



Department : Water Affairs
and Forestry

Integrated Water Resources Management



Guidelines for Stakeholder Participation in IWRM
Executive summary



DEPARTMENT OF WATER AFFAIRS AND FORESTRY

INTEGRATED WATER RESOURCES MANAGEMENT

**GUIDELINES FOR STAKEHOLDER PARTICIPATION IN
INTEGRATED WATER RESOURCES MANAGEMENT
IN WATER MANAGEMENT AREAS
IN SOUTH AFRICA**

EXECUTIVE SUMMARY

INTEGRATED WATER RESOURCE MANAGEMENT
STRATEGIES, GUIDELINES AND PILOT IMPLEMENTATION
IN THREE WATER MANAGEMENT AREAS, SOUTH AFRICA

DANIDA
FUNDING AGENCY

Edition 1

March 2004

TITLE: GUIDELINES FOR STAKEHOLDER PARTICIPATION
IN INTEGRATED WATER RESOURCES
MANAGEMENT IN WATER MANAGEMENT AREAS IN
SOUTH AFRICA: EXECUTIVE SUMMARY

FUNDING AGENCY: DANIDA

CATEGORY: Guideline

PURPOSE: To propose a framework for stakeholder participation in IWRM, formulate a procedure to give effect to this at water management area level and identify the awareness and training material needs with respect to this procedure.

TARGET GROUP: DWAF, IWRM Project Consultants and implementers in three water management areas.

DATE: March 2004

STATUS: Edition 1

ENQUIRIES: Department of Water Affairs and Forestry
Private Bag X 313
Pretoria
0001
Republic of South Africa

Tel: (012) 336 7500 / +27 12 336 7500

Fax: (012) 323 0321 / +27 12 323 0321

Email: qma@dwaf.pwv.gov.za

Website: www.dwaf.gov.za

INTRODUCTION

The South African National Water Act (Act 36 of 1998) requires catchment management agencies, when establishing a catchment management strategy, to consult with any persons or organisations that may impact on the water resources. This report provides a framework for public participation in integrated water resource management (IWRM) and guidelines to give effect to this at a water management area level. It also identifies the awareness and training material needs with respect to this procedure.

The context of stakeholder participation in IWRM in South Africa

IWRM is the process of meeting the needs for use of the water resource, as expressed by the stakeholders, in such a way as to ensure the equitable, beneficial and sustainable use of the water resource. It is based on the principle that, in order to maximise the benefits of use of the water resource and to ensure equitable use of water, you must balance the needs of all the water users (and discharges) in the catchment.

A stakeholder is any individual or group who uses water as defined in the National Water Act. Stakeholders may also include groups that share a common use of the water resource, or a common desire to maintain the resource in a particular state, or may represent users in a particular sub-catchment. Stakeholders may also associate in water services institutions, catchment forums, or water users associations to strengthen their participation in IWRM. All the potential stakeholders must be identified, made aware of the fact that they are stakeholders, and made aware of other stakeholders in the water management area.

The majority of South Africans have previously been denied any say in their own governance or the use of resources. Thus, the requirements for stakeholder participation are particularly high in South Africa. IWRM should secure stakeholders' needs for, and contributions to, management of the water resource.

The following influence stakeholder participation in IWRM:

- **Subsidiarity** - Subsidiarity in water resources management in South Africa is in the form of the establishment of catchment management agencies to manage the water resources. The responsibilities for IWRM at a local level will rest with the catchment management agencies.
- **Batho Pele** - The South African Government has committed itself to people-orientated governance, as captured in the *Batho Pele* (people first) principles. These principles provide the ethical code that should guide IWRM and interactions with stakeholders in the water management areas. Experts that are facilitating the stakeholder participation process should be impartial, and bound by the *Batho Pele* principles.
- **Equity** - It is important that IWRM and stakeholders establish a process of change that will lead to the more equitable use of the water resource. Stakeholders should, therefore, be made aware of the current inequitable use of water, and the inequities in the economic returns from water use. However, in order ensure the process does not create unrealistic expectations, stakeholders must recognise the need for gradual change.
- **Resource directed measures** - The establishment of the Reserve and the related water resources classification system both have implications for stakeholder participation in IWRM. The concept of the Reserve secures stakeholders basic needs, but the IWRM process in the water management area must secure their needs over and above this. The requirements of the Reserve and resource class may curtail or support the realisation of stakeholders' goals.

To avoid “stakeholder fatigue”, stakeholder participation in IWRM should be based on a well-defined process leading to clear benefits to participation. As such, stakeholders need to be able to express their needs, but also to see how these needs are going to be progressively realised by ongoing participation.

A Framework for IWRM

Establishing a process of change

If IWRM is to serve stakeholders’ needs, then they must be given the opportunity to express these needs. However, it is important to decouple long-term needs from the practicalities of setting short-term goals. Stakeholders must be encouraged to express a need, but should recognise that the purpose of this is to ensure a process of positive change, and not to establish short-term goals.

Moving towards common ground

Stakeholders must be aware of the fact that their needs for use of the resource may conflict with other users needs. Resolving these will be based on the principles of equity, efficiency and sustainability. The move towards a common goal for use of the water resource involves identifying conflicting needs for use of the resource, and resolving or negotiating these conflicts. It is an iterative process of bringing stakeholders together to resolve potential conflicts.

Gradual and progressive realisation of these goals

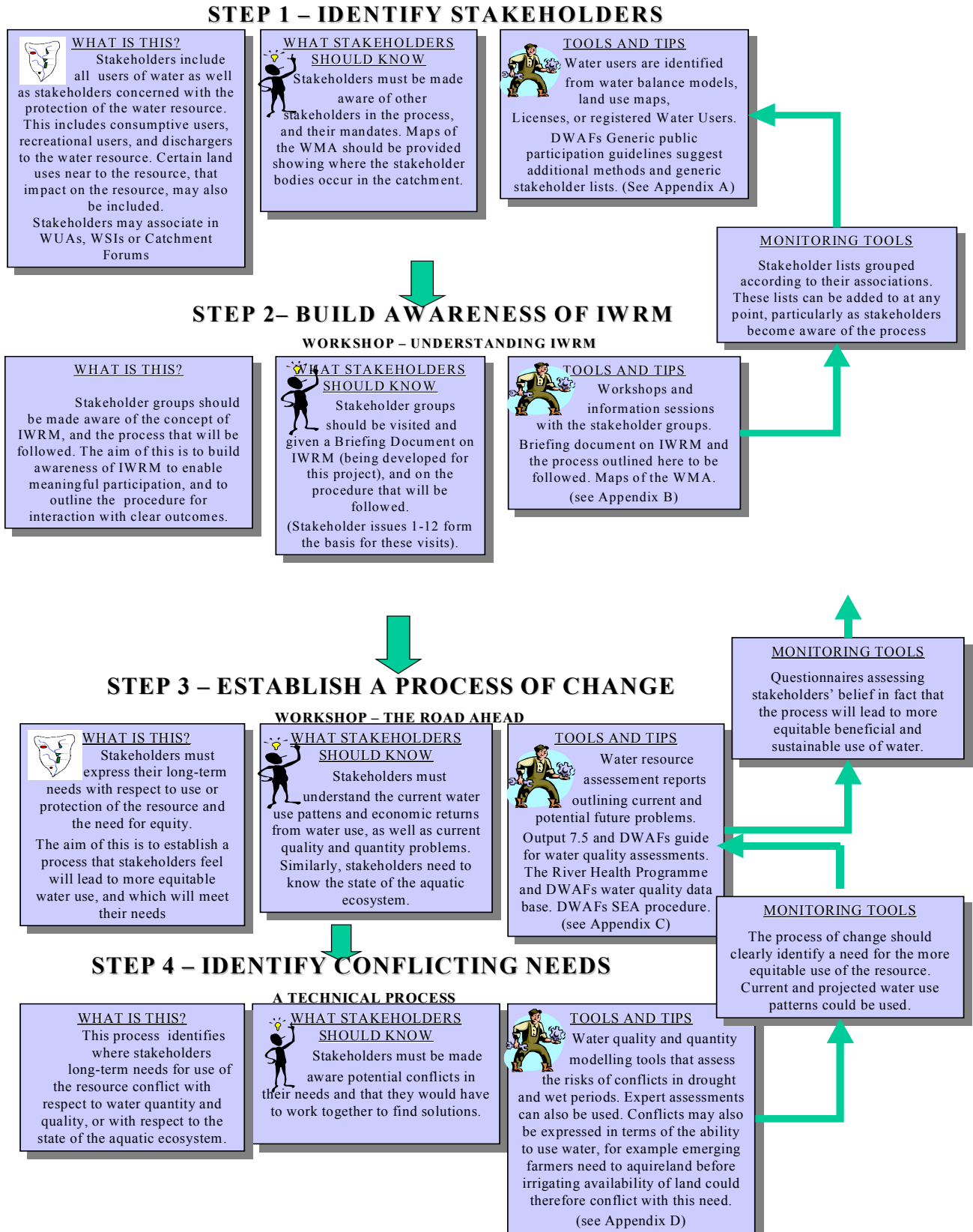
The value of establishing a long-term goal for the use of the water resource is that it sets a clear direction for IWRM, and secures ongoing stakeholder participation. However, it is also important for stakeholders to recognise that it will take some time to realise these goals, and that this process will require them to take some action. It is important to set interim goals for management, typically in a five-year cycle to fit in with the revision cycle of the catchment management strategy.

Contributing to catchment management strategies

The process outlined in this and related documents will mainly contribute to the supporting strategies of catchment management strategies. Successive catchment management strategies will have to outline a gradual process of realising the long-term needs of the stakeholders. The IWRM process must move from establishing the long-term goals for the water management area, to determining what step can be taken in the next five years, to determining the management objectives associated with the goals, to allocating these tasks to stakeholders and, finally, to decide what local actions are required to achieve this. This process will be revisited every five years, to fit into the revision of the catchment management strategy. Stakeholders could then reaffirm or modify their long-term goals, and establish new interim objectives for the next five years.

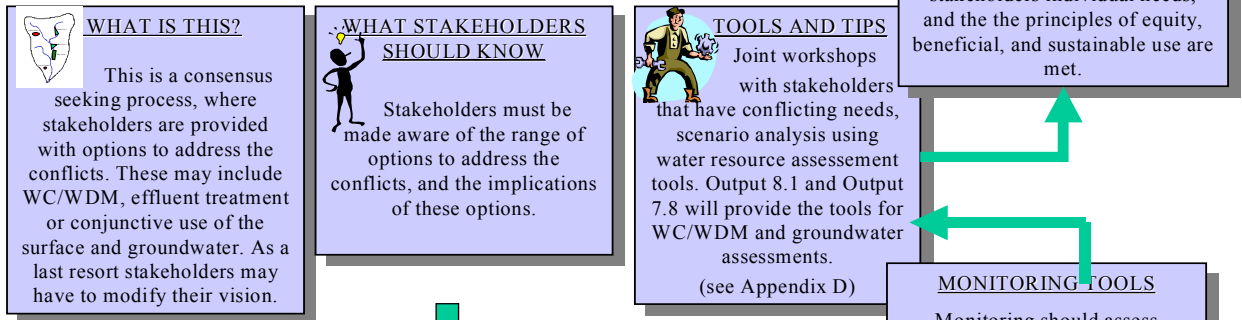
A PROCEDURE FOR STAKEHOLDER PARTICIPATION IN IWRM

The procedure for stakeholder participation in IWRM includes eight main steps.



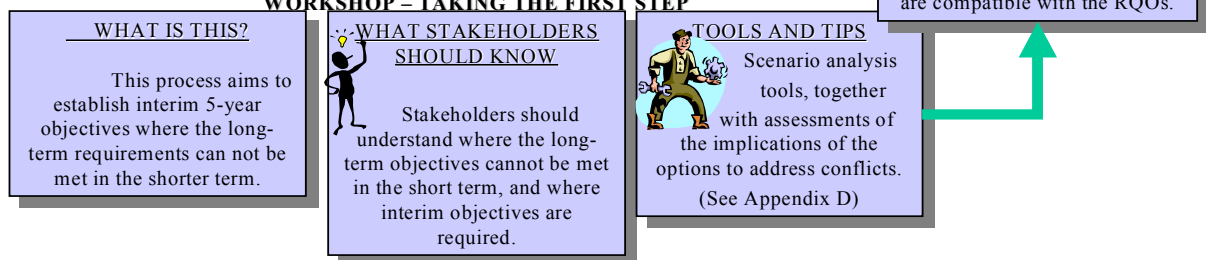
STEP 5 – DEVELOP A COMMON OBJECTIVE

WORKSHOP - FINDING COMMON GROUND



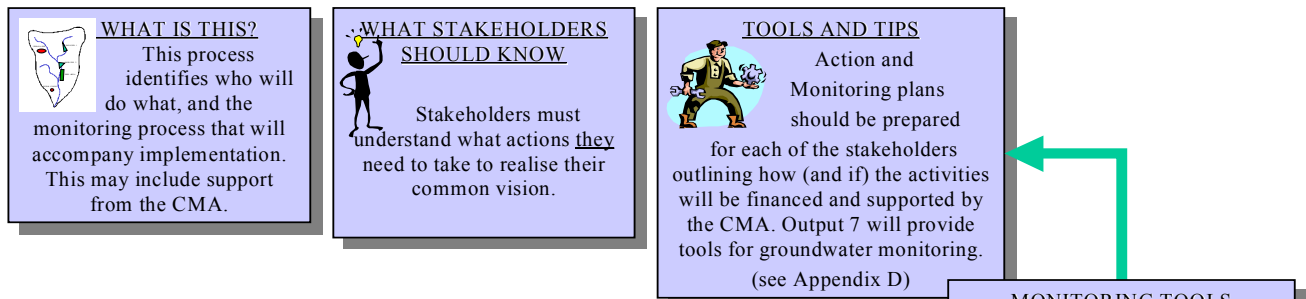
STEP 6 – ESTABLISH INTERIM OBJECTIVES

WORKSHOP – TAKING THE FIRST STEP



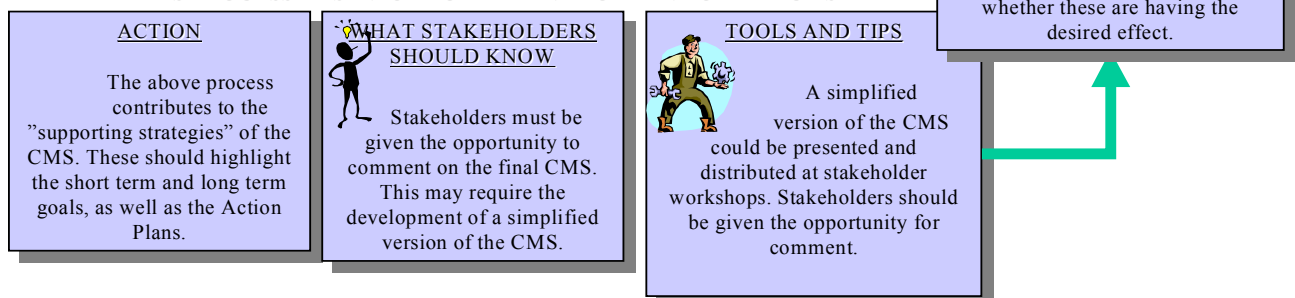
STEP 7 – AGREE ON MANAGEMENT OBJECTIVES AND LOCAL ACTIONS

WORKSHOP – WHO DOES WHAT



STEP 8 – CONTRIBUTE TO THE CMS

THIS PROCESS HAS INPUT TO THE DEVELOPMENT OF THE CMS



CAPACITY AND AWARENESS BUILDING NEEDS

The participation process can only be successful if it satisfies two requirements: stakeholders need to be made aware of the process, what is required of them, and its eventual outcomes, and the process will have to be facilitated and driven by trained staff.

It is recommended that the IWRM Project produce simple awareness materials based on the process outlined in this and related reports. This material should explain what IWRM is and what stakeholder participation involves, as well as the main water-related issues in the targetted water management area.

It is also recommended that a training programme be developed and implemented within the IWRM project to ensure that there is a core of trained staff to carry the process forward. The training course should include IWRM as a process and philosophy, as well as methodologies to interact with stakeholders. The training materials should be compatible with the National Qualifications Framework, and course participants should receive a certificate of completion.