principal Community Development Officer Dr. Renatus J. Shinhu – Basin Water Director – LVBWB Eng. Mwita G. Matano – Engineer in Charge – Mara Catchment Ms. Rosemary Rwebugisa, MoW Eng. RamandhantiKabingwa, MoW Dakawa Msoleni, MoW

Consultation with officials of the Ministry of Water and Environment, Uganda

Dr. Callist Tindimugaya – Ag. Director, Directorate of Water Resources management Eng. Steven Ogwete Wycliffe Tumwebaze Eng. Pamela Agaba Aheebwa Julius Richard Musota Eng. Annette K. Nantongo Eng. Anthelem Hagene Abigail Atesa Judah Bushendich Emmanuel Arinaime Sowed Sewagudde Muzamwru Bogere James Omoding Egaru Moses Daniela Alfara Winnie Namagembe

Consultation with officials of the Nile Basin Initiative, Uganda

Dr. Florence Adongo, Executive Director NBI Dr. Michael Kizza, Deputy Executive Director

Consultation with officials of NELSAP-CU, Kigali

Eng. Dr. Isaac Alukwe, Regional Coordinator NELSAP-CU Eng. Terence T. Ngoda, Program Officer – Water Resources Management and Development Eng. Sami Osman, Water Resources Engineer Ms. Milly Mbuliro, Water Resources Officer

Consultation with officials of the Nile Basin Discourse, Uganda

Eng. Sylvester Matemu, Executive Secretary NBD

Consultation with officials of the Global Water Partnership East Africa, Uganda

Mr. George Sanga – Regional Coordinator GWP-EA

Consultation with officials of IGAD, Djibouti

Mr. Daher Elmi, Director, Agriculture and Environment Division Dr. Ibrahim Mohamed Ahmed, Programme Manager – IGAD Water Unit

Consultation with officials of Kenya Water Partnership:

Mr. Peter Macharia

Consultation with officials of Tanzania Water Partnership

Victor Kongo, Executive Director Subira Munishi Mbogo Futakamba Nawisa Mpembe Herbst Kashillah Peter Chrisogonow Asha Msoka

Consultation with officials of IGAD, Djibouti

Mr. Daher Elmi, Director, Agriculture and Environment Division Dr. Ibrahim Mohamed Ahmed, Programme Manager – IGAD Water Unit Guleid Artan, IGAD / ICPAC Mohammed Hassan, IGAD / ICPAC

Consultations with officials of International Water Management Institute, Addis Ababa, Ethiopia:

Abdulkarim A. Seid, Country Representative, Ethiopia; Regional Representative, East Africa
Muinken E. Adamseged
Allemseged T. Haile
Meru Teferi Taye
Mekuria Wolde

Consultation hosted by Ministry of Energy and Water Resources, Somalia:

Ahmed M. Hassan, Director of Hydrometeorology Department, MoEWR
Mohammed Ahmed Suufi, MoEWR
Sadia Yusuf Abdi, MoEWR
Shariff Osman, MoEWR
Mohamed Osman, MoEWR
A.Mohamed, MoEWR
Hassan Abdirizak, UNDP
Mohamed Hassan, OPM
Eng. Mohamed Gurey, FAO
Mohamed Khadar, SODMA
Asli Ismail Duale, Chairperson, Somalia Water Partnership