

# **IDMP – Integrated Drought Management Programme**

## **External Review Report<sup>1</sup>**

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## 1. Introduction

The Integrated Drought Management Programme (IDMP) was created by the World Meteorological Organization (WMO) and the Global Water Partnership (GWP). The IDMP was launched in Geneva, during the *High Level Meeting on National Drought Policies (HMNDP)* in March 2013,

The IDMP aims at supporting stakeholders, like regions and governments, with policy management guidance in order, for example, to develop proactive drought policies at the regional, national and local levels. In its 3.5 years of existence, the IDMP developed and implemented an ample work program that needs to be evaluated in order to provide lessons for its next phase.

According to the Terms of Reference for this task, this evaluation should do the following:

“(i) Based on the existing information, (inform) what are the ways that the IDMP can become more relevant, more effective, more efficient and achieve more significant impact that is sustainable considering the progress made since its launch in 2013.

(ii) Provide findings, conclusions and recommendations to the IDMP in order to draw lessons for future design and implementation”.<sup>3</sup>

This review was based on a careful examination of IDMP documents, including workshop reports, a concept note, a programme document and activity reports, among others. A list of the documents that were consulted is included in Annex 1. This information was complemented with the interview to a number of IDMP stakeholders. Interviews were carried out through responses to an extensive questionnaire. The questionnaire is included in Annex 2. There were also a few telephone or skype interviews. In one case, a face-to-face interview was carried out.

It is important to note that while IDMP did develop independently from the Global Framework for Climate Services (GFCS), it does contribute to the GFCS objectives and outcomes. The GFCS Secretariat is also based at the WMO in Geneva,<sup>4</sup> and this makes the relationship between the two very strong.

## 2. Background

In 2010, there was a consultation meeting on the “Proposed Integrated Drought Management Programme”.<sup>5</sup> It was organized by the WMO and the Global Water Partnership (GWP) and was held in Geneva, in November 2010, with the participation of 23 organizations and 17 countries. Participants agreed that the proposal (of creating the IDMP) should proceed despite the challenges that were discussed in the meeting (see box 1 below).<sup>6</sup>

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<sup>3</sup> Review of the WMO/GWP Integrated Drought Management Programme (IDMP).Terms of Reference. WMO/GWP, Geneva, 2016 (unpublished).

<sup>4</sup> GFCS-Global Framework for Climate Services. Implementation Plan of the Global Framework for Climate Services. WMO, Geneva, 2014.

<sup>5</sup> Consultation Meeting on the Proposed Integrated Drought Management Programme, WMO, Geneva, 15-16 November 2010.

<sup>6</sup> Consultation Meeting on the Proposed Integrated Drought Management Programme. Final Meeting Report. WMO. Geneva, 2010.

**Box 1: Challenges to the Implementation of the IDMP**

In his presentation to the plenary of the meeting, Professor Don A. Wilhite, of the University of Nebraska, highlighted the following 10 challenges for the implementation of an effective drought policy:

1. Drought doesn't get the respect of most other natural disasters (loss of life/non-structural impacts)
2. Drought monitoring/early warning are complex
3. Drought predictability is low
4. Decision-support tools and delivery systems must be improved
5. Impacts are poorly understood and documented
6. Drought relief discourages risk-based management
7. Poor understanding of how societal changes affect vulnerability to droughts
8. Institutional inertia
9. Drought mitigation actions are less obvious
10. Political will for a drought policy is weak.

After the meeting, work continued on the preparation of a Concept Note of the IDMP, which was finally completed in 2011.

**2.1. IDMP Concept Note**

The Concept Note (CN)<sup>7</sup> sets the stage for the creation of the IDMP, which occurred 2 years later in 2013. The CN defines the partners (working together and supporting the IDMP), the beneficiaries (government institutions and agencies responsible for drought management), spatial coverage (global and local), main approach (move from reactive to proactive) and services to be provided. In regard to the latter, the CN defines six areas: support for coordination; good practices; guidelines and methodologies; pilot projects to showcase best practices; drought risk awareness; and capacity building.<sup>8</sup>

The CN describes the objective of the IDMP in the following way<sup>9</sup>:

*"To support stakeholders at all levels by providing them with policy and management guidance through globally coordinated generation of scientific information and sharing best practices and knowledge for integrated drought management".*

The drought policy should follow the principles of proactiveness (rather than reactivity), vertical and horizontal integration, promoting and sharing knowledge and capacity building.

According to the CN, the IDMP would be implemented in two phases: an inception phase and an implementation phase. In the inception phase, 8 activities should be developed. In the implementation phase, these activities would be continued and 10 new activities would be added<sup>10</sup>:

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<sup>7</sup> WMO/GWP. Integrated Drought Management Programme. A Joint WMO-GWP Programme. Concept Note. Geneva, November 2011.

<sup>8</sup> Idem. See: Summary of the Programme. Services Provided, p. 3.

<sup>9</sup> Idem, p. 9-10

<sup>10</sup> Idem, p.10-11

The CN also defines a set of outputs and impacts that should result from the IDMP activities (see Tables 2 and 3). On management of the Programme, it should be done by a Technical Support Unit (TSU) within the WMO, following the model of the existing APFM – Associated Program on Flood Management<sup>11</sup>. As to the governance structure, the CN recommends a system that is also based on the APFM experience, with an Advisory Committee and a Management Committee that would meet annually.

## **2.2. IDMP Program Document 2013-2016**

According to the Work Program 2013-16, the objective of the IDMP follows the CN<sup>12</sup>:

“To support stakeholders at all levels by providing policy and management guidance and by sharing scientific information, knowledge and best practices for Integrated Drought Management”

The Work Program adopts the same principles stated in the CN and envisages a set of deliverables (or outputs) that are listed in the Program Document<sup>13</sup>. The Governance structure is established according to what was foreseen in the CN, with management bodies, a management committee, an advisory committee, a Technical Support Unit (TSU) & Partners. The Work Program included a Help Desk, Regional Activities and Global Activities.

The functions of the Help Desk, which is already a distinctive feature of the APFM that was repeated in the context of the IDMP, are<sup>14</sup>:

- “(1) “Ask”, a function where advice can be received from the IDMP TSU and its partners;
- (2) “Find” where guidelines, tools and existing publications can be accessed;
- (3) “Connect” a capacity to link with existing initiatives and find out where the IDMP is active.”

The WP defines the main objectives for the period 2013-16 and groups the activities in 3 components and 4 work packages (see Table 1)<sup>15</sup>:

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<sup>11</sup> Idem, p.13-15

<sup>12</sup> Idem, p.4

<sup>13</sup> Idem, p. 5

<sup>14</sup> Idem, p.7

<sup>15</sup> Idem, p. 7

**Table 1: Components, Work Packages and Activities**

**Component 1: Investments in regional and national development, and innovative drought management solutions**

<b>Work Package</b>	<b>Activities</b>
1.National development, sector plans and investments as well as regional and transboundary cooperation a. Support national organizations b. Support organizations at all levels	National development, Sector Plans and investments: a) Development of national drought management policy guidelines b) Support to Mexican government in the development of integrated drought management programme PRONACOSE c) Support to the Turkish government in the development of integrated droughts management plans d) Support to countries to develop national drought policies

**Component 2: Knowledge and capacity development**

<b>Work Package</b>	<b>Activities</b>
2.Capacity development For institutions and stakeholders	e) Development of drought management capacity learning course and contribute to relevant initiatives upon request f) Support to UNW-DPC, FAO, UNCCD, WMO Regional Workshops on Drought Policies g) Technical support to existing drought management activities h) Support to IDMP West Africa (IDMP WAF) i) Support to IDMP Horn of Africa (IDMP HOA) j) Support to Central America on integrated drought management activities k) Support to South Asian drought management activities l) Support to IDMP Central and Eastern Europe (IDMP CEE) m) Support to GWP regional water partnerships on integrated drought management activities
3.Knowledge and Awareness	n) Development of IDM framework document o) Development of IDMP website and Helpdesk p) Follow up of the HMNDP, including the finalization of the Policy Document and Science Documents, HMNDP detailed meeting report and HMNDP summary q) Create and update IDMP promotional material r) Develop IDMP IDM library s) Reference publication on drought monitoring indices t) Drought mapping tool, including case studies u) Updating of current user manual and translation of standardized precipitation index (SPI) v) Socioeconomic benefit analysis of integrated drought management w) Awareness paper on drought communication and public participation in drought management x) Collection of best practices; lessons learned on drought management y) Early warning system tool and capacity building material z) Promote IDMP at various meetings and events

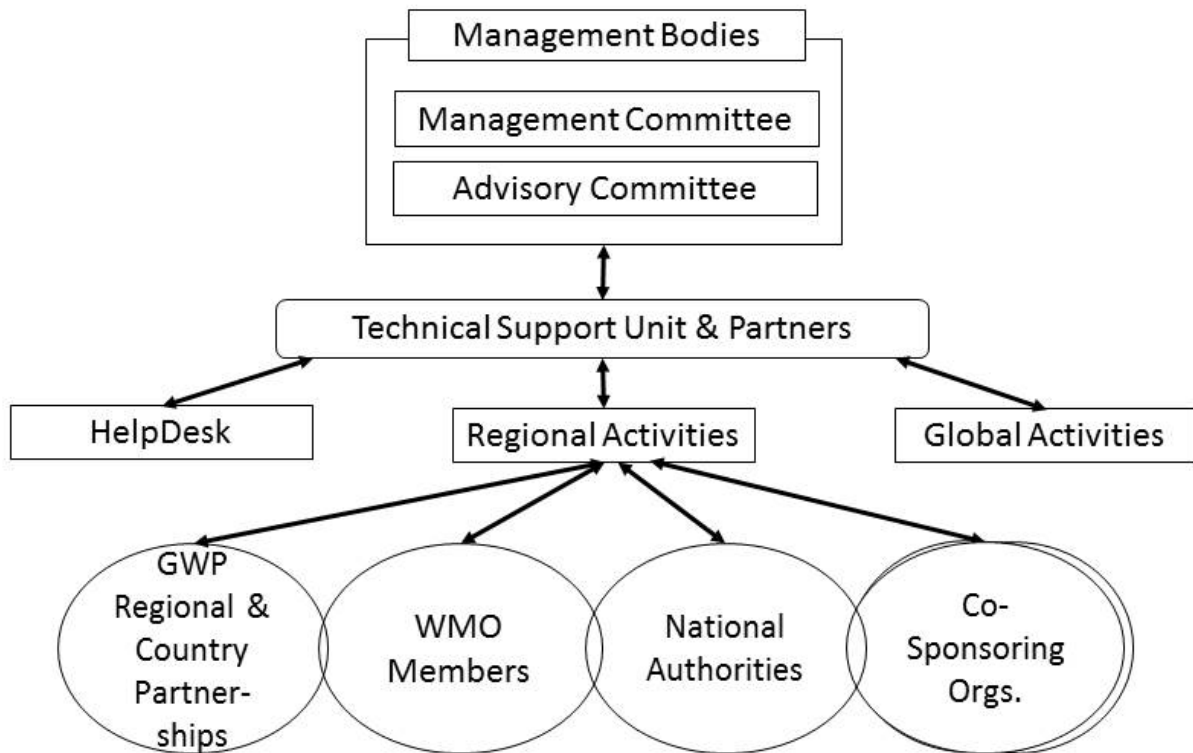
### Component 3: Partnership and Sustainability

Work Packages	Activities
4. Governance and Fund raising	aa) Support of IDMP Advisory Committee and Management Committee Meetings bb) Operational support to IDMP (salary and travel) cc) Support to Programme Development and Fundraising.

#### 2.3. Operational Guidelines of the IDMP

The Operational Guidelines of the IDMP<sup>16</sup> were delivered in August 2014 and revised in May 2016. The Operational Guidelines can be found on the [IDMP website](#). The Operational Guidelines present a figure showing the bodies and main activities of the IDMP. This figure is shown below:

#### 2.4. IDMP Overview



Source: IDMP Operational Guidelines

<sup>16</sup> IDMP. Operational Guidelines of the WMO/GWP Integrated Drought Management Programme (IDMP). May 2016.

## **2.5. Advisory Committee and Management Committee**

The reports of activities (from 2013 on) and the plans of activities were presented each year to the Advisory Committee and to the Management Committee. The AC and MC met in 2013, 2014, 2015 and 2016. In particular, these meetings were based in the activity reports and approved the plans of activities for 2014-15, 2015-16 and 2016-17. A synthesis of the AC-MC meetings, including a matrix regarding the involvement of partners in the activities, for each work package, is included in reports of these meetings (Annex 1).

## **3. Planning and Implementation: A Balance**

Based on the description above, we undertook an analysis of coherence between the planning (objectives and work program) and the implementation (activity reports and AC/MC reports) of the IDMP tasks. We reviewed carefully the IDMP Concept Note and the Work Programme, as well as the Activity reports and the reports of the AC/MC (Annex I).

We also interviewed a group of people who have been involved with the IDMP, in different circumstances, and who agreed to respond to a detailed questionnaire. In some cases, the interview was carried out via telephone or skype conference.

The following conclusions from the analysis are highlighted:

1. The Concept Note of the IDMP (2011) was carefully prepared by WMO and GWP, with the participation of other stakeholders, and defined all relevant issues necessary for its creation and implementation, including: objectives, activities to be undertaken, phases of implementation, envisaged outputs, expected impacts, management, partnerships, and governance structure.
2. The Work Program, or Programme Document, defined the activities to be developed in the period 2013-2016, according to the guidelines that were defined in the Concept Note.
3. A detailed analysis of the Programme Document shows it to be consistent with the Concept Note (See Annex 3).
4. The Activity Reports prepared so far show the activities that were actually developed since the IDMP became operational, in 2013. The Activity Reports were presented to and discussed in the annual meetings of the Advisory Committee and the Management Committee in 2014, 2015 and 2016.
5. In general, the actual activities were carried out coherently with what was planned in the Work Program. In other words, the IDMP performed consistently in regard to its objectives and activity planning. This conclusion comes out of the analysis of the IDMP documents referred to above and also from the opinion of the experts that were interviewed or that responded to the questionnaire that was sent to them (Annex 2).
6. The management established by the IDMP followed the determinations that were part of the Concept Note and of the Work Programme, with the Technical Support Unit (TSU) inspired by the similar WMO/GWP Associated Programme on Flood Management (APFM) already existing to deal with floods.
7. The governance structure was also based on the APFM experience, with an Advisory Committee (AC) and a Management Committee (MC).
8. Both the TSU and the AC and MC were implemented as planned and are fully operational. The AC and the MC held regular meetings in 2014, 2015, 2016, besides a meeting of the Ad Hoc Management Committee and of the Advisory Committee in 2013.
9. Overall, the IDMP was established as planned, in regard to its management and governance structure, and performed coherently as initially foreseen. It developed and impressive work program that included global, regional and national activities that are described in the activity reports that are summarized in Annex 3.



#### 4. Evaluation of the IDMP

This section assesses if the activities performed by the IDMP were consistent with the principles of relevance, effectiveness, efficiency, impact and sustainability. In this regard, the evaluation methodology created by the OECD is followed.<sup>17</sup> This section is based on the analysis of main documents of the IDMP, on the responses to questionnaires that were sent to several stakeholders and on interviews with key stakeholders.

##### 4.1. Relevance of IDMP

In its 3.5 initial years, IDMP has performed an extensive work program, described in Tables 3 and 4 in this report. We have seen that the Work Programme was consistent with the Concept Note that gave rise to the IDMP. The CN was finalized in 2011, after many months of work and discussions, including a workshop that was held in 2010 in Geneva with key stakeholders.<sup>18</sup>

The question that remains was: was it relevant? How important was the work performed by the IDMP vis-a-vis the needs of the countries that are members to WMO and the need to face the problem of drought in different parts of the world?

The answer to these questions is yes, IDMP has performed actions that are relevant from the point of view of the stakeholders and the dimensions of the drought problem that is faced by many countries in the world. This conclusion came out of the analysis of documents and of interviews with stakeholders, both phone and written interviews.

In the first place, there is consistency with the deliberations held by the **High Level Meeting on National Drought Policies**, that was held in March 2013 in Geneva with the participation of relevant stakeholders from 87 countries and many international organizations.<sup>19</sup> The IDMP work program responds to recommendations held in the HMNDP Declaration and its policy and scientific documents.

The Terms of Reference for this evaluation pose a few questions which are commented below.

1. To what extent are the objectives of the IDMP, as per its concept paper, still valid?

**Table 2 – Comments on the Objectives of the IDMP**

<b>Objectives as in Concept Paper</b>	<b>Comments</b>
Overall objective: To support stakeholders at all levels by providing them with policy and management guidance through globally coordinated generation of scientific information and sharing best practices and knowledge for integrated drought management	The overall objective is still valid  This objective guided the work program. The activities are consistent with it.

<sup>17</sup> See, for instance: Austrian Development Cooperation: Guidelines for Project and Programme Evaluations. Final Draft, July 2009. Vienna, Austria.

<sup>18</sup> WMO/GWP. Consultation Meeting on the Integrated Drought Development Programme. Geneva, Switzerland, 15-16 November 2010.

<sup>19</sup> See, for instance: Sivakumar, Manava. Robert Stefansky, Mohammed Bazza, Sergio Zelaya, Donald Wilhite, Antonio Rocha Magalhães. High Level Meeting on National Drought Policies: Summary and Major Outcomes. Weather and Climate Extremes, Vol. 3, June 2014, p. 126-132.

<p>Contribute to the global coordination of drought-related efforts:</p> <ul style="list-style-type: none"> <li>• Better scientific understanding</li> <li>• Improved knowledge base</li> <li>• Drought risk assessment, monitoring, prediction, early warning</li> <li>• Policy and planning for drought preparedness</li> <li>• Drought risk reduction and response</li> </ul>	<p>Still valid. There is still a need to further pursue these objectives.</p> <p>An analysis of the activities reports reveals that there was progress in regard to all these objectives. However, as the drought problem will continue and probably get more severe, there is a need for continuous work in pursuing these objectives.</p> <p>In regard to the last topic (drought risk reduction and response), it is probably early to respond, but it is expected that the activities – if they continue and are strengthened - will lead to it.</p>
<p>Key principles</p> <ul style="list-style-type: none"> <li>• From reactive to proactive</li> <li>• Vertical and horizontal integration</li> <li>• Evolution and sharing of knowledge base</li> <li>• Capacity building</li> </ul>	<p>These principles continue to be valid.</p> <p>The proposed strategy responds to the need to be proactive instead of reactive and looks for horizontal and vertical integration. There has been an effort to expand the knowledge base. Several activities of capacity building were held in different parts of the world.</p>
<p>Emphasis on Governments working with stakeholders to cope with drought situations</p>	<p>The activities of the IDMP were mostly held with governments and their stakeholders</p>

2. Are the activities and outputs of the IDMP consistent with the overall goal and the attainment of its objectives?

Yes, an analysis of the activities and outputs of the IDMP shows them to be consistent with the overall goal and the attainment of its objectives (see table 3 below). One of the stakeholders that was interviewed for this evaluation mentioned that “the initiative promoted last year to draft countries case studies using the IDMP guidelines (IDMP Case Study Guidelines) and the drought indicators just published are very helpful”. Another stakeholder mentioned that “the projects implemented by the IDMP are consistent with the programme document ... and the regional projects have been quite valuable in obtaining the objectives of the IDMP.”.

**Table 3: Consistency between Activities and Outputs**

Activities	Link to goals
Development of Governance Structure	The governance structure created for the IDMP can lead to the attainment of its objectives. It consists of an Advisory Committee (AC) and a Management Committee (MC), which meet once a year to assess the implementation of the activities and to make recommendations in regard to the following period.
Cooperation with Partners	The work program of the IDMP is accomplished basically with the cooperation of partners. The IDMP has developed an extensive list of partners who work together, especially in regard to the regional activities in Central and Eastern Europe, the Horn of Africa, West Africa and other regions.
IDM Publications	Several publications were prepared. The publications are available at the IDMP webpage. Over the past two years, IDMP has published the “National Drought Management Policy Guidelines – A Template for Action” and the “Handbook of Drought Indicators and Indices”. IDMP has developed its website with a drought management library.
IDMP Regional Initiatives	Regional initiatives were developed and continue to be developed as part of the IDMP work program: Central and Eastern Europe, Horn of Africa, West Africa, South Asia Drought Monitor, Central America, South America.
IDMP National Initiatives	Support to Integrated Drought Management Program (Pronacose) in Mexico; support to Turkish Government.
Capacity Development	Capacity development initiatives were a key part of the IDMP program developed so far. Contributions to UNW-DPC, WMO, FAO, UNCCD, UNCBD Regional Workshop on Capacity Development to support NDMP. Collaboration on Cap-Net Drought Training Course and WACDEP Capacity Development.
Help Desk	Help Desk available. The IDM HelpDesk was planned following the model of the APFM HelpDesk. Find and Connect Functions are working. ASK Function will be working soon.
Communication Strategy	A communication strategy was prepared.
International Processes	The IDMP contributed to several international processes through active participation in several events. WMO Commission for Agricultural Meteorology (CAgM. WMO Executive Council. 5 <sup>th</sup> Africa Water Week. Prep Process for WC on DRR, UNFCCC COP21.

Financial Support	Financial reports were presented annually to the AC/MC. Financial support, however, seems to have been and to continue to be a shortcoming for the functioning of the IDMP. Most financing has come so far from the GWP and the WMO, Environment Canada, Danida, DfID, Spanish Government, IWMI. There is an urgent need to increase the participation of partners in the financing of the IDMP activities.
Regional Activities	Regional activities continued to be implemented in the second IDMP activity period: Central and Eastern Europe, Horn of Africa, West Africa, Central America, South America,

3. Are the activities and outputs of the programme consistent with the intended impacts and effects?

Expected impacts are listed in the Concept Paper. It is still early to determine if the IDMP activities have led to some expected impacts. Some of the experts who responded to this question in the questionnaire are of the opinion that IDMP activities will lead to these impacts.

For instance, if in a certain place the risk of drought impacts is reduced because of the workings of a proactive drought policy, then poor people will be better protected. This is so because the poor are more vulnerable to drought crises and they are usually more heavily impacted when a drought hits.

There is thus a potential for poverty alleviation if an appropriate drought policy is put into practice, in two ways: first, if vulnerability of the poor is reduced, the impact on them will be smaller; second, during a drought episode, there will be adequate relief actions that support the poor in the first place.

The same kind of reasoning can be made in regard to other expected impacts (for instance: increased economic resilience, more effective drought policy institutions, more participation in drought policy).

An analysis of activities and outputs shows that they are consistent with the expected impacts and outputs (table 4 below).

**Table 4: Activities, Outputs, and Links to Impacts**

Activities	Outputs	Link to intended Impact
<p>(a) Close consultations with relevant intergovernmental and non-governmental organizations through an inception workshop.</p> <p>(b) Identification of potential partners</p> <p>(c) An enquiry on past droughts and drought-related disasters,</p> <p>(d) Review and assessment of services provided by drought monitoring and prediction centres.</p> <p>(e) Regional dialogues</p> <p>(f) Development of concept of demonstration projects</p> <p>(g) Integrated approach to drought management</p> <p>(h) Facilitating the development of regional activities</p> <p>(i) Pilot demonstration projects</p> <p>(j) Efforts will be made to obtain funding</p> <p>(k) Experience with drought planning and management in each region will be collected</p> <p>(l) Resource centre with HelpDesk.</p> <p>(m) Link with the IWRM information community and the GWP ToolBox</p> <p>(n) The resource centre as a focus for international coordination and assistance to drought prone communities</p>	<p>i. Compilation of information and knowledge on past droughts, their impacts and practices in drought planning and management (a-c);</p> <p>ii. Inception of pilot projects and coordination of regional and national projects (f-b-e);</p> <p>iii. Mechanism for stakeholder buy-in and establishment of regional drought management and preparedness networks (a,b,e,h,l,l);</p> <p>iv. Protocols for standards for data, data products and decision-support tools, including the use of GIS mapping methods in support of drought early warning, information delivery and risk management systems (f,g,i);</p> <p>v. Provision of technical as well as managerial and institutional guidance (g,h)</p> <p>vi. Support regional and national efforts in drought risk awareness (f-n)</p> <p>vii. Establishment of a Drought HelpDesk (l,n)</p> <p>viii. Development of guidelines for national drought policies (g)</p>	<ul style="list-style-type: none"> <li>• Potential for poverty alleviation (d-n)(ii-viii);</li> <li>• Increased resilience (d-n)(ii-viii);</li> <li>• A multi-disciplinary approach to drought management (d-g)(vi-viii);</li> <li>• Improved information (a-e)(i)</li> <li>• Coordination and scientific back-up to regional drought management (c-e) (iv-viii);</li> <li>• Effective use of information (k,f,l)(iii-viii)</li> <li>• Cross-fertilization of ideas and experience (e,h,l) (l,v-vii);</li> <li>• Enhanced potential for improved coordination of international assistance (g,h,l)(iv, v, vi-viii);</li> <li>• Broader Stakeholder participation and buy-in (a,b) (iii);</li> <li>• Increased capacities in countries (h,k,l,n)(vii-viii);</li> <li>• Coordinated building and development of drought management institutions at global, regional and national level (l,n)(v)</li> </ul>

#### 4. How can the IDMP be made more relevant?

In this section, we concluded that the IDMP is relevant. Its work programme and hence its activities are responsive to real needs in regard to supporting regions and countries in developing and implementing proactive drought policies. How could it be made more relevant?

IDMP should continue doing what it is doing but should count on more resources (human and financial) to increase and strengthen its activities. IDMP needs to do more, and better, of the same. To further elaborate, this means that the IDMP must improve the quality of what it is already doing, and increase the quantity of sub-programs. In order to achieve this, more resources and more participation will be needed.

#### 4.2. Effectiveness of the IDMP

The analysis of effectiveness of the IDMP looks for answering the following question: “to what extent are the objectives of the Programme achieved or likely to be achieved?”

The main objective of the programme is:

*“To support stakeholders at all levels by providing them with policy and management guidance through globally coordinated generation of scientific information and sharing best practices and knowledge for integrated drought management”.*

It is still early to know if the Programme is being effective or not, because it takes time for it to render its results. However, the data that are available so far as well as the opinion of the interviewees show that the response should be yes. The Programme has been effective in developing an integrated strategy for drought management and in dialoguing with stakeholders in countries and get them involved in different projects in Europe, Africa, Asia and Latin America.

An assessment of the Work Programme and of the Activities performed so far show them to be coherent with the general objective: support to stakeholders (activities are performed together with stakeholders responding to their needs); providing guidance on integrated drought management (scientific information, best practices and knowledge were embedded in the publications and in the capacity building activities and were present in regional and national initiatives).

In addition, the analysis also tried to identify the major factors that influence the achievement or non-achievement of the objectives. The factors that favor the achievement of the objectives are basically the ones linked to the existence of a consistent strategy for building an integrated drought policy. For instance, one of the interviewees mentioned that, in his opinion, the following factors influence the achievement of the project objectives:

- Stakeholder involvement in the project interventions
- Sensitization leading to increased awareness.
- Adequate communication to the stakeholders
- Financial resources being received in time to support the activities
- Acceptance of the project by the stakeholders.

Another interviewee raised the issue of establishing partnerships with other drought related initiatives.

The IDMP started its activities with a consistent proposal that was built by experts and practitioners and was validated in the HMNDP in 2013. Also the existence of a small but

capacitated team and of institutional support of organizations like the WMO, the GWP and other partners are crucial for the IDMP to accomplish its objectives.

On the other hand, the factors that favor the non-achievement of the objectives are linked to the scarcity of human and financial resources that would allow a more ambitious work program that could be implemented in a faster way. For instance, as one interviewee mentioned, currently all staff are part-time and have several other responsibilities, and this is a serious constraint for the IDMP to reach its objectives. Other constraints that were raised by another interviewee were: difficulty to get consistent drought data; b) low collaboration of countries and governmental institutions; c) lack of more partners (including its recognition by other UN agencies); d) lack of a regular evaluation to check progress and areas of improvements.

And finally, what could be done to make the IDMP more effective.

The important thing here is to overcome the problem of financial resources constraints in order to enhance the work program and reach out to more countries.

### **4.3. Efficiency of IDMP**

In this part of the work, an analysis of the efficiency of the IDMP will be provided, in order to find out if the implementation of the program was done in the most efficient way. According the Terms of Reference, we will try to get answers for the following two questions:

- a) Was the work programme implementation carried out in a cost-efficient manner?
- b) Was the work programme an efficient way of translating the strategy operationally compared to alternative approaches?

In addition to these two questions, how can the IDMP become more efficient?

In regard to the first question, the analysis shows that the work program of the IDMP was implemented in a cost-efficient way. The activities were carried out by the TSU, which was kept very light. In fact, the size of the TSU should be increased in order to improve its capacity to execute the work program. The activities were implemented with the collaboration of partners in different parts of the world. This strategy of working in partnership was crucial to increase the capacity of the IDMP of implementing its activities under constraint of financial and human resources.

In order to address the second question, it is necessary to consider possible alternative approaches. For instance, the work program could have been implemented directly by the TSU, either hiring a higher number of officials or maximizing the use of consultants. In both cases, the costs to the IDMP would certainly have been higher.

Recommendations to make the IDMP more efficient.

The main recommendation in regard to efficiency is for the IDMP to continue working with partners. In fact, one of the interviewees suggested that “cost-efficiency could be improved by better partnering with other related initiatives in commonly raising awareness and disseminating knowledge”.

As to the TSU, though being kept light, it needs to be strengthened to be able to increase its presence in each of the activities and also increase the number of activities.

#### 4.4. Impacts of the IDMP

In regard to impacts, we tried to respond to the following questions, as per the terms of reference:

- a) What has happened already as a direct or indirect consequence of the implementation of the IDMP?
- b) What tangible change has the implementation of the activities of the IDMP made?
- c) Some examples of the impacts of IDMP?
- d) Based on the existing information what are the ways that the IDMP can achieve more significant impact?

Though it is early to assess the impacts of the IDMP, one can already say that there were considerable impacts at the international, regional and national levels. The Concept Note<sup>20</sup> refers to expected impacts in the following areas: potential for poverty alleviation, increased resilience, multi-disciplinary approach and tools to drought management, improved information, better coordination, participation, cross-fertilization, improved capacities, and improved institutions. Some of the impacts in these areas depend more directly on actions developed by the Programme (new approaches, participation, cross-participation), while others can only be detected through the assessment of case studies (contribution to reducing poverty).

It can be said at this moment, however, that the activities developed under the Programme do have a potential to impact positively in all these areas. This is a conclusion that comes out of the analysis of the documents (the activity reports compared to the Work Programme and Concept Note) and also from interviews with key stakeholders. The expected impacts with comments are listed in the table below:

**Table 5: Comments on Impacts**

Expected Impacts	Comments
<ul style="list-style-type: none"> <li>• Potential for poverty alleviation by focusing on prevention strategies in the drought-prone areas;</li> </ul>	<ul style="list-style-type: none"> <li>• The activities have a potential for poverty alleviation, but this cannot be assessed yet. Case studies should be carried out.</li> </ul>
<ul style="list-style-type: none"> <li>• Ensured coordination and scientific back-up to regional drought management projects;</li> </ul>	<ul style="list-style-type: none"> <li>• Impacts being achieved through regional activities</li> </ul>
<ul style="list-style-type: none"> <li>• Effective use of information by those responsible for the development of national drought policies and their management in the broadest sense, including those concerned with emergency response, as well as operation of engineering works (such as reservoirs) and water supply systems;</li> </ul>	<ul style="list-style-type: none"> <li>• Information starting to being used in some countries. Examples of Brazil, Mexico, countries of Central and East Europe, Horn of Africa, West Africa.</li> </ul>
<ul style="list-style-type: none"> <li>• Increased resilience of economies and societies to the incidents of droughts;</li> </ul>	<ul style="list-style-type: none"> <li>• Still early to assess these possible impacts. Need of case studies.</li> </ul>

<sup>20</sup> WMO/GWP. Integrated Drought Management Programme. A Joint WMO-GWP Programme. Concept Note. Geneva, November 2011.



<ul style="list-style-type: none"> <li>• A multi-disciplinary approach to drought management through land, water, and agriculture perspectives;</li> </ul>	<ul style="list-style-type: none"> <li>• Impact being achieved through regional activities</li> </ul>
<ul style="list-style-type: none"> <li>• Improved climate, water and agriculture information for drought management and climate change adaptation;</li> </ul>	<ul style="list-style-type: none"> <li>• Information being improved</li> </ul>
<ul style="list-style-type: none"> <li>• Improved approach and tools for drought management supporting land, water and agriculture through Integrated Water Resources Management (IWRM) and sustainable land management (SLM);</li> </ul>	<ul style="list-style-type: none"> <li>• Approaches being improved. In some cases, as in Brazil, the National Water Agency (ANA), which is responsible for Integrated Water Resources Management (IWRM), has incorporated a Drought Monitor, which is part of the drought policy. Still early to assess in all countries.</li> </ul>
<ul style="list-style-type: none"> <li>• Cross-fertilization of ideas and experience between regions, so that success achieved in one way be applied in others;</li> </ul>	<ul style="list-style-type: none"> <li>• This is being achieved through regional seminars and participation of IDMP in meetings. It could be increased.</li> </ul>
<ul style="list-style-type: none"> <li>• Enhanced potential for improved coordination of international assistance and response to current drought events;</li> </ul>	<ul style="list-style-type: none"> <li>• The HelpDesk is key in regard to this expected impact.</li> </ul>
<ul style="list-style-type: none"> <li>• Broader Stakeholder participation and buy-in through networks in drought management for policy development and implementation;</li> </ul>	<ul style="list-style-type: none"> <li>• In general, the IDMP activities involve the participation of stakeholders, as in the case of the regional activities</li> </ul>
<ul style="list-style-type: none"> <li>• Increased capacities in countries to adapt to the increasing number of droughts due to climate change, and robust mechanisms for dealing with regional and transboundary aspects;</li> </ul>	<ul style="list-style-type: none"> <li>• Need of case studies. This requires more time, continuity and strengthening of IDMP</li> </ul>
<ul style="list-style-type: none"> <li>• Coordinated building and development of drought management institutions at global, regional and national level (through the identification of experts and centres of excellence) and sharing of knowledge and common practices.</li> </ul>	<ul style="list-style-type: none"> <li>• Achieved at the global level (at least at WMO, UNCCD, FAO, GWP), but need better coordination and appropriate institutional arrangements. Still early to confirm at the regional and national levels. This takes time. But in the right direction as long as there are more countries developing proactive drought policies. On sharing knowledge, see information in the IDMP library and the HelpDesk.</li> </ul>

One interviewee provided examples from the CEE region: “IDMP CEE helped coordinate drought management across the region by bringing different sectors and institutions together to discuss proactive drought management. There were several national consultation dialogues organized (in some countries also in 3 rounds). The partners, including 40 organisations from 10 countries, now have a better appreciation of drought as a relevant

issue and the gaps and uncertainties that need to be addressed. With this approach, some of the countries manage to incorporate drought management measures/issues into national policy planning documents (River Basin Management plans, National action plans, etc.).

The guidelines itself fills an important gap in the EU Water Framework Directive, since most countries in Central and Eastern Europe have yet to produce a drought management plan.”

#### **4.5. Sustainability of IDMP**

According to the Terms of Reference, these are the two main questions on sustainability of the IDMP: Are activities and benefits of the IDMP likely to continue? What major facts may influence the sustainability of the Programme?

The activities and benefits of the IDMP are likely to continue, hence its sustainability. Among the major facts that may influence such sustainability are the results of this evaluation, the institutional set up of the IDMP, the resources available to the IDMP, the commitment of partners and the relevance of the Programme.

The results of this evaluation, as seen in the previous chapters, are mostly positive. So, based on such evaluation results, the continuation of the IDMP is recommended.

In regard to the institutional set up, the IDMP is based in institutions that are stable and supported by numerous countries, namely the World Meteorological Organization (WMO), and the Global Water Partnership (GWP). It is recommended, however, that there should be more participation and support by other relevant UN institutions like the FAO – Food and Agriculture Organization, UNCCD – United Nations Convention to Combat Desertification, UNESCO, UNDP, UNEP and UNCBD. The TSU of the IDMP is hosted at the WMO and supported by WMO and GWP. These institutions consider the IDMP relevant and thus its activities should continue. However, it is very important to count on the support of other institutions as well, such as the FAO and the UNCCD, at least.

Finally, the IDMP has the support of many countries in the world. The IDMP was created during the High Level Meeting on National Drought Policies (HMNDP), in 2013, and its work programme follows the recommendations approved in the HMNDP where there was the participation of 87 countries. Many of these countries are now partners of the IDMP in the implementation of the activities of its work program. The support of these countries is also a factor that influences in the sustainability of the Programme.

One issue of concern is the lack of financial resources. In order for the activities of the IDMP to continue and to be enhanced, it will be necessary to assure adequate resources. This means the continuation of the resources presently available and the raising of new resources. This is probably the number one issue that needs to be addressed, together with the enhancement of partnerships.

According to the opinion of some of the interviewees, the sustainability of the IDMP is facilitated by the “publications released so far (Guidelines and Handbook)” because they will be a reference. A strong participation of the partners is also an important contributor to sustainability. The internal support provided by the WMO is considered to be crucial for the continuity of the initiative.

On the factors that influence the sustainability of the IDMP, one of the interviewees suggested the following:

- Involving fully key stakeholders from the start of the project
- Monitoring and evaluations by key stakeholders. This enable checks and balances into the project
- Capacity building

- Working with the mandated institutions

For another stakeholder that responded to the questionnaire, “the continued success of the IDMP program will depend on the continuing support and involvement from members of the advisory committee, the expansion of the membership of the management committee to include FAO and UNCCD, continued and expanded support from donors and the leadership from WMO, GWP and the chair.”

The issue of donors and partners support is considered important by all those who, believing that the IDMP needs to continue, try to identify the conditions for its sustainability.

## 5. Recommendations

**Publication Structure and Web Presence:** Both an examination of the publication structure of the IDMP and the results of the survey with stakeholders through questionnaires suggest that the publication structure of the IDMP is appropriate and does not need to be reformed. It needs, however, to be updated and continually improved. The TSU, for instance, which supervises the publications, is understaffed and this often implies delays in the publications. The IDMP has already published important documents that are available to users, but more could and should be done. It is an area to be expanded.

In regard to the web presence, it should also be enhanced to improve its capacity to communicate and reach out to partners and potential users. According to one of the interviewees, “The Web presence allows to easy downloading of published materials, numbers, statistics, figures and country profiles. It is an important platform which contains relevant drought data and information. It can be used as a consistent data source while performing advanced research on drought. It gives a global view of which actions have been taken to tackle drought and which policy frameworks have been adopted.”

Of particular interest is the functioning of the HelpDesk, which should be complemented and enhanced. Until now, only two of the three questions of the Help Desk – Find, Ask, and Connect -- have been implemented. The Ask function needs to be active as soon as possible and the IDMP needs to be able to provide the responses to the questions raised by its partners and beneficiaries. In principle, the priority now should be to implement and strengthen what has been planned and not to add complementary approaches.

**Relationship with other relevant Initiatives:** An important feature of the IDMP is that, in order to maximize its results, it must articulate its activities with other relevant initiatives. IDMP can contribute to other initiatives, such as the Sendai Framework in regard to Disaster Risk Reduction, the Paris Agreement, in regard to reducing the risks of the impacts caused by climate change, especially in drylands where the risks of droughts are higher, and the Sustainable Development Goals, in regard to the more general relationship between drought policy and sustainable development. It should also strengthen its liaison to already existing initiatives on droughts and drylands, especially in other United Nations agencies such as UNCCD, FAO, UNDP, UNESCO, UNCBD, and UNEP. The IDMP is close to the APFM, which has the same objectives of IDMP in what regards to reducing the risks of the impacts of floods and is also hosted within the WMO.

- **APFM – Associated Program on Flood Management.** We start with the APFM because of its very close relationship with the IDMP. In fact, the IDMP was inspired by the APFM and follows the same institutional arrangement. Both programmes are located within the WMO and are the result of a joint decision by WMO and GWP – Global Water Partnership. Both work through partnership with other institutions. Both have a common objective of supporting countries and regions in developing proactive policies in regard to their specific ends – floods in the case of APFM and droughts in

the case of IDMP. Both apply the same kind of instruments: the IDMP initially used APFM as a template, but soon evolved its own working arrangements. For example, the design and operation of the HelpDesk is similar but the IDMP HelpDesk contains a “Coonect” Function whereas the APFM HelpDesk does not. Both HelpDesks are an important means of contact with the potential beneficiaries. Both have the same governance structure, with an Advisory Committee and a Management Committee that guides their work program. They are different, though, in regard to their ends, because events of droughts are different from events of floods, though both have the same origin: the variability in rainfall patterns.

Droughts are a slow onset phenomenon while floods come suddenly. The impacts of droughts start slowly and may become very severe, depending on the extension of the drought and the vulnerability of the subjects – the region, the economy, the population, the environment. The vulnerability usually increases when there is an unsustainable use of the natural resources of the region, caused by an increased population and their activities, which is frequently the case. Floods, on the other hand, have their effects immediately and may cause tremendous harms to the affected populations. The effects of floods also depend on the extension of the rainfall phenomenon and on the vulnerability of the region, because of inappropriate land use policies, both in the rural and in the urban areas. The actions to face the consequences of floods and droughts and, especially, to reduce the vulnerability to floods and droughts, may be different. Maybe this is the reason why there are two separate units to manage the APFM and the IDMP, though in the same place.

**Table 6: A comparison between the IDMP and the APFM**

<b>Droughts and IDMP</b>	<b>Floods and APFM</b>
<b>Similarities</b>	<b>Similarities</b>
<ul style="list-style-type: none"> <li>• Caused by climate variability</li> <li>• Vulnerability, impacts, responses (emergency and long-term)</li> <li>• Institutional arrangements (WMO and GWO + Partners)</li> <li>• Policies: assisting countries in their responses to droughts</li> <li>• Policies: reducing vulnerabilities in the long run</li> </ul>	<ul style="list-style-type: none"> <li>• Caused by climate variability</li> <li>• Vulnerability, impacts, responses (emergency and long-term)</li> <li>• Institutional arrangements (WMO, GWP and Partners)</li> <li>• Policies: assisting countries in their responses to floods</li> <li>• Policies: reducing vulnerabilities in the long run</li> </ul>
<b>Differences</b>	<b>Differences</b>
<ul style="list-style-type: none"> <li>• Slow onset</li> <li>• Impacts occur slowly</li> <li>• Mostly rural but can also affect urban populations (lack of water supply)</li> <li>• Affects large areas</li> <li>• Unsustainable land use is an</li> </ul>	<ul style="list-style-type: none"> <li>• Rapid onset</li> <li>• Impacts are instantaneous</li> <li>• Mostly urban but can also affect rural populations and crops</li> <li>• Affects areas that are smaller than in the case of droughts</li> <li>• Impacts are increased by</li> </ul>

<p>issue but less than in the case of floods</p> <ul style="list-style-type: none"> <li>• Vulnerabilities: dry areas, water supply, rainfed agriculture...</li> <li>• Kind of policies: short term (emergencies) and long term (reducing vulnerabilities)</li> </ul>	<p>unsustainable land use</p> <ul style="list-style-type: none"> <li>• Vulnerabilities: low areas, mountain sides, flood-prone areas</li> <li>• Kind of policies: short term (instantaneous) and long term (recovering, reducing vulnerabilities)</li> </ul>
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It is only natural that a very close coordination must exist between the APFM and the IDMP. Both programs would be winners if a more coordinated approach could be adopted in their management. The IDMP could learn more on the lessons provided by the APFM and vice-versa.

There are a few possibilities that could be explored in this regard, one of them being the fusion of the two programs, recognizing their similarities but also their differences that were mentioned above. Resources that are dedicated to the HelpDesk in the APFM and in the IDMP should be optimized by possibly unifying the two HelpDesks while keeping the two activities – support in regard to droughts and floods management. The subject of a common HelpDesk was already discussed in joint IDMP/APFM meeting in September 2016, as informed by one of the interviewees. Also, as was suggested by another interviewee, there could be the “Development of joint proposals, since many funding partners and policy documents are referring often to Flood and Drought Management together and there are approaches that are mutually supporting (e.g. small water retention measures, as explored by IDMP CEE) and the idea of managing water extremes as a key component of climate change adaptation.”

According to another stakeholder that was interviewed, via a questionnaire, for this work, “The IDMP and APFM were rather actively promoted in the Sendai conference, however, the words “drought” and “water” are not prominent in the outcome document. However, the main lines of the Sendai Framework are very much along the line of the IDMP and APFM approach.”

- **Sendai Framework (2015-2030)** - It was adopted during the *Third United Nations World Conference on Disaster Risk Reduction (WCDRR)*, in Sendai, Japan, in 2015. Drought is a slow onset natural disaster, hence it is covered by the Sendai Framework. According to the Sendai Framework, “It is urgent and critical to anticipate, plan for and reduce disaster risk in order to more effectively protect persons, communities and countries, their livelihoods, health, cultural heritage, socioeconomic assets and ecosystems, and thus strengthen their resilience.”<sup>21</sup> In fact, if the IDMP fulfills its objectives it will be contributing to the objectives of the Sendai Framework with regards to “drylands and other drought prone areas”. One of the interviewees mentioned that there is a great potential of IDMP as a “contributor to DRR implementation just because drought becomes one of most wide, ubiquitous and serious natural hazards over the world, even being accompanied by heat waves, fires, etc.”
- **Paris Agreement** - The Paris Agreement entered into force on 4 November 2016. It was negotiated during the COP 21 – Conference of the Parties of the UNFCCC – in 2015, in Paris. The Paris Framework focus its attention on mitigation and adaptation to climate change. This includes reducing the vulnerability of regions and people to

<sup>21</sup> United Nations. Sendai Framework for Disaster Risk Reduction, 2015-2030. NY, 2015.

the impacts of climate change. One of the most serious impacts is the change in climate variability and the possibility of more frequent and more severe droughts across all climates including the drylands. There is no doubt that, if the IDMP fulfills its objectives, it will be contributing directly to the achievement of the objectives and goals of the Paris Agreement. The IDMP should, thus, look for a closer relationship with the Paris Agreement. As one of the stakeholders that were interviewed has put it, “Managing for drought is about managing for climate variability and change. If we can’t apply the risk reduction principles to drought management how are we going to be able to successfully deal with a changing climate of which drought frequency, severity and duration are a key component.”

- **Sustainable Development Goals (SDGs)** - From the 17 SDGs, at least four are more directly related to the activities of the IDMP: SDG 6, on Clean Water and Sanitation; SDG 13, on Climate; SDG 15, on Life for Land; and SDG 17, on Partnerships for the Goals. Other SDG that are also related to the objectives of the IDMP are SDG 1, on Poverty Reduction; and SDG 2, on Ending Hunger. The IDMP contributes directly to all of these 6 goals. Clearly a successful IDMP will impact positively on water resources management, on increasing resilience to the impacts of climate change and on reducing causes of desertification and land degradation, which are all related to the SDGs. It is recommended thus to identify clearly the links between the IDMP and SDGs and to reinforce actions that may increase the contribution of the IDMP to the achievement of the SDG.

In regard to the link between the IDMP and sustainable development, it is equally clear that it is positive. Proactive drought policies that reduce vulnerability and increase resilience contribute directly to sustainable development. Several stakeholders that responded to the questionnaire agreed and further detailed this connection. For one of them, “The inability to manage droughts successfully not only retards development but sets it back considerably with each drought event. And, it is difficult for developing nations to recover and the recovery time between droughts is getting shorter for many nations—a trend that will likely continue under a changing climate.” Another interviewee mentioned that “IDMP goals and objectives help mainly to developing countries to provide a guide to reduce the impacts of droughts. Sustainable development must consider droughts as a key element due to the fact of its slow development and heavy impacts which reflects in reduction of food production (agriculture) mainly.”

- **The Rio Conventions: UNFCCC, UNCCD and UNCBD** - A successful IDMP will contribute positively to the three Rio conventions. We have mentioned above the relationship of the IDMP with the Paris Agreement, under the UNFCCC. In regard to the UNCCD, which deals with drylands, desertification and droughts, it is very clear that a successful drought policy will contribute to reduce land degradation, desertification and will increase mitigation to droughts. This will also create the conditions for protecting biodiversity in the drylands, which is an objective of the CBD. In summary, a successful drought policy is a valid instrument for reaching the objectives of the three conventions.

**Raising Extra-budgetary Resources:** Increasing the resources available for the workings of the IDMP is needed to assure that the IDMP can perform and expand its work program. Clearly, as mentioned before, the IDMP has been living under resources constraints and it needs more resources to adequately deliver its products and to cause an impact in terms of improving the capacity of countries and regions to develop and implement proactive drought policies. Resources should be enough to increase the technical capacity of the TSU, which works today with a small and part-time team, to strengthen its global activities, including the HelpDesk, and to support and expand its regional and local activities. Working more closely

with other UN agencies such as FAO, UNCCD, UNESCO, UNCBD, UNEP and UNDP could increase the resources available for the IDMP to fulfill its mission.

**Advisory Committee and Management Committee (AC/MC):** The AC/MC meets once a year, generally in September, and discusses the activity and financial reports. The MC also defines the activity plan for the next year. The MC is the highest decision level of the IDMP. According to the documents that were examined and also the opinion of stakeholders that responded to the questionnaire, the Terms of Reference of the AC/MC do not need to be altered, except for the possibility of including a higher number of members. The composition of the AC/MC could be modified to include institutions like the FAO, UNCCD, UNESCO, CBD, UNDP and UNEP, after negotiations with such institutions, provided that they are interested in having a more prominent role in the IDMP. In fact, the Operational Guidelines of the IDMP have already been modified to expand the number of institutions in the AC/MC, to incorporate the FAO and the UNCCD as co-sponsoring international organizations, at the same level of the WMO and the GWP. It was suggested by some stakeholders that the AC/MC meetings could also discuss the possible contributions of partner organizations, which have an interest on the issue of droughts, that are consistent with the role of the IDMP.

In summary, the role of the IDMP continues to be important and relevant. The IDMP should be continued and strengthened, in order to consolidate and expand its actions and cause a real impact in terms of more widespread preparedness to face the impacts of droughts. The present model is good but can always be improved. It was emphasized by one of the interviewees that the fact that the IDMP is within the WMO is an important resource, since the Programme can benefit from the WMO structure and its partners. All the three pillars of the drought policy are important, but they should be better balanced within the IDMP. The collaboration with partners should be intensified.

In order to ensure that, it is recommended:

- a) To increase global and regional awareness on the role of the IDMP and on the need of proactive drought policies for increasing resiliency and reduce vulnerability to droughts;
- b) To work together effectively with partners, in particular with those which participated in the HMNDP and that are partners to the IDMP, like FAO, UNCCD, UNDP, UNESCO, UNEP, UNCBD and the World Bank;
- c) To strengthen and expand its regional sub-programs, supporting more countries and regions to develop proactive drought policies, enhancing capacity building activities and continuously updating and expanding its knowledge base;
- d) In that regard, IDMP could reach out more effectively to donors, partners and beneficiaries, including through a series of workshops, webinars and technical meetings covering all relevant stakeholders;
- e) As suggested by one of the interviewees, the IDMP could plan for a Conference to discuss new ideas in regard to its future.

The detailing of each of the recommendations in this report should be worked out by a designated Working Group or Technical Base under the TSU, with the participation of partners and of member countries.

## 6. Conclusions: The Way Forward

There are three broad conclusions from this review.

**The first broad conclusion is that the IDMP continues to be relevant** as initially envisaged when it was created during the HMNDP, in March 2013 (including developments that happened before the HMNDP, like the Consultation Meeting in 2010). The need for an institution like the IDMP is still valid and necessary and highly regarded by its partners. As long as the available data allow, and based on the analysis of IDMP documents and on interviews using questionnaires that were responded by knowledgeable stakeholders, the IDMP has performed its activities in a manner that is coherent with what was planned in its work program. The implementation of the activities responds positively to the evaluation principles proposed by the OECD, i.e., relevance, effectiveness, efficiency, impact and sustainability.

**The second broad conclusion is that the IDMP should continue:** it is doing important things to support parties to develop and implement proactive drought policies but there is still much to be done. In fact, the IDMP is only 3.5 years old and needs much more time to accomplish its objectives. In some discussions that were preparatory for the creation of the IDMP it was proposed that it should have a time horizon for acting during 10 years at least. Much has been done so far, but there is still a long way to go. There is still much to be done in terms of developing and implementing regional and country drought policies, so the role of the IDMP in providing inputs and assistance in that regard is still very much necessary.

**The third general conclusion is that the IDMP needs to be reinforced,** especially in terms of budget and technical resources, in order to be more effective in the performance of its role. In general, the IDMP needs to be more proactive, expand its operations, do more capacity building, more dissemination and awareness raising and be more aggressive in terms of promoting proactive drought policies where they are needed. At the same time, it is very important to expand its knowledge base and make it available to all parties, and, especially, to expand the presence and use of the HelpDesk as a way to reach out to countries and regions, in all its three functions.

**In summary, the IDMP continues to be relevant and should thus be continued and strengthened.** What are the ways that could be considered for the future of the IDMP? For the sake of simplification, we consider the present situation as a baseline. Departing from the baseline, which is to continue IDMP as it presently operates, we suggest two other complementary ways.

**The first way is to strengthen the IDMP by bringing together the support and participation of institutions such as the FAO, UNCCD, UNESCO, UNCBD, UNDP and UNEP.** All these institutions, besides being UN institutions, have a common interest in the drylands and on droughts. FAO and UNCCD were promoters of the HMNDP, together with the WMO, and are thus natural candidates to play a more active role in the IDMP. All of them are also committed to promote more proactive drought policies. A joint meeting between these institutions together with WMO and GWP should discuss ways on how to work together and increase their participation and ownership in regard to the IDMP.

**A second way, which complements the first, is to go even further and include a second layer of formal support for the IDMP, with the participation of national and international institutions that have a role and an interest in the issue of drylands and droughts.** The IDMP could look for strengthening the support and/or cooperation of institutions like the IRD of France, the GIZ of Germany, the DFID in the UK (which already supports the GWP) and other related organizations. In member countries, the National Meteorological and Hydrological Services (NMHS), which are counterparts to the WMO, could have a more proactive role if duly motivated and empowered.



For these ways to be followed, more resources will be needed to support and expand the TSU and the workings of the AC/MC, and to support more end-activities in the work program of the IDMP. It is necessary to expand the technical capacity of the TSU, which should count on more staff working full time, both for managing its activities and to operationalize the HelpDesk, the webpage and the publication and dissemination activities. The possibilities for achieving this could be materialized through:

- a) More extra-budgetary resources made available by the institutions that support the IDMP, including the WMO, GWP and new institutions that should be attracted to function at the same level of the WMO and GWP, mainly the ones cited above.
- b) More extra-budgetary resources raised from other possible sources of financing, including International Finance Institutions such as the World Bank, Governments, Other Governmental Institutions, Foundations and other NGOs. A task force should be created to offer a fund-raising strategy in regard to items (a) and (b);
- c) More in-kind resources provided by the support institutions and by partners, to strengthen the TSU capacity and the work program in general;

A temporary team should be assigned to work with the TSU and a work program should be developed to implement an activity of fund raising, aiming at strengthening the TSU and the IDMP capacity to reach out to more regions and countries and to develop more products in the areas of knowledge, capacity building, technical assistance to partners and countries, including in regard to the HelpDesk.

In the short run, a joint working group formed by the TSU of both the IDMP and the APFM should discuss ways and firm up a strategy on how to better work together, for instance with the fusion of both HelpDesks, with a joint entry point, that would render the expected services to clients in reference to floods and to droughts at the same time that would respect the specific characteristics and policies regarding each phenomenon.

## ANNEXES

### **Annex 1. List of IDMP Documents that were consulted (These documents can be found in the IDMP webpage).**

1. Review of the WMO/GWP Integrated Drought Management Programme (IDMP). Terms of Reference.
2. Consultation Meeting on the Integrated Drought Management Programme, Geneva, 15-16 November 2010. Final Meeting Report. Feb. 2011.
3. Integrated Drought Management Programme. A Joint WMO-GWP Programme. Concept Note. November 2011.
4. GWP/WMO Preparatory Meeting for the Integrated Drought Management Programme (IDMP). Geneva, 6-7 June 2013. Report.
5. WMO/GWP Integrated Drought Management Programme. Programme Document 2013-2016. Version 25.11.2014.
6. Integrated Drought Management Programme (IDMP). Activity Report 2013-2014 and Activity Plan 2014-2015. August 2014.
7. Integrated Drought Management Programme (IDMP). Activity Report 2014-2015 and Activity Plan 2015-2016. September, 2015.
8. Integrated Drought Management Programme (IDMP). Activity Report 2015-2016 and Activity Plan 2016-2017. August 2016.
9. Final Report. Advisory and Ad Hoc Management Committee Meeting of the Integrated Drought Management Programme (IDMP). 14 and 15 October 2013. Geneva.
10. Integrated Drought Management Programme (IDMP). Report of the Advisory Committee and Management Committee Meetings 2014. 9-10 September 2014, Geneva.
11. Integrated Drought Management Programme (IDMP). Report of the Advisory Committee and Management Committee Meetings 2015. 9-10 September 2015, Geneva.
12. Austrian Development Cooperation. Guidelines for Project and Programme Evaluations. Final Draft. July 2009.
13. Draft Terms of Reference – Integrated Drought Management (IDM) HelpDesk.
14. Operational Guidelines of the WMO/GWP Integrated Drought Management Programme (IDMP). May 2016.
15. Assessment Report of the WMO/GWP Associated Programme on Flood Management (APFM) by Curtis B. Barrett and Caroline S. Wittwer, September 2016.

## **Annex 2. Questionnaire Submitted to selected interviewees**

October, 2016

This is a rather long questionnaire that will take you about two hours to respond.

If you cannot separate enough time in your agenda, please respond to the questions that you consider appropriate.

If there is any question on which you do not have information, you may of course skip it.

Please put your answers just after the question, using as much space as needed (this is a word document and can be edited, so there is no limitation for your answer).

If that is the case, please add any significant additional information in the end of the questionnaire.

### **I – Your Identification**

1. Name:
2. Affiliation:
3. What is your relationship with the IDMP?

### **II – Objectives, Work Programme, Activities**

1. In your opinion, is the Work Programme of the IDMP consistent with the objectives set up in the IDMP Concept Paper? Feel free to give examples.
2. In your opinion, are the Activities of the IDMP consistent with the Programme document? Feel free to give examples.

Obs: In order to facilitate your answers, please refer to the objectives, programme document and activities as they are put in the IDMP official documents.

### **III – Relevance of the IDMP**

1. In your opinion, are the objectives of the IDMP, as they are in the Concept Note, still valid? Why?
2. Are the activities and outputs consistent with the objectives of the IDMP? Why?
3. Are activities and outputs consistent with intended impacts? Please justify your answer.

### **IV – Effectiveness of the IDMP**

1. Do you think that the objectives of the IDMP are being achieved or are likely to be achieved? Please justify your answer.
2. In your opinion, what are the major factors that influence the achievement or non-achievement of the objectives?

### **V – Efficiency of the IDMP**

1. In your opinion, was the implementation of the work programme done in a cost-efficient manner? Please justify your answer.

2. Compared to alternative approaches, was the work programme an efficient way of translating the strategy operationally? Please justify.

#### **VI – Impacts of the IDMP**

1. In your opinion, what has happened already as a direct or indirect consequence of the implementation of the IDMP? Please provide examples.

#### **VII – Sustainability of the IDMP**

1. In your opinion, are the benefits of the activities of the IDMP likely to continue?
2. What are the major factors which may influence the achievement or non-achievement of sustainability of the IDMP? Please justify.

#### **VIII – Recommendations to Improve the IDMP**

1. How can the IDMP be made more relevant in regard to priorities and policies of the target group?
2. How can the IDMP become more efficient in terms of cost-effectiveness?
3. How can the IDMP be made more effective in achieving its objectives?
4. Based on existing information, what are the ways that the IDMP can achieve more significant impact?
5. How can the sustainability of the IDMP be increased?

#### **IX – Future Directions of the IDMP**

1. What are your thoughts in regard to the publication structure of the IDMP? How can it be improved?
2. What are your thoughts in regard to the Web presence of the IDMP?
3. In your opinion, what can or should be done to enhance the development of the IDMP?
4. Do you think IDMP should continue with its present model or should it look for a different approach, in order to advance its concept of integrated drought management?

#### **X – Relationship of the IDMP with other Initiatives**

1. Do you think that the IDMP has developed appropriate relationship with other relevant initiatives that may be of interest to integrated drought management? What could be done to improve such relationship?
2. How do you see the relationship of the IDMP and the APFM (Associated Programme on Flood Management)? How the relationship between the IDMP and the APFM could be improved?
3. How to consider the Sendai Framework (III UN World Conference on Disaster Risk Reduction (WCDRR))?

4. Can the IDMP contribute to the Paris Agreement? Why?
5. How do you see the contribution of the IDMP to Sustainable Development?

#### **XI – Advisory Committee and Management Committee (AC/MC)**

1. In your opinion, how effective are the AC and MC? Do you think that the governing structure of the IDMP is appropriate or could it be improved?
2. What recommendations would you do in regard to the future Terms of Reference of the AD/MC?
3. Would you recommend any change on the composition of the AD/MCW?
4. Would you suggest mechanisms to improve coordination with stakeholders, partners, donors?

#### **XII – Extra-budgetary Resources**

1. Is raising extra-budgetary resources important for the IDMP? Why?
2. How could the IDMP be more effective in raising extra-budgetary resources?

#### **XIII – Additional Information**

1. Please add any additional information that you deem important for the future of the IDMP.

### Annex 3. Comparison between the Program Document, the Concept Note and Activity Reports

#### COMPARISON: Concept Note, Program Document, Activity Reports

Description	Concept Note (CN)	Program Document 2013-2016	Activity Report 2013-14	Activity Report 2014-15	Activity Report 2015-16	Comments
Vision	To improve societal resilience to drought through IRM					Vision is the same and needs not to be repeated
Objective	To support stakeholders at all levels by providing them with policy and management guidance through globally coordinated generation of scientific information and sharing best practices and knowledge for integrated drought management	Same				The same objective has been kept along time
Principles	From reactive to proactive	Yes	Yes	Yes	Yes	The work program is coherent with the objectives and principles of the IDMP

	Integrate vertical planning and decision making processes into a framework of horizontally integrated sectors and disciplines	Yes	Yes	Guidelines for the preparation of drought management plans help shape integration of vertical planning, multistakeholder process	Yes	Partners engaged from different disciplines and sectors. Development of country (e.g. Mexico, Turkey) and regional level (including country-level) work (IDMP CEE, IDMP HOA, IDMP WAF, Central America, South Asia and recently South America and South Pacific)
	Promote knowledge base and sharing mechanisms	Yes	Yes	Yes	Yes	
	Build capacity	Yes	Capacity Development to support NDMP	Capacity development to support NDMP	Yes	
Activities – Inception Phase	Inception workshop, close consultations					Yes, we can send you the reports of the inception meetings. Let us know if this would be helpful.
	Identification of potential partners	Yes	Matrix of partner involvement	Matrix of partner involvement	Yes	Partner engagement formalized through exchange of letters (joint letter from WMO Secretary General and GWP Executive Secretary to head of partner organization). Partners who responded positively and appointed IDMP focal point available here: <a href="http://www.droughtmanagement.info/about-idmp/partners/">http://www.droughtmanagement.info/about-idmp/partners/</a> .
	Enquiry to assemble information on past droughts	Yes				This has not been done yet, as it was found to be of low urgency.

	Assessment of services provided by drought monitoring and prediction centres	Yes (reporting on existing strategies)		Yes		
	Regional dialogues	Yes	Yes. National consultation dialogues, workshops	Yes. National consultation dialogues, workshops	Yes.	
	Concept of demonstration projects		Regional activities	Regional activities	Yes. Regional activities	Not clear in the documents. This has been taken forward by the regional IDMPs in CEE, HOA and WAF – information accessible through: <a href="http://www.droughtmanagement.info/idmp-activities/">http://www.droughtmanagement.info/idmp-activities/</a>
	Inception report for the implementation phase	Programme document				
	Describe current status of regional programme nodes and linkages					The activity reports have information on this. However, not clear if there was a document on current status. The current status is in the Activity Reports, which is shared with all partners and discussed at annual IDMP Advisory Committee meetings.
Activities – Implementation Phase	Continue relevant activities of inception phase	Yes	Yes	Yes	Yes	



	Develop comprehensive and integrated approach to DM	Yes	Integrated Drought Management Framework Documento	IDM Framework document		ok
	Facilitate development of regional activities	Yes	Yes	Yes	Yes	ok
	Pilot demonstration projects	Yes	IDMP Regional Initiatives; case studies	IDMP regional initiatives; case studies	IDMP regional activities; case studies	Clarify This has been taken forward by the regional IDMPs in CEE, HOA and WAF – information accessible through: <a href="http://www.droughtmanagement.info/idmp-activities/">http://www.droughtmanagement.info/idmp-activities/</a> also the South Asian Drought Monitoring System (SADMS) is an example of a demonstration project - happy to provide more information if this is helpful.
	Obtain funding	Yes	Financial support	Financial support	Financial support.	Need more info – with the support from Environment Canada to WMO for the IDMP; and Sida, DANIDA and DfID through GWP for the IDMP funding has been stable. However, this is an important part to put more emphasis in the future to ensure financial sustainability and we would appreciate pointers in the IDMP external review (i.e. point 3. (d) in the Review TOR <i>A review and comment on raising of extra-budgetary resources and make recommendations on how best this should be approached.</i> )

	Collect experience and share as guidelines, methodologies and tools	Yes (collection of best practices)	Case Studies	Case studies	Case studies (regional activities)	ok
Help Desk	Resource Centre - HelpDesk	Yes	IDMP Helpdesk	IDMP Helpdesk	IDMP Help Desk	<p>What is the present status?  The technical capacity for the three sections of the HelpDesk (1-Find, 2-Connect – both are live on the website and 3-Ask – not yet live) exist. We also have a draft “Catalogue of Services” of the main competencies of the IDMP partners.  TOR of the HelpDesk have also been developed (let me know if you would like a copy of any of the above). We discussed the next step (e.g. partner involvement) in depth in the IDMP Advisory Committee last week and will send</p> <ul style="list-style-type: none"> <li>(a) the TOR,</li> <li>(b) the Catalogue of Service and</li> <li>(c) different options</li> </ul> <p>on how to formalize contributions of partners in early October to partners.  We are planning to put the “Ask” section of the HelpDesk live thereafter – plan is before the end of the year.  Synergies with the APFM HelpDesk will also be sought.</p>

Link IWRM-GWP	Operational link with IWRM and GWP to make use of existing practices and share lessons learned	Yes	Contribution to international processes?	Contribution to international processes? Yes, inter alia, in Sendai WCDRR, UNFCCC COP21, UNCCD COP 11 and 12, event at UN General Assembly (details on some of the above in 2015/2016 Activity Report – will send to you)		Ok, through TSU
Resource Centre	Resource centre as focus for international coordination	Yes	IDMP Website and Helpdesk	IDMP Website and Helpdesk		Website ok. But is the helpdesk working? (see above issue on HelpDesk). Library continuously updated, development of tools (National drought management policy guidelines and Handbook of Drought Indices and Indicators)
Evaluation	Programme evaluation	Underway				
Outputs	Compilation of information and knowledge on past droughts					There are much data on the library, in the website
	Inception of pilot projects					Clarify (see above)
	Mechanism for stakeholder buy-in and establishment of networks					What is this? The High-Level letter between heads of organizations referred to above and the process agreed to clarify partner contribution to HelpDesk

	Creation of protocols for standards for data, like use of GIS mapping			Yes (GIS)		How to organize this? The GIS work in Asia? The South Asia Drought Monitoring System in Asia is one contribution and there is a section on GIS in WMO Guide to the Standardized Precipitation Index (SPI). This needs to be further discussed.
	Technical and managerial guidance	Yes	Yes	Yes	Yes	How this happens? 1) Through the tools that have been / are being developed 2) Through the advice through the HelpDesk involving IDMP partners
	Advocacy and dialogues with donors	Yes	Yes	Yes	Yes	How this happens Participation in high-level events (e.g. in Sendai WCDRR, UNFCCC COP21, UNCCD COP 11 and 12, event at UN General Assembly) and dialogues (e.g. participation in World Bank working meeting on drought in fall 2014)
	Drought HelpDesk	Yes	Yes	Yes	Yes	Working (see above)
	Guidelines for national drought policies	Yes	National drought management policy guidelines (NDPG). Template for actions	Translation of NDPG	Translation into other languages	ok
Impacts	Potential for poverty alleviation	Yes				ok
	Increased resilience to droughts	Yes				Depends on cases (of policies) evaluations.

	Multidisciplinary approach to DM	Yes				Ok
	Improved information	Yes	Yes	Yes (communication strategy)	Yes	OK
	Improved approach and tools for DM through IWRM and SLM	Yes				Through the tools that are being developed.
	Coordination and back-up to regional DM projects	Yes				Ok
	Effective use of information					How the information produced by the IDMP is being used By partners and regional/national activities
	Cross-fertilization of ideas and experience between regions	Yes				Ok. Seminars, events
	Enhanced potential for increased coordination on int'l assistance	Yes				definitely something to work on – our participation for example in the Sendai WCDRR, UNFCCC COP21, UNCCD COP 11 and 12, event at UN General Assembly are an attempt to influence this space
	Broader stakeholder participation	Yes				Much participation in the workshops, in the HMNDP
	Increased adaptation capacity to droughts	Yes				This is a general outcome we are working towards.

	Building and development of drought management institutions					- IDMP itself - National cases
Management and governance	TSU – Technical Support Unit	Yes	Development of Governance Structure. First version of Operational guidelines	Implementation of Governance Structures. First version of the Operational Guidelines	ok	Ok
	Partnerships	Yes	Cooperation with partners. Joint letter to partners	Cooperation with partners. . Joint letter WMO-GWP to partners	Cooperation with partners	Ok
	AHSC, AC, MC	Yes: Advisory Committee and Management Committee	Yes	Yes	Yes	Ok