



**World Meteorological Organization**



**Global Water Partnership**

## **THE ASSOCIATED PROGRAMME ON FLOOD MANAGEMENT**



### **ADVISORY COMMITTEE MEETING and MANAGEMENT COMMITTEE MEETING**

*(Geneva, 21-22 June 2004)*

## **REPORT**

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# **ADVISORY AND MANAGEMENT COMMITTEE MEETING**

**WMO SECRETARIAT, GENEVA, 21 TO 22 JUNE 2004**

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## ADVISORY COMMITTEE MEETING

### 1. Opening

The Advisory Committee meeting of the WMO/GWP Associated Programme on Flood Management (APFM) was held from 21 to 22 June 2004 at the Secretariat of the World Meteorological Organization in Geneva, Switzerland. The meeting was opened at 09.30 on Monday 21 June 2004.

Welcoming the members Director of HWR, WMO, and the Secretary of the Technical Support Unit (TSU) of APFM explained that in consultations with the Chairman of the Steering Committee for APFM, representatives of the financial partners and the GWP Secretariat, the Steering Committee has now been replaced with an Advisory Committee and a Management Committee. The constitution and function of the Advisory Committee and the Management Committee are given in Annex I. It was pointed out that while the nominations to the Advisory Committee from the WMO representatives have been received, nominations for the GWP representatives would be decided within a month and communicated. The Committee desired that once all the nominations have been received, a formal notification of the constitution of the Committees and their functions be made by the TSU.

Chairperson in his opening remarks pointed out that GWP places great importance on the APFM, which is one of the five Associated Programmes (APs), which GWP considers vital for its activities that are the key to IWRM.

Participants at the meeting included the members of the Committee, Technical Support Unit (TSU) of APFM, observers and staff from the Hydrology and Water Resources Department of WMO. The agenda adopted at the meeting is given in Annex II. The list of participants is given in Annex III.

### 2. Review of the Activities of the Year 2003/2004

The Technical Support Unit (TSU) made overall presentation about the activities of APFM. The key activities undertaken from 1 April 2003 to 31 March 2004 were reviewed and discussed at length followed by the APFM Annual Report for 2003-2004. The following is a record of the key issues raised and recommendations made during the review of the activities.



## **2.1 Concept Paper on Integrated Flood Management (IFM)**

The Committee appreciated the contents of the Concept Paper and its availability in 4-language (English, Spanish, French and Japanese). The Committee also appreciated the efforts of TSU in widely disseminating it through various GWP and WMO channels. However suggestions were made to further highlight the environmental considerations and how IFM relates to them. It was also pointed out that there were insufficient reference to the benefits of the flood plains and benefits of floods like groundwater recharge. Further on it was suggested to indicate in the paper that it constitutes the “flagship” of a whole series of papers that will follow later to supplement the concept paper in more specific subject areas. While appreciating the needs for not changing the concept paper and introduce the new experiences and lessons learnt through the supplementary papers, as is the practice in GWP, the Committee saw no difficulty in slightly modifying the present version and bring the second edition, after the printed copies of the first edition are exhausted, as the changes being suggested were not of substantial nature. In order to make available the concept paper at the upcoming conferences and workshops like WCDDR in Kobe, that provide widest opportunity for dissemination of the concept, the second edition with the desired minor changes will be edited and reprinted accordingly.

## **2.2 Development and implementation of regional pilot projects**

### **2.2.1 South Asia**

TSU explained that the manual for Community Participation in the flood mitigation activities, which was prepared on the basis of community participation under the project in the three countries, i.e., Bangladesh, India and Nepal, is being field-tested and may be revised according to the experience gained in its application. The synthesis manual will be prepared by collating the experiences from three countries in a workshop to be held in July 2004.

TSU expects the partner agencies working in each region to find donors to upscale this experience and expand the approach. It was suggested that the community based approach should be linked with not only the local government but also national government since flood forecasting, wide spread of dissemination and relief and rescue operations are undertaken by the national government. It was pointed out that there are GWP Country Water Partnerships in all three countries that could assist in linking the approach into the government policies and plans. It was agreed to inform the meeting of the project coordinators of the three countries, to be held in Dhaka in July, about the intentions of up-scaling the approach. It was also emphasized that the experiences gained from this project, although related closely with the



socio-economic condition in these communities, should be made use of in other pilot projects and should be used in the paper on the Social Aspects of IFM. It was further emphasized that there should be a two fold approach linking the dissemination of the manual to local communities to make the case on the ground and at the same time to approach the governments for an appropriate linkage.

### **2.2.2 Africa (Kenya)**

This pilot project was undertaken on the request from the Ministry of Water Resources Development and Management (MWRMD) of Kenya, which asked APFM to develop a flood management strategy for the country. The Committee expressed its satisfaction that there is demand for the activities of the APFM.

TSU explained that this pilot project is different from the project of South Asia and appears to be a top-down approach however; although TSU collaborated with the government in developing the strategy there was appropriate participation from the non-government stakeholders in its development. Accordingly a local stakeholder workshop was organized as a consultative process, which was appreciated, as it was the first time for the local stakeholders to be involved in the policy process. A policy makers' workshop was also organized, inviting not only the members from MWRMD but also various ministries involved as no ministry covers all flood issues.

The Committee was informed that the "Strategy for Flood Management for Lake Victoria Basin, Kenya" has been submitted to the MWRMD in May 2004. Based on this pilot project, the MWRMD after discussions with the Members of Parliament plans to present a Flood Management Strategy for the country before the parliament.

Members expressed their concern at the lack of resources with the developing countries to follow up on the strategy. It was explained that the strategy would be followed up with an action plan that would be developed and implemented by the Kenyan government. In this regards, JICA was invited to the policy maker's workshop in Nairobi as potential donors. It was also pointed out that the formulation of the Strategy did not involve the trans-boundary issues as it was recognized that only a strategy was developed in the pilot project. Trans-boundary issues are expected to be taken up by the government during the implementation of the action plan. The strategy stipulates 35 action points as action plan in the pilot project and Kenya government would have to find the donors to implement them. Members felt the need to seek to coordinate this activity with the ones of the Nile Basin Initiative.



Concerns were raised regarding dovetailing the IFM plans with the national IWRM plans that GWP is now assisting in Kenya. It was informed that the IFM Strategy plan was positioned in the context of IWRM and the institutional arrangements being proposed under IWRM have been used to support the IFM. It was suggested that Mr Yang, focal point for floods in GWP TEC, should be notified about the inclusion of IFM elements into national IWRM plans. It was further proposed to outline the coming actions for the pilot project.

### **2.2.3 South America**

The Committee was informed that in this region, the pilot project on Cuareim Basin shared between Brazil and Uruguay mainly addresses issue of trans-boundary nature wherein the community participation is being encouraged. TSU has sent the partners the CP and it is expected that they would be supported to develop their detailed plan of action and would monitor the progress and provide support as and when required. The Committee was informed that Global Environment Facility (GEF) is involved in a project related to water resources management for the whole La Plata River Basin. It was suggested that efforts should be made to explore the possibility of up-scaling the approaches of the pilot project to cover the entire La Plata basin through GEF. It was pointed out that the linkage of this pilot project with the pilot project in South Asia and also the other Trans-boundary studies carried out by PCCP and the World Bank is important.

### **2.2.4 Central and Eastern Europe**

TSU explained that this project is set out to provide synthesized scientific knowledge regarding flash floods and the approaches to cope with them on the local level, among others with view to flood forecasting and warning, wherein the community is expected not only to be a receiver of information but also to perform activity like hydrological observations during floods. Phase 1 of this pilot project will be completed by August 2004. The Second Phase Plan was accepted at the Advisory Committee and later approved by the Management Committee.

The Committee was also informed that TSU had received requests from GWP Central America (CATAC) and Southern Africa (SATAC) to conduct a Pilot Project on IFM in the respective regions for CATAC on the Rio Negro, shared between Honduras and Nicaragua, and for the Limpopo River shared between South Africa, Botswana, Zimbabwe and Mozambique. It was agreed to follow up on the proposals and that after receiving and reviewing the contents a decision on taking up the activities would be taken by the TSU.



### **2.2.5 The Way Forward**

The Committee appreciated the progress in the four pilot projects and recommended that the experience gained from these projects should be presented in generic form so that it could be made use of in other regions through GWP and WMO network. The Committee was pleased at the general direction of the programme. It noted that after defining the concept of IFM through the concept paper, the pilot projects were taking the necessary second step to prove that it works in the field. It was pointed out that the next obvious step would be to widely disseminate the concept.

The Committee discussed the need for further development of Pilot Projects. It was observed that while pilot projects were an excellent way to put into practice the concept, the Programme also need to move forward on preparing supplementary papers and dissemination and advocacy of the concept. It was informed that a few more projects are necessary to clarify some of the concepts by putting them into practice. Further it was also observed that the Pilot Projects do involve substantial financial support and take a large share of the funds thereby leaving limited resources for the other activities. Keeping the above in view the Committee recommended that the Programme should take a two-track approach while dealing with the pilot projects. It should identify the minimum number of pilot projects that could be called the conceptual pilot projects, covering various aspects of IFM that it should initiate on its own requirement and the second track pilot projects which are mainly demand driven and should be taken up on the request of the prospective partners. While the first track PPs would be funded from the core budget of APFM, the second track PPs would be largely funded laterally on a project to project basis for which the prospective partners, GWP and WMO would work together to identify financial resources.

### **2.3 Case Studies**

The Committee was informed of the progress made in collection of the case studies and the synthesis process leading to the preparation of an Overview Situation Paper on the current flood management practices around the world. Members were informed that there were certain gaps in the case studies with respect to the geographical coverage as well as certain subject aspects like trans-boundary basin coverage. It was informed that to cover these gaps a few (5 to 8) more case studies were being targeted to be collected. It was also proposed that case studies should cover areas recently struck by major floods.

TSU explained that after the Advisory Committee meeting, TSU would send the OSP to six external reviewers and other participants of review meeting to ask final inputs. Later TSU will



finalize the OSP and put it into the ToolBox. In the ToolBox, the summary of OSP, along with the full edited text of five chosen case studies (from China, Japan, UK (Parrett), Canada (Red river), and Turkey) are proposed to be presented. In addition there will be links with the APFM web site, which will contain the synopsis of all case studies along with all unedited full case studies. The link with APFM Web Site will also provide access to the full OSP. It was notified that the process for providing the inputs to the ToolBox have been under discussion between GWP and APFM. The need for the case studies following the GWP standard format was also stressed and since the process for reviewing the case studies was adopted from the GWP there may not be any need for detailed review by GWP.

The case studies would be continued to be collected and overall situation updated but only with the help of voluntary contributions as against the present practice of sponsored case studies. Lack of the case studies showing an integration of flood management with the groundwater was also discussed but it was felt that perhaps this characterized the reality of the current flood management practices. It was recommended that the possibility of a case study representing this aspect should be considered by the TSU. Members also recommended that a case study reflecting the gender issue could also be attempted.

## **2.4 Supplementary Papers**

The Committee was informed that a set of supplementary papers focusing on specific aspects of IFM have been planned and would be prepared for further strengthening and supporting the concept. The tentative list of supplementary papers that are required for the purpose identified after discussion was:

- Legal Aspects
- Environmental Aspects
- Social Aspects
- Economic and Financial Aspects
- Flood Management and Climate Change
- Trans-boundary Aspects
- Poverty and Disaster

Although it was realized that given the resource constrains, it may not be feasible for the TSU to take up all these papers, it would be reasonable to attempt at least four papers during the remaining period of the project.



#### **2.4.1 IFM Legal Aspects Paper**

The Committee was informed of the progress made so far on the paper on “Legal Aspects of IFM” which is now targeted to be made available for discussions during the World Conference on Disaster Reduction (WCDR) in January 2005 in Kobe. The paper is being developed in collaboration with IWLRI, Dundee, UK and FAO. Useful suggestions were made during the discussions and it was suggested that Japanese River Law, German Water Laws, Water Scarcity Law in Israel and UK Law could be referred to while preparing the paper. It was also suggested that the paper should address the legal issues related to community participation, transparency of the institutional mechanisms, integrity of surface and ground water, flood forecasting and warning, and disaster recovery. It is further suggested that law enforcement aspects and the relation between central and local governments need to be adequately addressed in the paper. Reference was also made to the ecological provisions of the EU Water Framework Directive.

#### **2.4.2 Social Aspects Paper**

The Committee was informed that this social aspect paper would largely focus on Community Participation in Flood Mitigation Measures and will extract and synthesize the essence of pilot projects but at the same time provide generic guidance. The Committee desired that the paper should also look at the up-scaling aspects of community participation success stories.

#### **2.4.3 Economic Aspects Paper**

Members suggested that in the decision making process, not only economic aspect but also social and environmental aspect should be considered in an integrated manner. The paper would address traditional cost-benefit analysis and MCA (multi criteria analysis). TSU requested for technical assistance from GWP to develop this paper. It was informed by Mr Per that GWP would hold a (mini) TEC meeting during the Stockholm Water Week Meeting and the economic paper could be included in the agenda for discussion if TSU could submit a brief outline of the economic paper for guidance. The Committee also informed that GWP has prepared a background paper on the economics of IWRM for CSD 12 that could be utilized in the formulation of the economic paper. It was also suggested that in the economic analysis, itemization is important. One question was how to incorporate poverty reduction aspects into the economic paper and it is felt that this needs to be adequately addressed.

#### **2.4.4 Environmental Aspects Paper**

The Committee was informed of the outline of the Environmental/Ecological Aspect paper



that is proposed to be developed in collaboration with the IUCN. It was suggested that floods are part of the environment and that it would be useful to project the positive aspect of floods in the paper. Attempt could be made to link it with the minimum and environmental flow requirements in the rivers.

## **2.5 IFM Training Module**

The activities with regard to the development of an IFM Training Module linked to existing IWRM Training Courses was welcomed by the Committee and it was mentioned that a “training of trainers” programme would be an effective tool for dissemination. It was suggested to link with Cap-Net to identify the key people in the GWP regions in order to be able to mainstreaming IFM into regional IWRM training courses. The WMO Regional Meteorological Training Centres (RMTC) were mentioned as potential partners for such kind of training courses.

## **2.6 Establishing Linkage with Others**

TSU informed the Committee of the close cooperation with DFO and Cap-Net. The Committee was informed of the AP Day meeting, which was held during the 9th GWP Consulting Partners Meeting in Kuala Lumpur wherein TSU also participated. The Committee emphasized the need and importance of linkage with GWA so that the gender aspects could also be addressed appropriately in all the aspects of Integrated Flood Management. TSU explained the current modification underway for the APFM web page, which aimed to include e-forum function and also add the regional page for contribution from the regional partners who would be able to modify the contents themselves. It was further felt that with regard to IFM in trans-boundary context the links to the Global Environment Facility (GEF) and INBO would be of importance

## **3. The Way Forward**

The Committee taking the overall view of the programme and the progress made under the programme so far felt that there is now need for advocacy for the concept to be taken to the policy level and dissemination to the wider flood management community. It was suggested that APFM should develop a Strategy for Advocacy for Integrated Flood Management. Mr. Kenzo Hiroki also mentioned that closer contact between APFM and Tsukuba Centre is quite possible. Furthermore it was felt that in view of the growing demand for IFM planning and implementation services, a vision for a “helpdesk function” of APFM should be developed to be able to adequately respond to stakeholder needs.



## MANAGEMENT COMMITTEE MEETING

### 1. Budget and the Action Plan for the Year 2004/2005

The TSU was asked about the physical and financial progress of various activities of APFM. It was informed that there are some delays with regard to pilot projects and case studies of to an order of two to three months. The Committee requested that the approval should be taken if there are substantial changes in the expenditure as against the planned. It is desired that in future, major reallocation of budget within various activities should be reflected in the annual report. TSU will also provide additional information in the budget statement of last year, including the item wise total, planned and spent. Finally the Management Committee approved the budget and the action plan for the year 2004/2005.

### 2. The Way Forward

The question was raised about the possibility of additional supplementary paper and Director HWR responded that the budget was prepared for 4 papers for the moment but if some money can be saved there are possibility to produce another 1 or 2 papers.

Mr. Torkil Jonch-Clausen, Chairperson invited comments of the representatives of the financial partners of APFM, Japan and Netherlands, about the future prospect of their continued interest in the programme beyond 2006. Mr. Durk Adema, representing Govt of Netherlands expressed his satisfaction to the progress being made in the implementation of the programme and desired that a view on the issue could be taken only after receiving the proposal for the second phase and as such it is difficult to make any commitment at this stage. Mr. Kenzo Hiroki suggested that the better approach would be to prepare the proposal for the second phase to carry on the good work being undertaken in the programme, which should be sustainable and at the same time APFM should disseminate its products emanating from the 1<sup>st</sup> phase at to attract more financial partners. He emphasised that it would require a certain strategy and it should be started without losing any time. It was pointed out that the financial partners meeting at the GWP in January next year will be one of the good opportunity for exploring the possibility of taking on board more financial partners.

Director, TSU, pointed out that Flood Management is one of the areas of activities of WMO, which would ensure that the programme would continue to serve its purpose. However, it was pointed out that the out puts and products from the APFM, by March 2006 would not be sufficient to enable WMO to continue to deliver the services required for sustaining the



concept. In light of the above, it would be important to build the capacity of the APFM in such a way that WMO is able to carry the work forward even after the financial support from the partners is no more available. Chairperson noted that if WMO is committed to continue APFM with its own funds it is more likely to get the support from the financial partners. It was also noted that the current funding commitments for APFM are planned to be until March 2006 but the current budget programme of WMO is planned to be until 2007. Therefore it was suggested to ensure that there would be no funding gap in 2006-2007.

Mr. Kenzo Hiroki mentioned that there is no drought component in the first phase of APFM, and if the drought component is also incorporated in the second phase, Japan might consider finance it on merits. Director HWR replied that on the subject of drought there are possibilities to utilize the expertise of other WMO Departments such as the Agricultural Meteorology Section to develop the drought issue. Mr. Torkil Jonch-Clausen noted that in finding an adequate partner to cover drought issues possibilities would be explored to involve other players in this activity.

### **3. Closure of the meeting**

The meeting ended with thanks to the chairperson and was closed at 15h20 on Tuesday 22 June 2004.

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## **The Constitution and function of the Advisory Committee and the Management Committee Meeting**

The WMO/GWP Associated Programme on Flood Management (APFM) was started in August 2001. The governing structure of APFM consists of a Steering Committee whose constitution and terms of reference were loosely defined. Based on the experience of the past three years and also looking at the future needs of the Programme a need for revising the governance structure has been felt. The issue was brought before the 2<sup>nd</sup> Meeting of Steering Committee in June 2003. Subsequently, in consultation with the Chairperson of the Steering Committee, it has been decided to dissolve the Steering Committee and replace it by a two-tier governing structure with an Advisory Committee and a Management Committee for better efficiency of functions. The proposal is expected to be cost-neutral. The constitution and terms of reference of these committees are as follows.

### **A. Advisory Committee**

The Advisory Committee will serve as a think tank to the programme and guide its activities. It will consist of the following:

1. The Chairperson\*: Nominated by the GWP
2. Expert on Social and economic aspects of floods: to be nominated by GWP
3. Stakeholder representative representing NGO, Civil Society Institutions: to be nominated by GWP
4. Expert on flood management: to be nominated by WMO
5. Representative of National Hydrological Services: to be nominated by WMO
6. One representative each of Donors
7. Member Secretary: Director HWR.

The Terms of reference of the Advisory Committee are:

1. To analyse and formulate the concept of Integrated Flood Management and update it in view of the experiences gained.
2. To suggest the approach to implement the concepts in the field.
3. Ensure multidisciplinary inputs into the implementation of the IFM concept.
4. Suggest and support the Advocacy and Dissemination process.
5. Act as the external reviewer of the outcome of the Case Studies and Pilot Projects.

### **B. Management Committee**

The Management Committee will review the progress of work and monitor implementation of the programme. The Management Committee will consist of

1. The Chairperson: To be nominated by GWP (Chairman of the Advisory Committee)
2. Representatives one each from the donors
3. Representative of TSU

The Management Committee will have the following terms of reference.

1. Guide the TSU in preparation of the Action Plan
2. Overview the progress of the program.
3. Monitor the progress of implementation of the Pilot Projects.
4. Decision on the Budget and the Action plan

The two Committees will at least meet once a year and shall meet in conjunction as far as possible.



**AGENDA FOR THE APFM ADVISORY COMMITTEE MEETING**  
**21-22 JUNE 2004**  
**ROOM 6 JURA**  
**WMO Secretariat, Geneva**

**Day 1 (21/06/2004)**

09:30-09:45	Welcome, self introduction and adoption of agenda
09:45-10:45	Review of the activities of the year 2003/2004
10:45-11:00	Tea
11:00-12:30	Review of the activities of the year 2003/2004 (Contd.)
12:30-13:30	Lunch
13:30-15:30	Brainstorming session (the way forward)
15:30-15:45	Tea
15:45-17:30	Brainstorming session (the way forward. Contd.)
17.30-18.30	Cocktail at WMO Restaurant

**Day 2 (22/06/2004)**

09:00-10:45	Roles and responsibilities of APFM and GWP
10:45-11:00	Tea
11:00-12:00	Any other items
12:00-12:25	Wrap-up
12:25-12:30	Close of meeting

**AGENDA FOR THE APFM MANAGEMENT COMMITTEE MEETING**  
**22 JUNE 2004**  
**ROOM 6 JURA**  
**WMO Secretariat, Geneva**

13:30- 15:30	Budget and the Action plan of the year 2004/2005
15:30-15:45	Tea
15:45- 16:30	Overview of the progress of the program
16:30-16:45	Wrap-up
16:45-16:50	Close of meeting

**APFM Advisory Committee and Management Committee Meeting****(Geneva, 21 to 22 June 2004)****LIST OF PARTICIPANTS****Advisory Committee and Management Committee**

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