



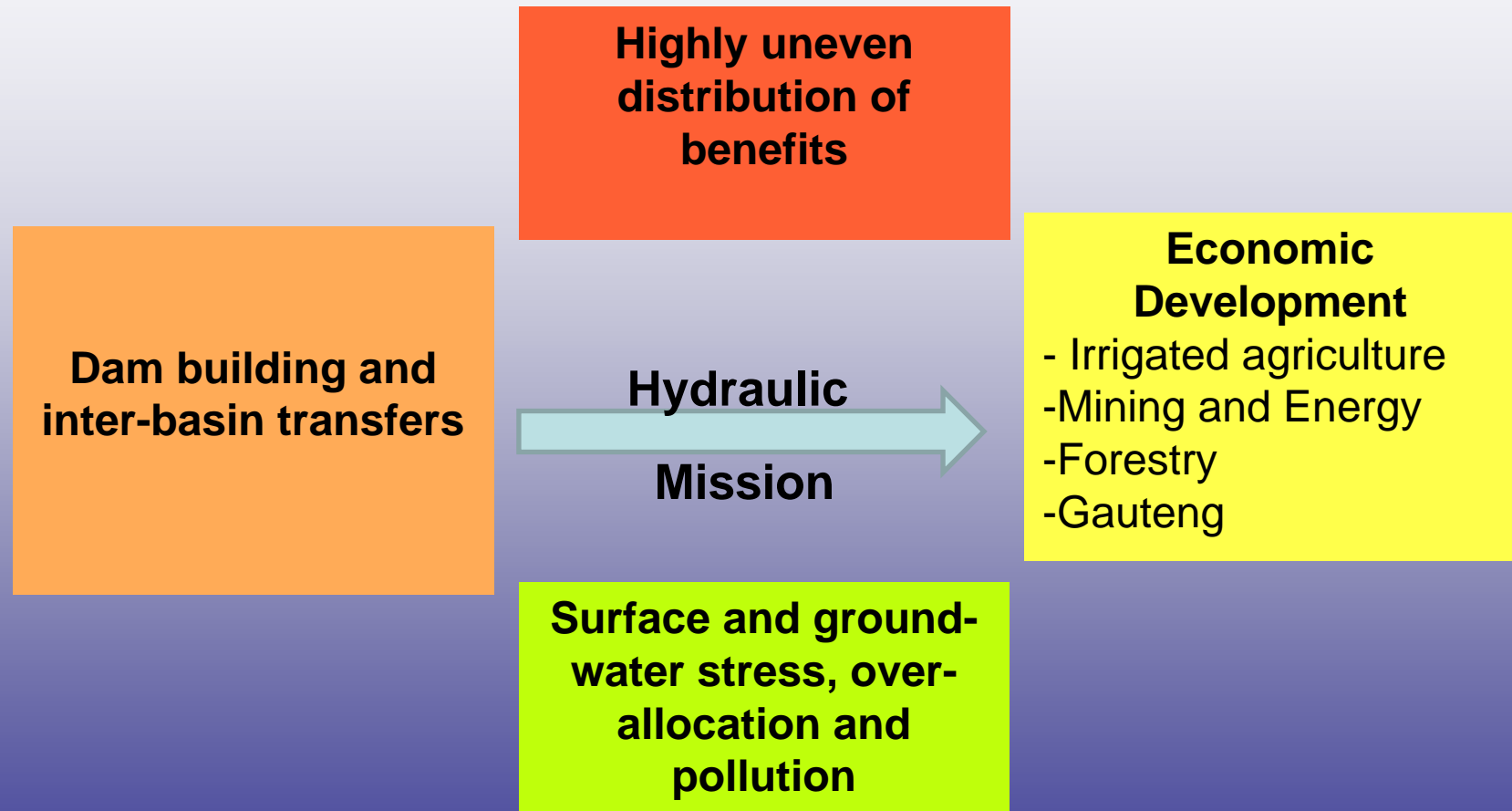
# **Building capacity for co-operative governance as a basis for Integrated Water Resources Managing in the Inkomati and Mvoti catchments, South Africa**

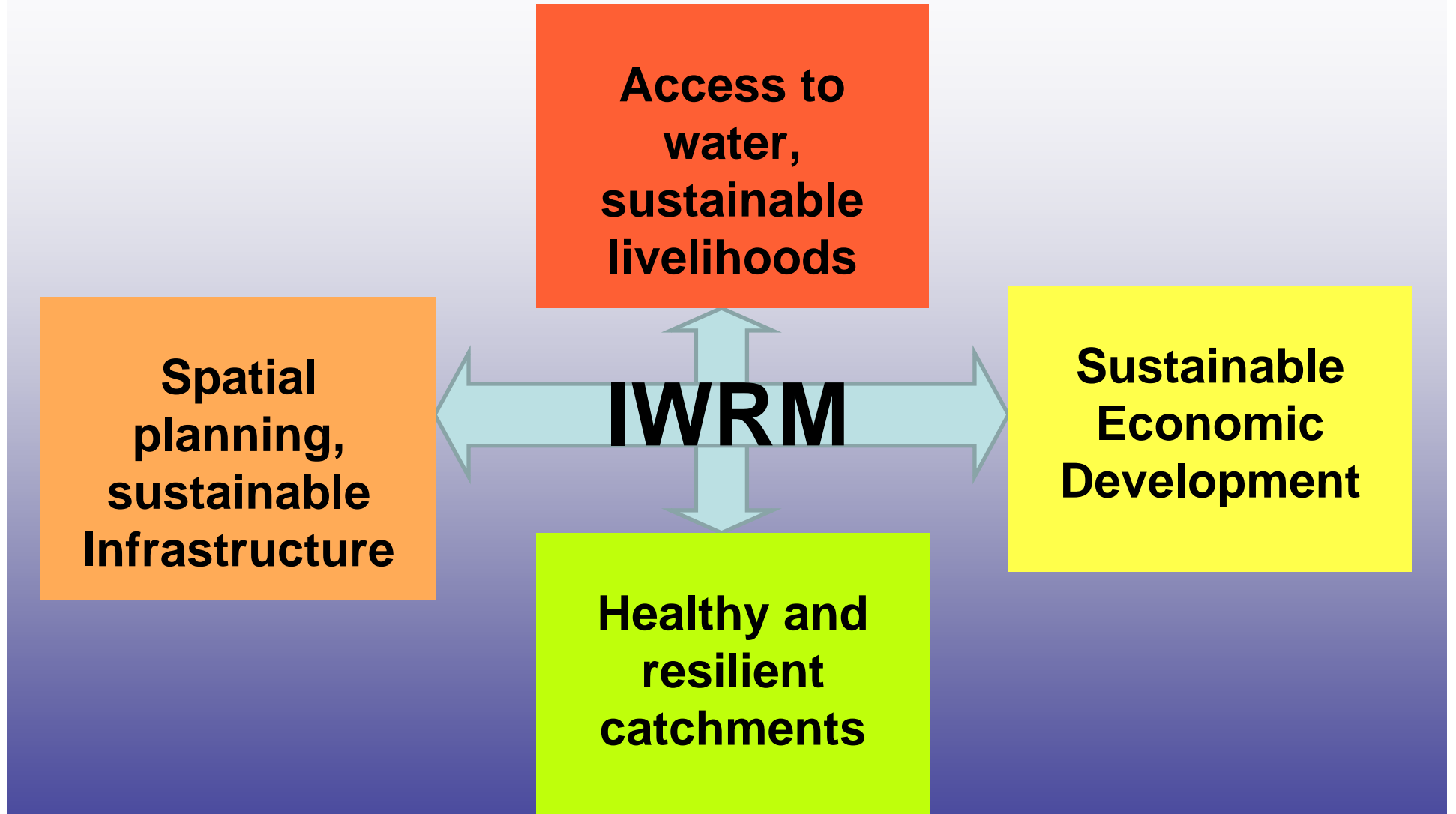
Dr John Colvin, Faeza Ballim, Sam Chimbuya,  
Dr Mark Everard, John Goss, Geraldine Klarenberg,  
Sizile Ndlovu, Dumisani Ncala and Derek Weston





# Context for the Case Studies







**Empowerment of poor communities and water & sanitation for all**

**Effective governance based on stakeholder ownership and devolution of relevant powers and functions – CMAs, WUAs**

**Water for sustainable growth and development**

**Whole catchment approach to water security**





- But....  
progressive policy thinking requires  
progressive approaches to implementation
- Serious delays in setting up Catchment  
Management Agencies (only 8/19  
established in early 2008)
- Only 20% of (300+) Irrigation Boards  
transformed to Water User Associations



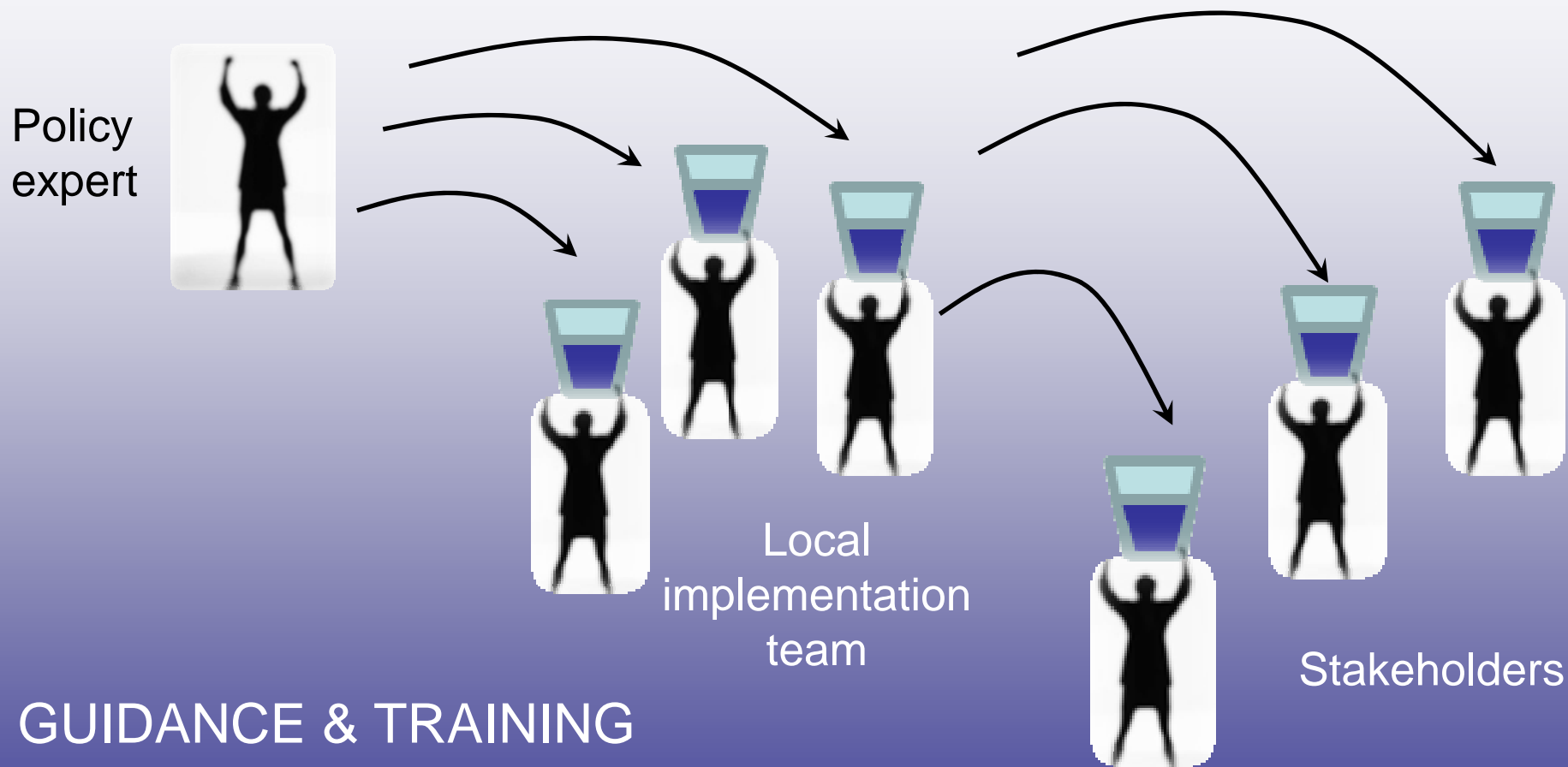


# **Watercourse project**

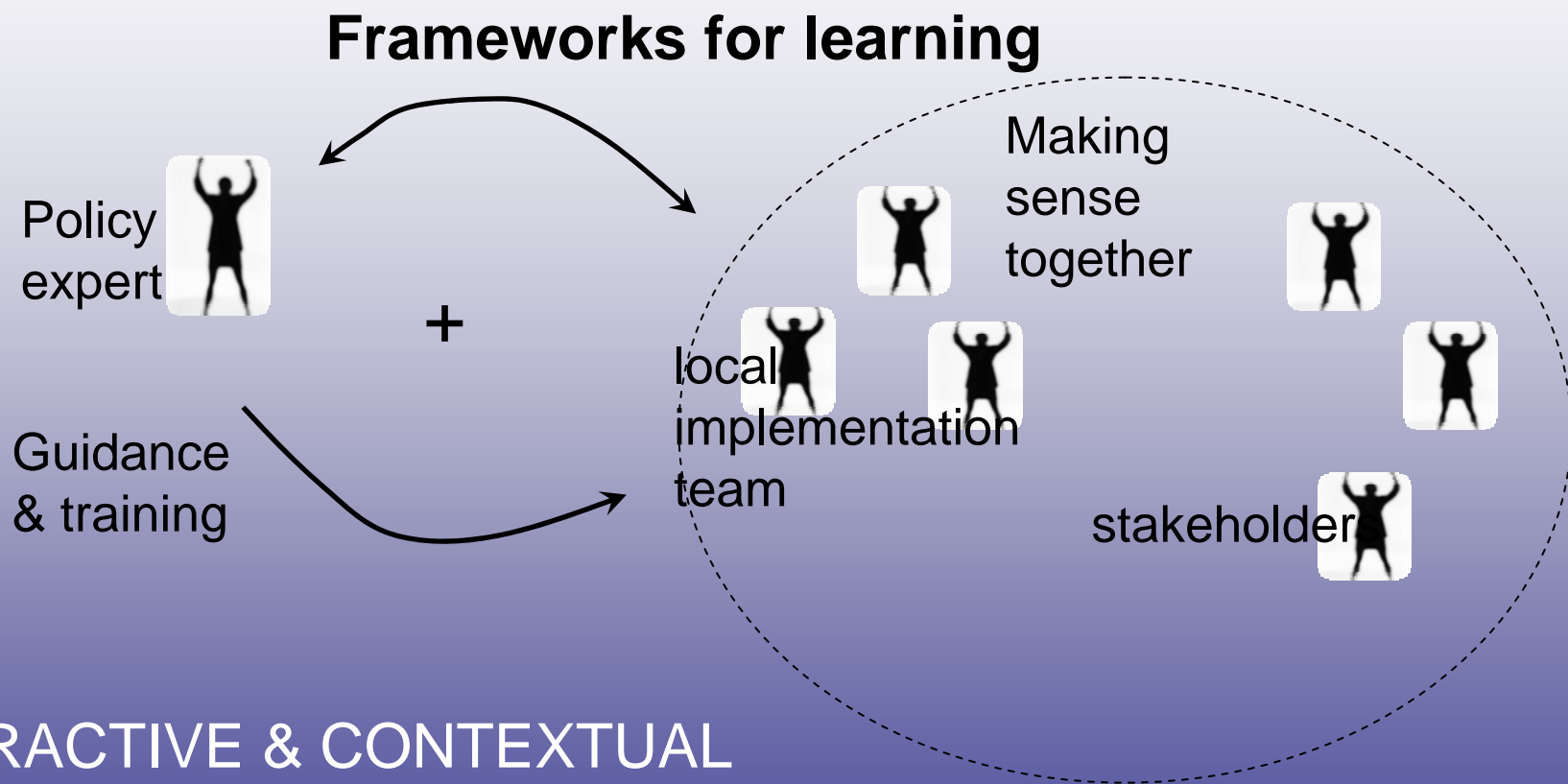
- **Working with DWAF WMIG since 2005**
    - Exploring ways to improve the Institutional Realignment process – capacity building focus
    - Funded by the UK Foreign and Commonwealth Office with support from DWAF and the Inkomati Catchment Management Agency
    - Flagship project of the UK - RSA Sustainable Development Dialogues
- 



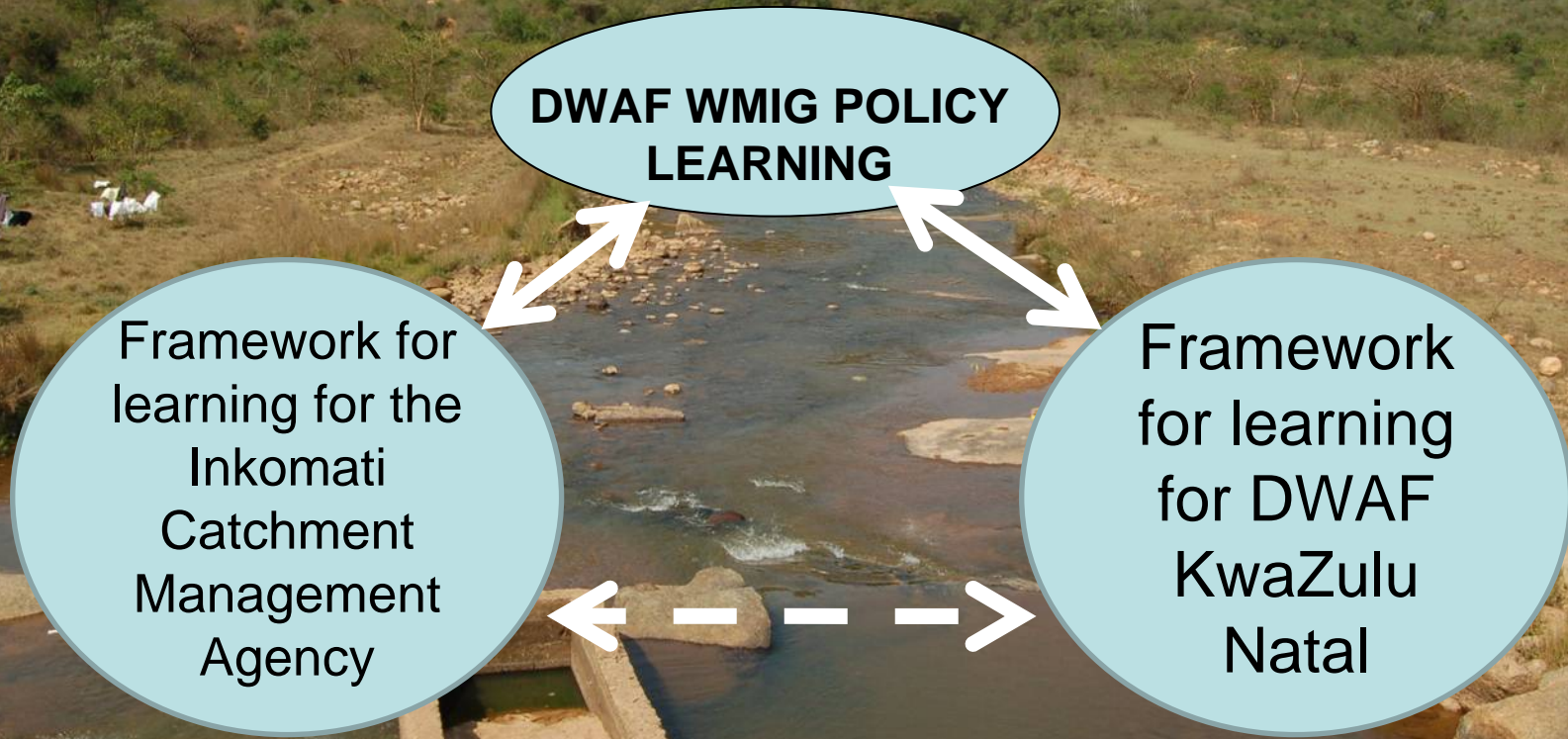
# Capacity Building: traditional paradigm



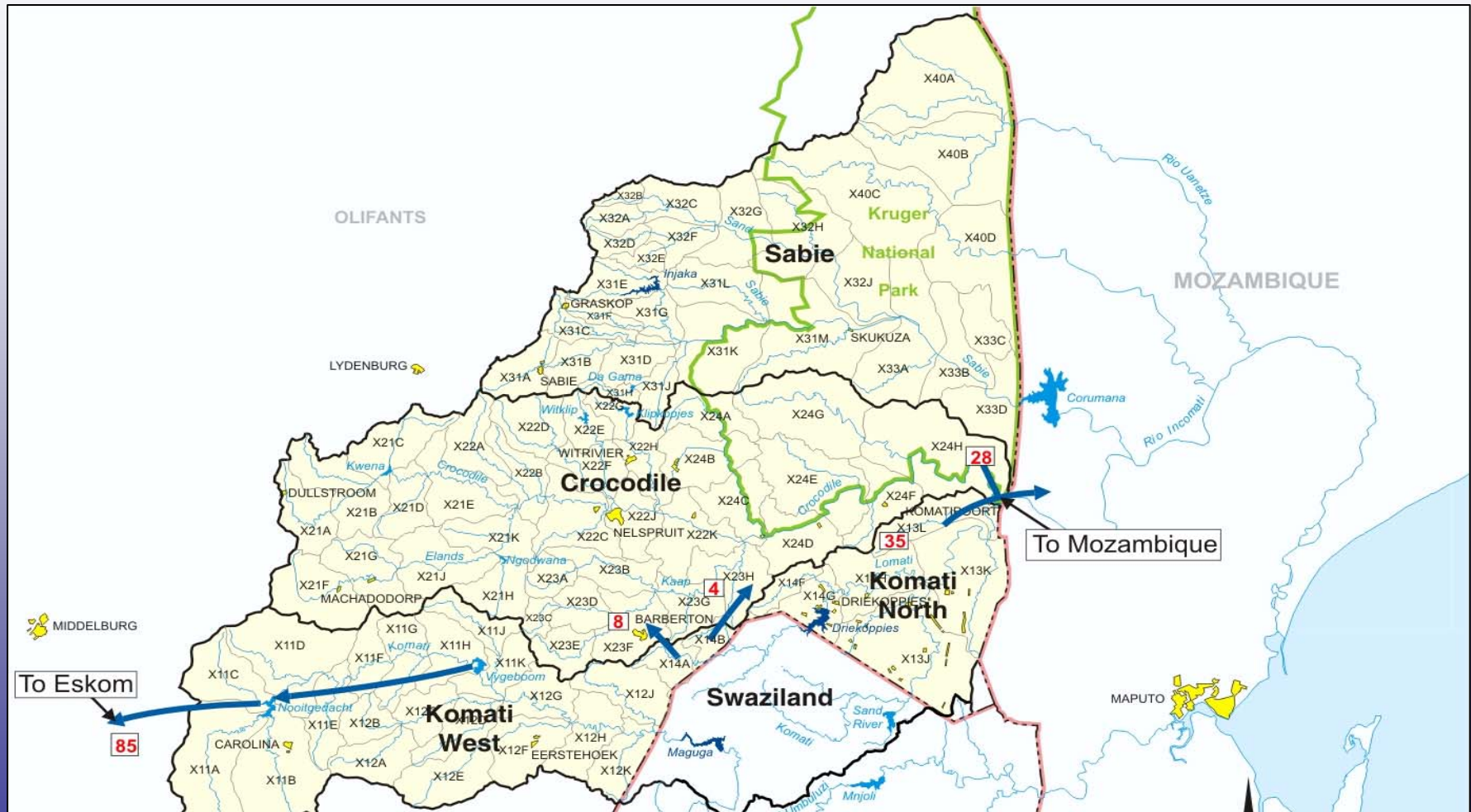
# Capacity Building: emerging paradigm



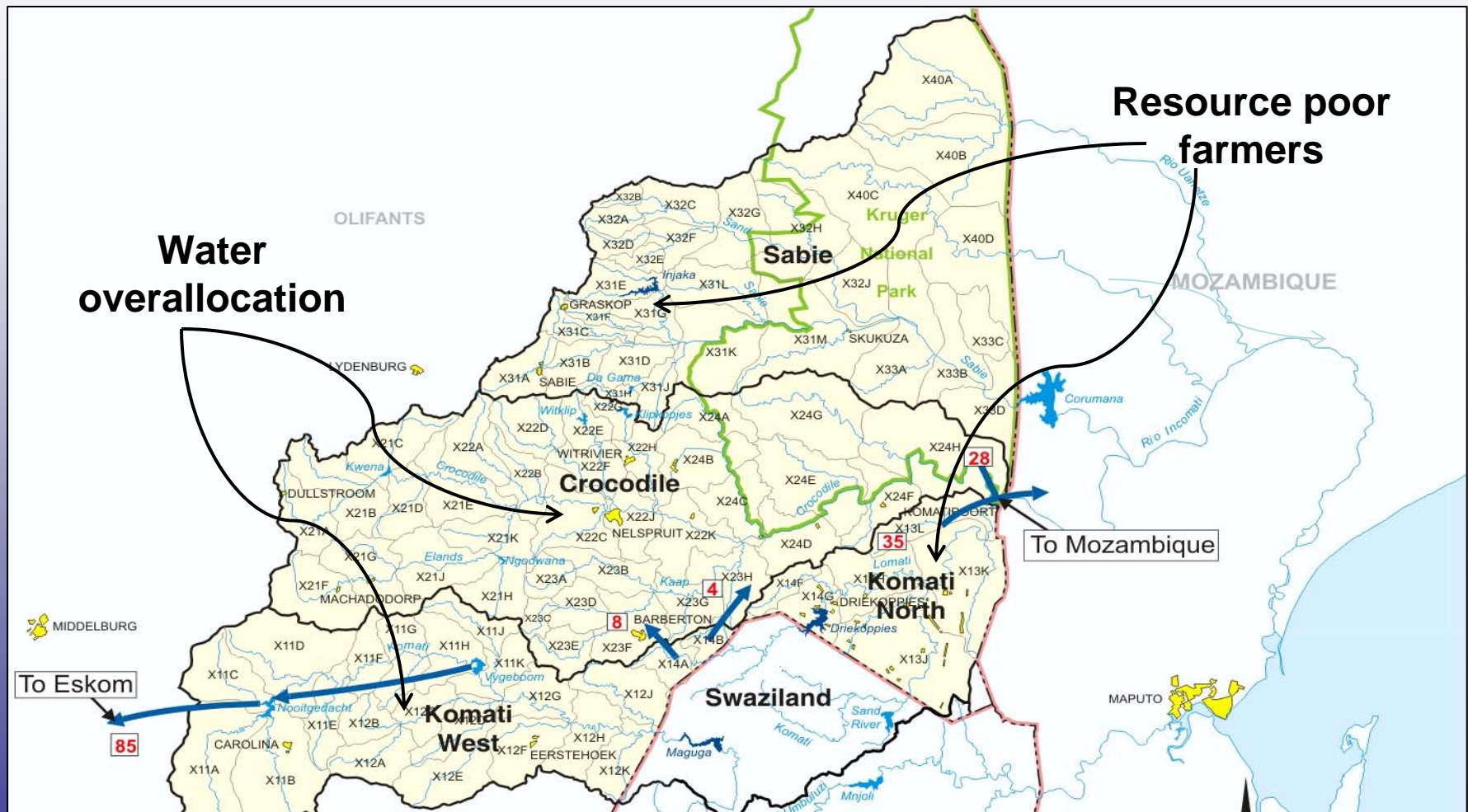
# Watercourse: developing frameworks for learning in two pathfinder sites



# Inkomati Pathfinder

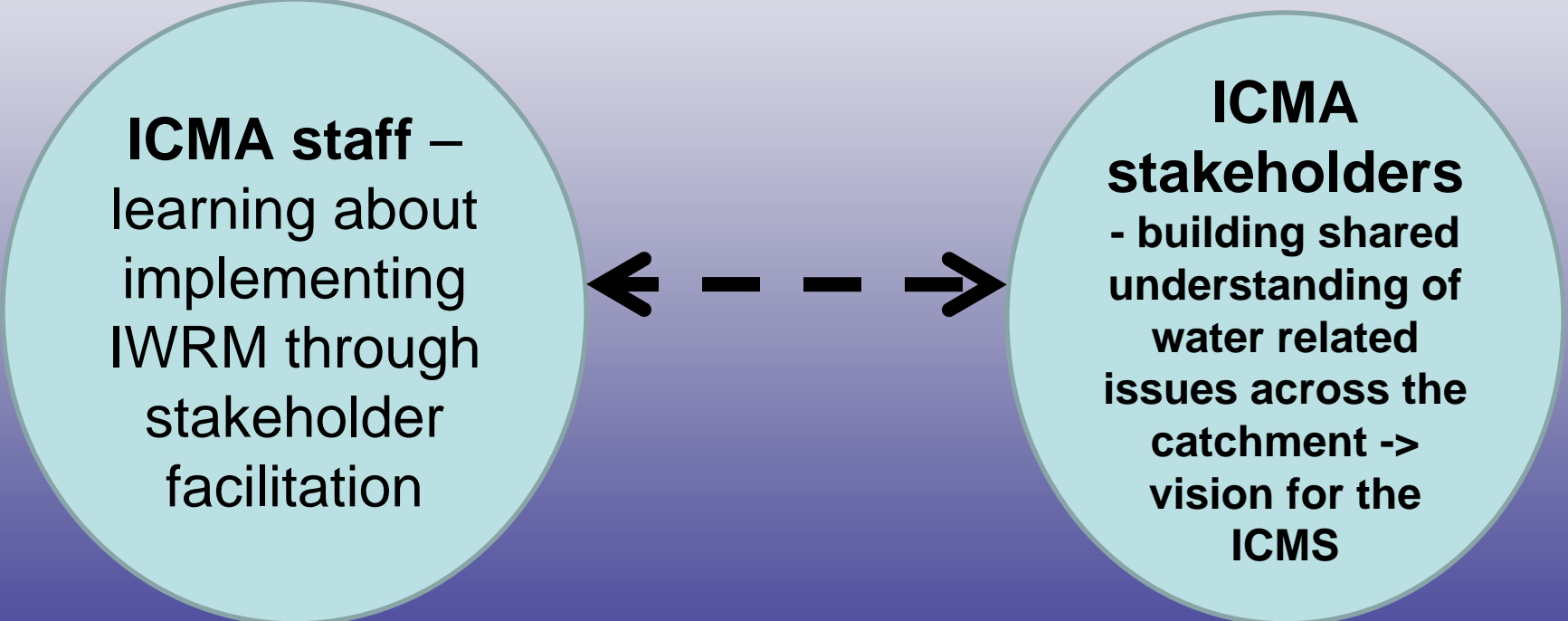


# Inkomati Pathfinder





# Capacity building approach in the Inkomati

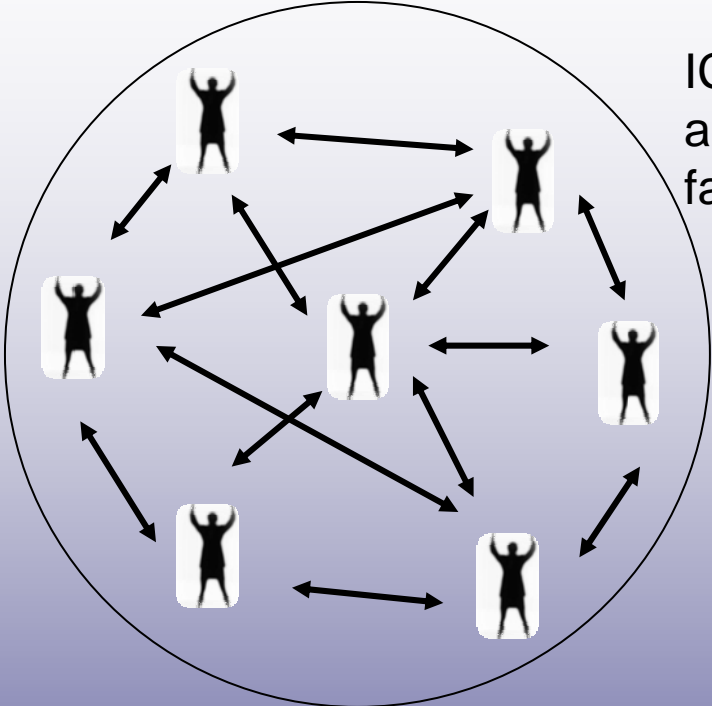


**ICMA staff** –  
learning about  
implementing  
IWRM through  
stakeholder  
facilitation

**ICMA  
stakeholders**  
- building shared  
understanding of  
water related  
issues across the  
catchment ->  
vision for the  
ICMS



Add a new dimension



ICMA staff act as facilitators


Deficit model :  
'Do to'

- regulate
- fiscal measures
- educate/inform

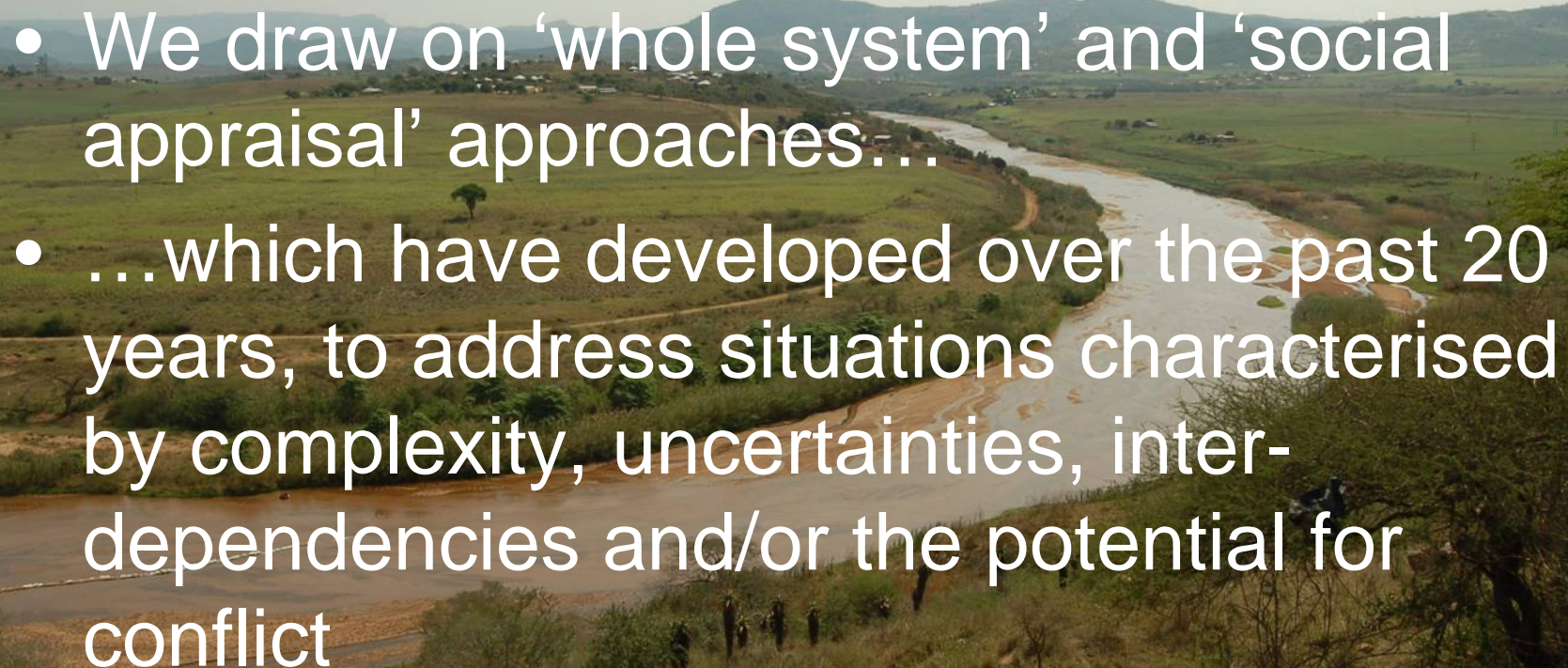
+

Interactive model:  
'Learn with' =  
'co-operative and adaptive governance'





# Key features of our approach to facilitation

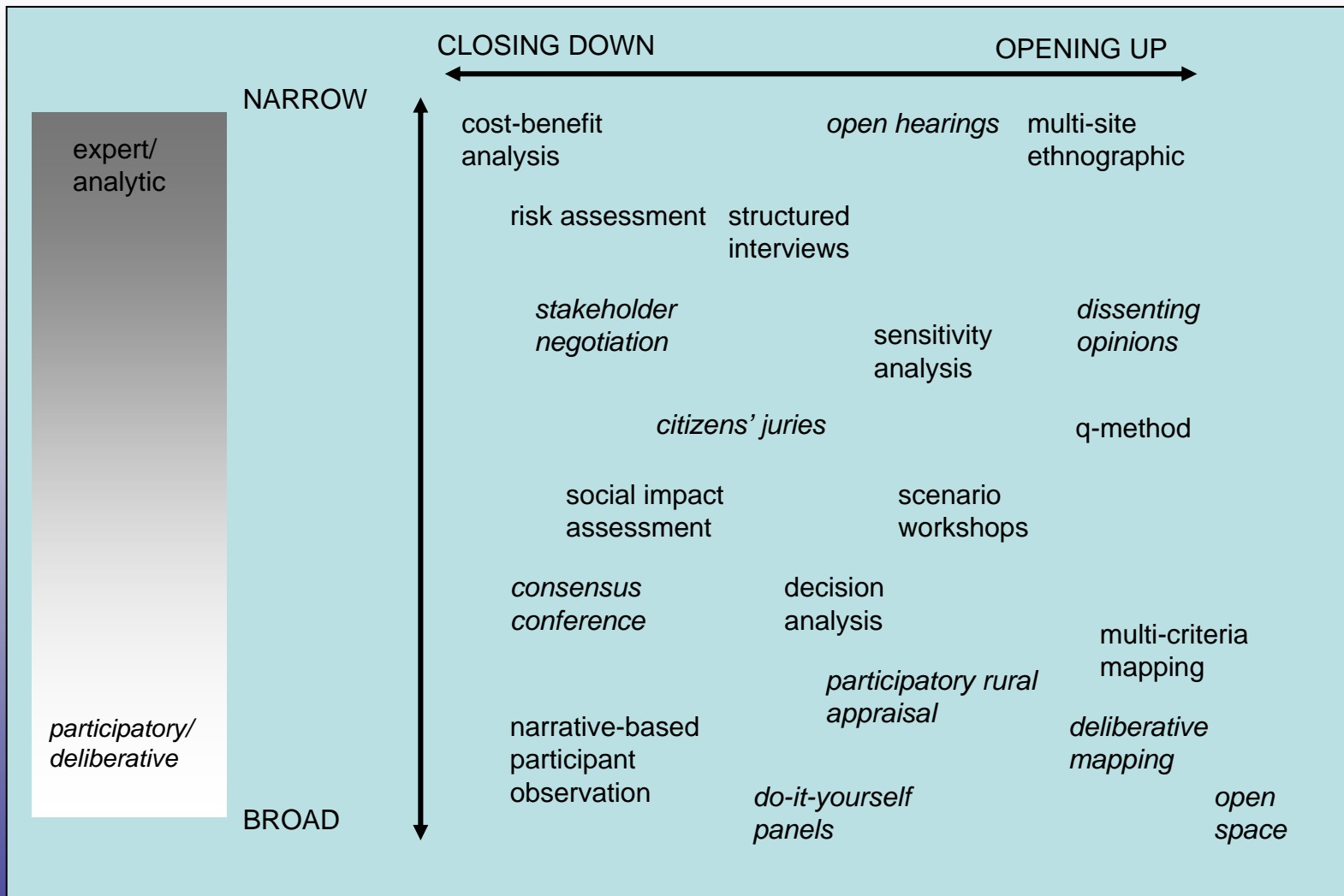
- We draw on ‘whole system’ and ‘social appraisal’ approaches...
  - ...which have developed over the past 20 years, to address situations characterised by complexity, uncertainties, inter-dependencies and/or the potential for conflict
- 





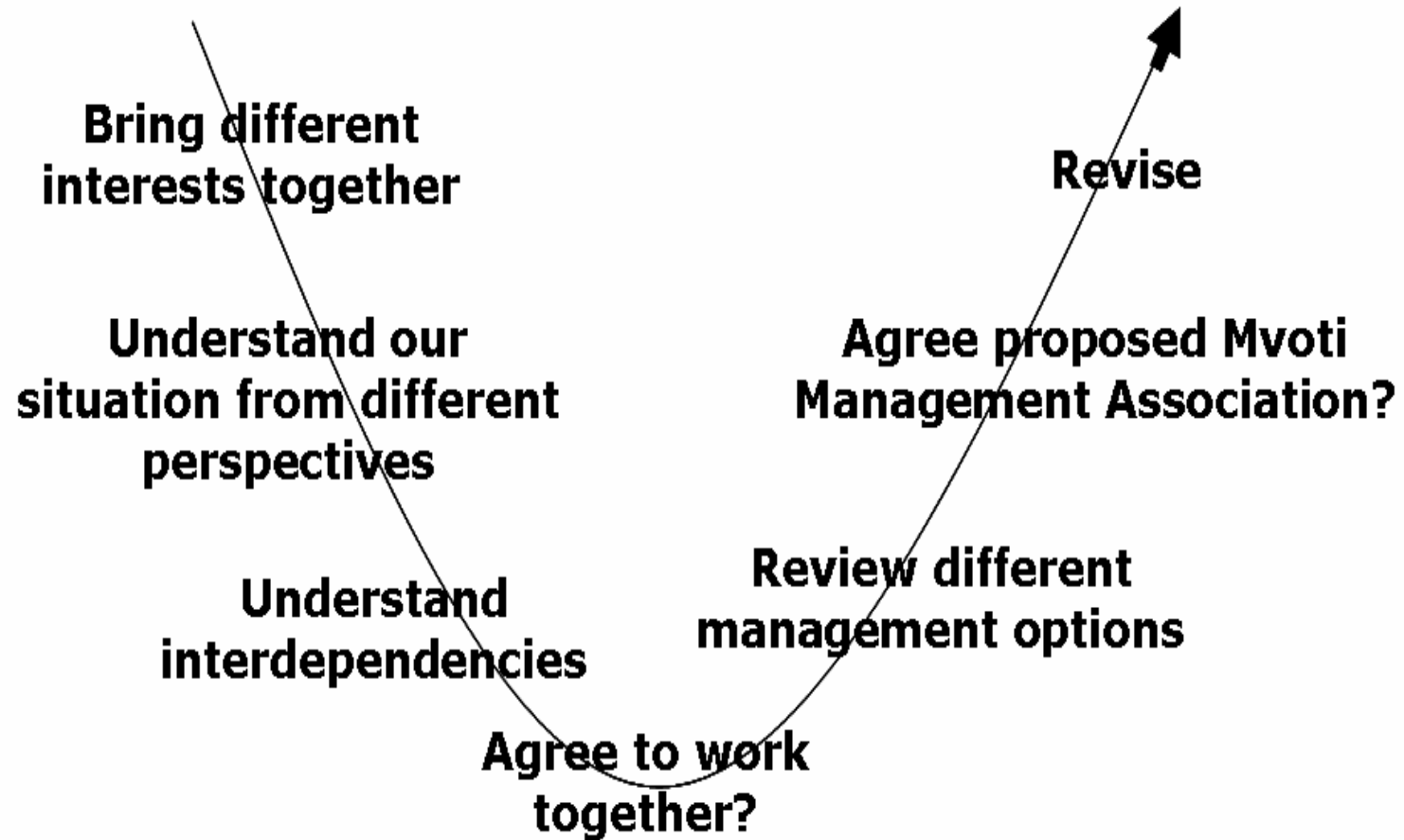
“A second key theme that runs through [this research] is the importance of trust, collaboration and engagement. These might be thought of as the “social context” of flood risk management. These are concepts that are often regarded as simultaneously commonsense and unmeasurable, which is linked to a technological worldview. The result of that conception is that these issues are regarded as extras or “nice to haves”. A key conclusion from this project is that these are central to delivering flood risk management and have been ignored for too long.” (Twigger-Ross & Colbourne 2008)







## **Our approach:**





## Critical issues:

- Create and hold spaces for reflection and learning
- Building trust
- Linking learning with action
- Working across differences of power and knowledge





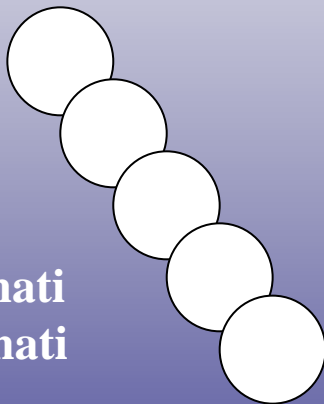
# ICMA Stakeholder dialogue plan

**5 sub-catchment  
workshops  
Target June/July 07**

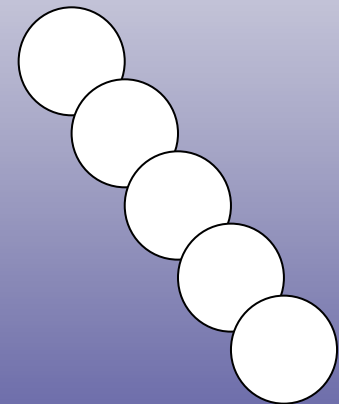
**Target  
September 07**

**5 sub-catchment  
workshops – Design &  
timing to be agreed**

Sand  
Sabie  
Crocodile  
Upper Komati  
Lower Komati



Future  
Search  
workshop:  
60 to 80  
attendees





# Achievements: Shared Vision for ICMS

- All stakeholders actively working together – improved stakeholder co-operation
- Quality of river and ecosystems improved – less pollution – greater environmental awareness
- Equitable distribution of water to all stakeholders
- Improved infrastructure for water distribution
- Capacity and skills development – emerging farmers becoming commercially empowered
- Recognition of the role and importance of the ICMA
- Improved governance and compliance with legislation
- Improved gender balance    Job creation through tourism





# Achievements: Learning

- Examples of co-operative governance in action (e.g. sharing of expertise between commercial and emerging farmers)
- ICMA institution development team experienced a genuinely participative approach
- Valuable learning fed upwards to ICMA Governing Board





# Main Challenges

- Successfully engaged emerging farmers, CBOs, community development workers, some government departments
- but...engagement of large business users, commercial farmers, local municipalities and water boards much less successful









# Mvoti dialogue: Achievements

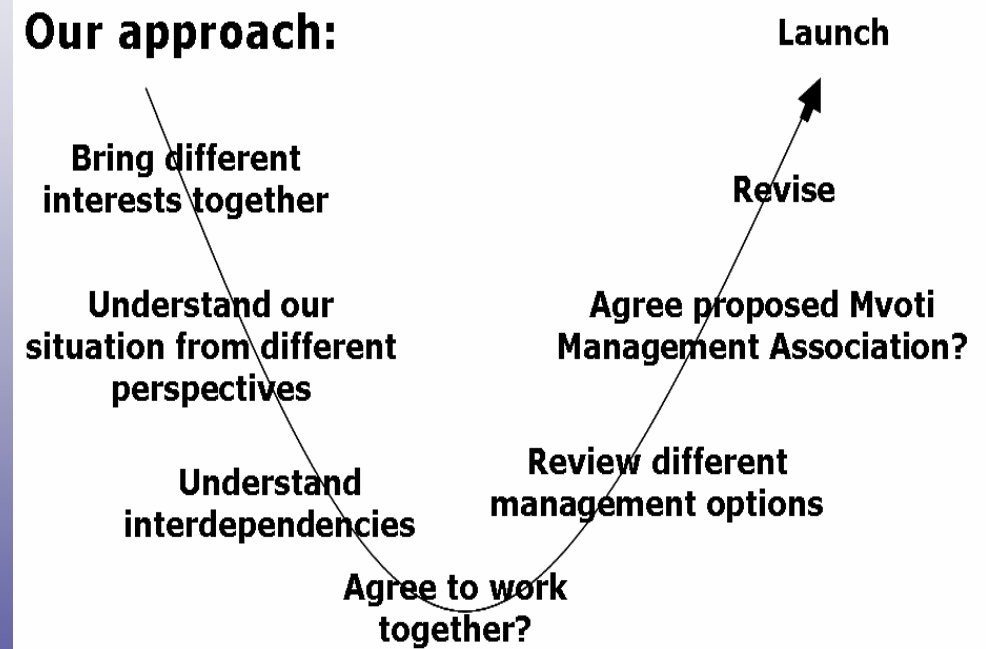
- Stakeholders from Upper and Lower Mvoti Irrigation Boards, and from traditional communities in central Mvoti, agreed to work together
- Early recognition of environmental, social and economic interdependencies → agreed to explore option of a single institutional arrangement for the Mvoti (WUA?)
- Agreed to engage a wider number and cross-section of stakeholders in the dialogue





## Mvoti dialogue: Learning:

- U-process metaphor has been a key feature of this dialogue
- Creates a ‘holding framework’ which recognises need for up-front investment in dialogue and learning, ahead of appraisal and decision making





# Mvoti dialogue: Challenges

- Compared to Inkomati, greater success to date in getting full cross-section of stakeholders ‘in the room’ together...
- ...but can we bring together sufficient numbers (55 rather than 15)?
- We continue to experiment with the right ‘languages’ and style to sustain the dialogue
- DWAF KZN staff experience this as a valuable approach to capacity building – for themselves and stakeholders





## In summary

- Some early successes in bringing together different stakeholder groups to engage in dialogue around common resource issues
- Enabled stakeholders - and ICMA/DWAF staff - to experience an interactive approach to capacity building and a “co-operative governance” approach
- The social learning approaches we have used so far have proven robust, however...
- ...we don't underestimate the challenges ahead in finding appropriate 'languages' through which to unfold inter-disciplinary dialogue





# Lessons for National Policy in RSA

- Experiments of this type are critical if DWAF is to implement its progressive water laws effectively
- Key issue is therefore how to support DWAF learn from these (and other) pathfinders
- UK - RSA Sustainable Development Dialogue is keen to support DWAF policy learning via:
  - Ministerial Institutional Realignment Review
  - Water for Sustainable Growth & Development initiative





# Ministerial Institutional Realignment Review

- Are the new institutions, e.g. CMAs, set out in the WSA & NWA the right ones?
- ...but the focus on institutions and structures could be a distraction from the much harder task of capacity building for implementation, especially co-operation
- We recommend:
  - a structured process for learning about how to do 'adaptive IWRM' at the CMA, WUA, municipal and community levels
  - building on current WM:IG work programmes





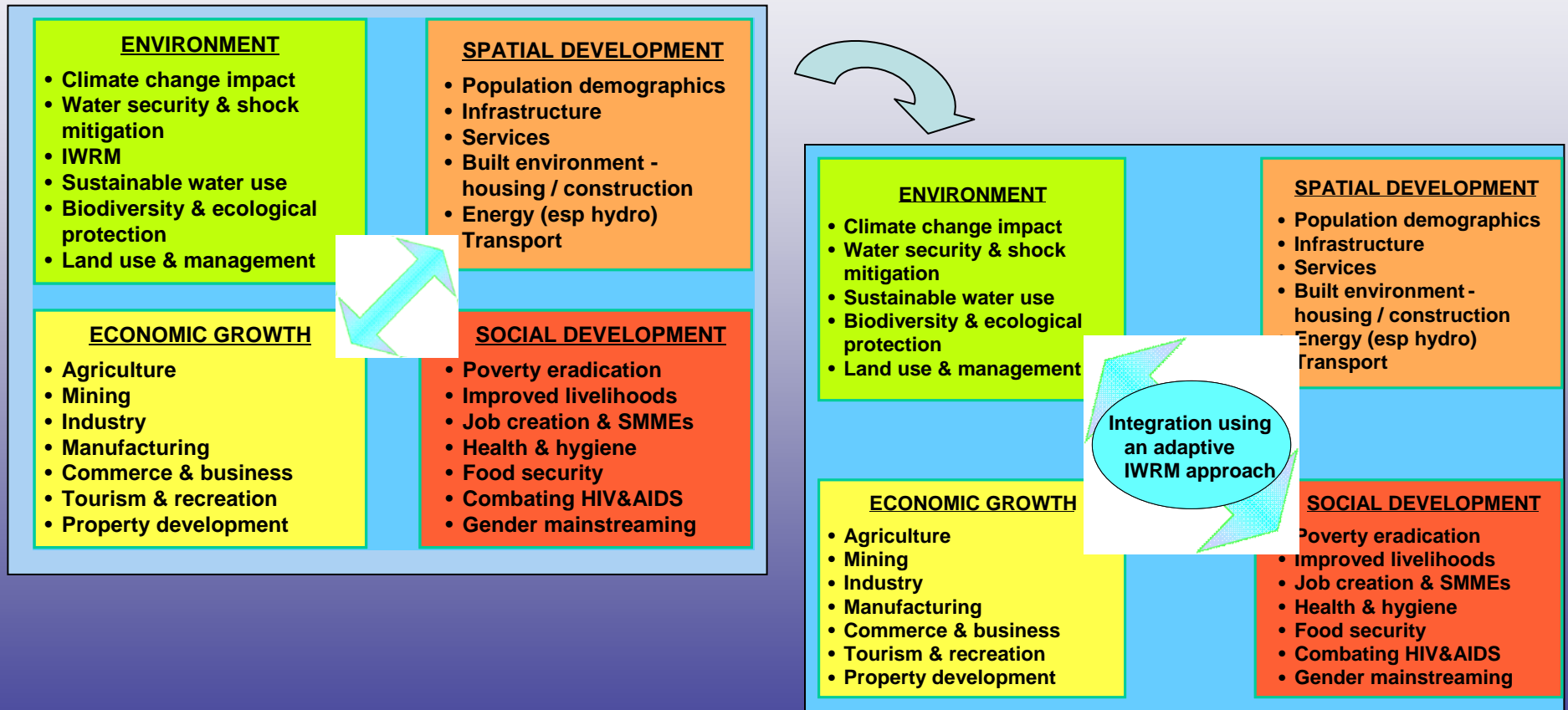
# Water for Sustainable Growth and Development

*An opportunity to*

- develop an adaptive narrative of IWRM
- walk the talk – putting adaptive learning at the centre of shaping the WfSGD strategy, including the revision of the National Water Resources Strategy

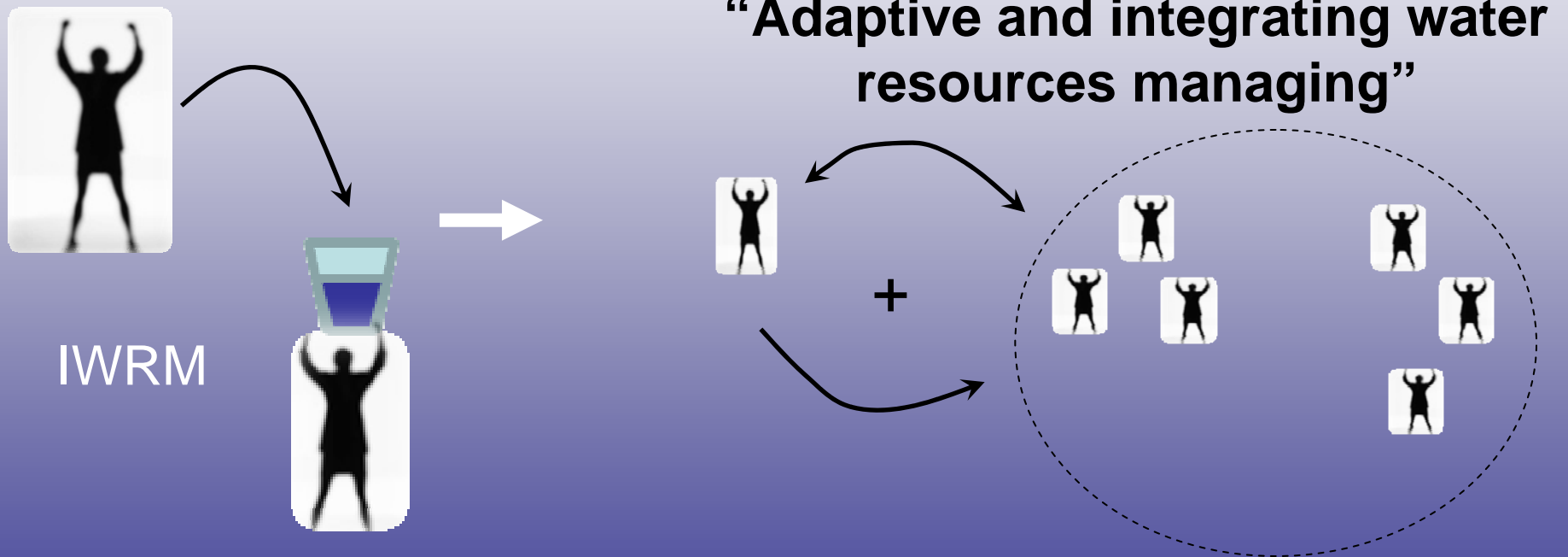


# Water for Sustainable Growth and Development



# International Lessons

Shaping a post-IWRM narrative without throwing out the baby of integration?





Foreign &  
Commonwealth  
Office



DEPARTMENT: WATER AFFAIRS  
AND FORESTRY



# Thank you

