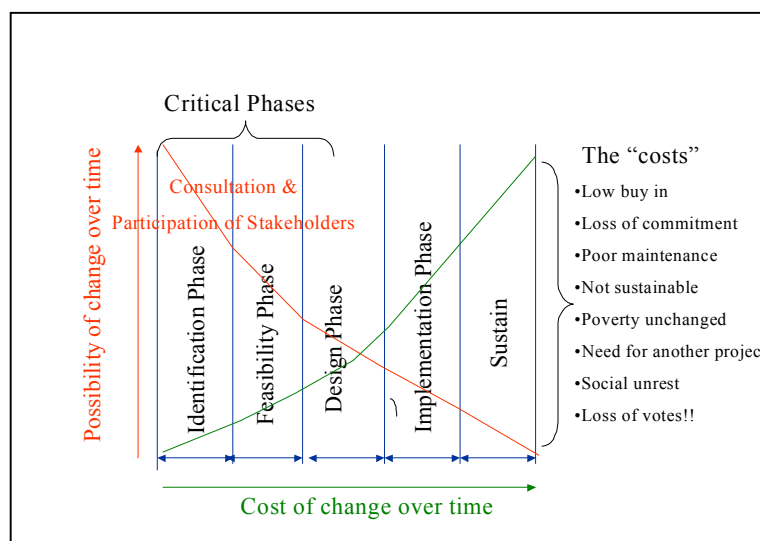


<p><b>A GUIDELINE FOR MANAGING THE PARTICIPATION AND EMPOWERMENT CYCLE FROM INITIAL FORMULATION TO EVALUATION AND THE IDENTIFICATION OF FURTHER ON-GOING NEEDS.</b></p>	<p><b>FOR DWAF STAFF, CMA STAFF AND OTHERS HAVING TO DESIGN AND MANAGE PUBLIC PARTICIPATION</b></p>
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Many guidelines have been prepared related public participation processes. These have tended to deal with the legislative framework and methodologies, in other words how and why one should approach public participation. Few have viewed public participation from the perspective of having to managing the processes from the initial identification of the need, designing, contracting to service providers, monitoring and evaluation.

Too frequently public participation is viewed as an “add on” or something that “has to be done” to fulfil a legislative requirement, for example the CMA establishment process. If participation is budgeted for, it is often in the form of global sum without thinking of; *how? For whom? What will it contain; for how long?* and based on these considerations, *how much will it cost?* Therefore, for the purposes of this toolkit, the term *management of public participation* takes its point of departure in the three variables that guide the effective management of public participation from an empowerment perspective, namely: *Cost: Time; and Quality.*



The above diagram illustrates the impact that poor planning for *qualitative and ethical* participation can have on the overall project (empowerment) success. If this approach is applied to the CMA establishment process it is clear qualitative and quantitative considerations for the level of participation is needed in the early design phases. This particularly applies to the active engagement and capacity development of marginalized groups in order to ensure that they fully understand their rights and are able to articulate their needs. Ineffective participation, in particular by these groups, will ultimately lead to their alienation, sustained poverty, and the denial of their basic rights. Moreover, poor design will result in delays in reaching a point where the CMA and associated IWRM institutions can become fully operational. Participatory processes for empowerment related to CMA establishment that had been undertaken prior to the IWRM project inception phases date indicated that in a number of instances insufficient attention had been given to designing to achieve impact.

## THE CHALLENGES

The challenges presented in managing effective and sustainable public participation processes have become increasingly evident over the past few years, especially as efforts to establish water management institutions have gained momentum. Perhaps one of the key challenges is highlighted by Minister Ronnie Kasrils in his foreword to DWAF's Generic Public Participation Guidelines:

**“.... Our challenge is to be able to reach all South Africans, especially the poor, the marginalized, and the vulnerable, who are most dependent on the actions of Government to protect them and to improve their quality of life.”**

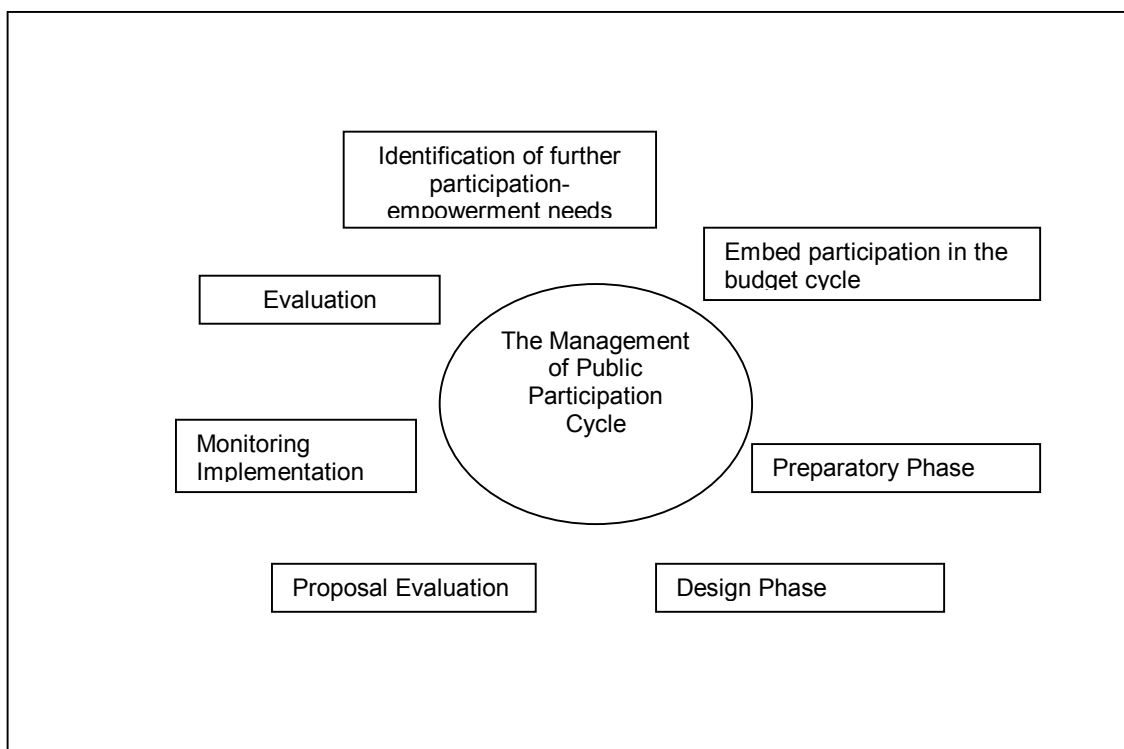
## THE VISION FOR PUBLIC PARTICIPATION OF MARGINALIZED GROUPS IN IWRM

The South African national legislative framework, the Dublin IWRM Principles and the UN Millennium Declaration demand that emphasis is placed upon a *qualitative* nature of participation, the *vision* of which must be the empowerment of marginalized groups either as individuals or through their democratically elected representatives to be able to:

- *Understand their rights;*
- *Formulate their demands based on these rights; and*
- *Articulate these demands effectively through appropriate channels*

It is clear that the approaches required to achieve this vision in the context of redressing the history of South Africa's recent past, there are considerable implications on the *cost* and *time* variables. In effect we are talking about *capacity development and empowerment mainstreaming*. This concept has to be embedded into those Directorates and regional offices that are responsible for public participation and budgeted for in a systematic manner. There is no doubt that participation to achieve these objectives may be viewed as being expensive and time consuming. Not managing the process properly often results in considerable dissatisfaction and disaffection amongst those groups that are supposed to benefit. This frequently requires re-doing the exercise with negative implications for time and cost constraints.

This Toolkit has been designed to assist DWAF officials or others who are responsible for public participation to effectively manage the various cycles of a process that should have the ultimate objective of achieving the vision set out above. The Toolkit provides both a background to why participation should be managed properly and a step-by-step approach throughout the participation cycle and the continuous monitoring and identification of emerging needs for further empowerment.



The Toolkit assumes that the reader has some understanding of public participation. For those who require a more in-depth understanding additional resources are included in the Annexes. Various approaches that are proposed for designing the methodology for the implementation of participation are based on the experiences of the DWAf-Danida IWRM project. Case studies are also included in the Annexes.

Where appropriate, each section will guide the reader to additional sources of information.