

An Evaluation of Stakeholder Participation in Catchment Planning

- Case study of Manyame Catchment Area, Zimbabwe

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Abstract

This research intends to evaluate the extent to which stakeholders participate in the planning of Manyame catchment area. It has been established that although the Manyame Catchment has managed to set up stakeholder institutions as required by the Water Act (1998), the process of catchment planning is not taking place with the involvement of stakeholders. The research has found out that most of the respondents are not aware of the existence of sub-catchments and catchment councils. The research found that stakeholder representatives are not taking part in the process of catchment planning on behalf of the stakeholder groups they represent .A major factor hindering stakeholder participation in catchment planning is that the process lacks publicity. Participation is also affected by the fact that the stakeholder institutions do not have the financial capacity to hold consultative meetings and generally engage all stakeholders in the process. It also emerged that Zimbabwe national Water Authority (ZINWA) and the Manyame Catchment Council are not involving stakeholders in catchment planning because the two institutions are not even clear about which institution should be taking what responsibility in the process.

Introduction

Since the early 1990's African governments have taken an active part in the global movement of water reform towards Integrated Water Resources Management (van Koppen, 2002). In Zimbabwe, reforms in the water sector resulted in the Water Act of 1976 being replaced with the new Water Act of 1998. Latham (2002) states that one weakness of the Water Act (1976) was that it did not provide much space for stakeholder participation and the reforms in the Zimbabwean water sector sought to address that among other issues.

The new Water Act (1998) makes provisions for the formation of Catchment and Sub-catchment Councils. These are essentially stakeholder institutions created to work in conjunction with the Zimbabwe National Water Authority (ZINWA) in the planning and management of water resources in their specific catchments. The Water Act (1998) delegates the responsibility of preparing outline plans for the catchments to Catchment Councils which, according to Sithole and Williams (2000), are integrated water resources development and management plans for a river catchment or contiguous river catchments, in which both stakeholders and the government have

been involved. The two main aspects of these outline plans are water resources development plans and water resources management plans. By delegating the task of preparing outline plans, in effect the Water Act (1998) gives stakeholders the responsibility of preparing their own outline plans since they are the ones who make up Catchment Councils.

The above reforms in the water sector are intended to empower the “lowest appropriate level” to actively participate in the planning, development and management of water resources. Marimbe and Manzungu (2002) point out that participation implies a process of joint analysis among stakeholders. Since each Catchment Council is supposed, by the Act, to prepare its own outline plan, it is important to evaluate the participation of a particular stakeholder group, and the participation of different stakeholder groups through their representatives in the Manyame Catchment Council and the Upper Manyame Sub-catchment Council.

Statement of the Problem

Development of water resources has until recently taken place in an uncoordinated way, being driven by demand with little long-term or holistic planning. Prior to 1998, the planning, development and management of water was left to the Department for Water Development. There was no constitutional provision that required stakeholders to be involved in processes such as catchment planning. Reforms in the water sector have seen the new Water Act (1998) create stakeholder institutions called Catchment Councils. These new institutions are tasked by the new Act to prepare outline plans for catchments in a participatory manner. It is therefore important to evaluate the level of stakeholder participation in the preparation of outline plans at catchment level.

Study Objectives

The objectives of the study are:

- To establish the extent of stakeholder representatives' awareness of the catchment guidelines
- To establish the nature and extent of stakeholder participation in the preparation of catchment outline plans
- To identify factors promoting or hindering stakeholder participation in the preparation of catchment outline plans

Study Area

The study was carried out in the Upper Manyame Sub-catchment area at a place known as Goodhope which is about five kilometres outside Harare along the Old Mazowe Road .

The major activity at Goodhope is agriculture. . The Register of Boreholes (2003) shows that on average, each farmer in the area has seven boreholes on his or her property; the highest number of boreholes on one property being thirty-four.

Research methodology

The research was specifically focussed on the participation of stakeholder representatives and the farming community in catchment planning. Members of the Manyame Catchment Council and the Upper Manyame Sub-catchment Council were targeted because they represent different stakeholder groups, thus their participation in the process would show how the different stakeholder groups are being involved in the process of catchment planning. The research also involved employees of Zimbabwe National Water Authority(ZINWA) since they work with the catchment council and the sub-catchment council.

Review of secondary data

These were mainly obtained from ZINWA in the form of minutes of the meetings held by the Manyame Catchment Council and the Upper Manyame Sub-catchment Council. The researcher also used the Water Act (Chapter 20:24), Catchment Planning Guidelines and the Preliminary Outline Plan of the Manyame Catchment Council as sources of data. The researcher was also able to use documents produced by Non-governmental Organisations, which have worked with ZINWA or the catchment council and the sub-catchment councils.

Key informant interviews

Table 1 shows the list of informants who were interviewed.

Table1 Key Interviewees

Institution	Position	Stakeholder group represented
Manyame Catchment Council	Catchment Manager Chairman Vice-Chairman Treasurer Members	Industry Small-scale commercial farmers Rural district councils Harare City Council Large-scale commercial farmers Natural Resources Board
Upper Manyame Sub-catchment Council	Members	Indigenous Commercial Farmers Communal farmers Indigenous Miners Association Commercial Farmers
ZINWA	Head of Planning Department Hydrologist	

An interview guide was used as a basis for the questions, which were posed to key informants. However, where necessary, the researcher posed questions, which were not on the guide to

probe or to get clarification from the interviewees. Separate interview guides were used for the head of the Planning Division and the Hydrologist. Members of the Manyame Catchment Council and the Upper Manyame Sub-catchment Council responded to more or less similar questions.

Questionnaire survey

Questionnaires were administered to find the extent to which stakeholders participated in catchment planning. The river watchman's records show that there are twenty-seven properties with registered boreholes but nineteen questionnaires were administered. Purposive sampling was used, that is, questionnaires were administered to those property owners whom the researcher was able to locate when the researcher visited the property. In some cases, more than one registered property belonged to one owner, and in those cases only one questionnaire was administered.

Results

Awareness of Catchment Planning Guidelines by stakeholder representatives

Six stakeholder representatives in the Manyame Catchment Council (75% of the respondents) stated that they did not know that there are Catchment Planning Guidelines, which are supposed to be used in the process of preparing catchment outline plans. Only (25%) said they were aware of the existence of the Catchment Planning Guidelines. All stakeholder representatives in the Upper Manyame Sub-catchment Council who were interviewed stated that they did not know the guidelines. Minutes of Meetings (1999) of the Manyame Catchment Council and the Upper Manyame Sub-catchment Council show that of all the stakeholder representatives who were interviewed, only one came into office in 2003. The same document shows that except for the member who came into office in 2003, the rest had been in the institutions for more than three years.

One of the respondents in the Manyame Catchment Council was aware of the existence of the guidelines probably because he was a former employee of the Department of Water Development and had been involved in the reforms in the water sector from the very beginning. Members of both the Manyame Catchment Council and the Upper Manyame Sub-catchment Council who stated that they were not aware of the guidelines gave various reasons to explain their lack of awareness. Some respondents stated that the whole planning process was the responsibility of ZINWA, thus it was not necessary for stakeholder representatives in the catchment council and the sub-catchment council to refer to the guidelines in their operations. Other respondents stated that the Catchment Planning Guidelines were not circulated among the stakeholder representatives when they came into office hence they did not know them. The research revealed that even stakeholder representatives in both the Manyame Catchment

Council and the Upper Manyame Sub-catchment Council and who are in the Manyame Catchment Council Planning Committee are not aware of the Catchment Planning Guidelines. However, respondents employed by ZINWA stated that they were aware of the Catchment Planning Guidelines, which are supposed to be used in the preparation of catchment outline plans.

The stakeholder representatives in the Manyame Catchment Council who were aware of the Catchment Planning Guidelines stated that although they knew the document they had not used the document.

Stakeholder awareness of the existence of sub-catchment and catchment councils

Those who stated that they knew these institutions were 16% of the respondents while the majority of the respondents (84%) stated that they did not.

All the respondents stated that they did not know who represented them in these stakeholder institutions.

Stakeholder awareness of the roles of catchment councils

The results showed that the 41%, who are the majority of the respondents in the Goodhope area do not view catchment councils as stakeholder institutions but simply as institutions which are there largely to collect levies and to regulate water use. This view might be a result of the fact that prior to the research the respondents had been in contact with ZINWA officials who were registering boreholes on their properties. Some respondents (32%) stated that the institutions were meant to monitor water quality and water quantity while 11% of the respondents stated that the institution regulates water use.

Stakeholder participation in catchment planning

All respondents stated that everyone is a stakeholder. All stakeholder representatives in both the Manyame Catchment Council and the Upper Manyame Sub-catchment Council stated that everyone is a stakeholder in the sector. However, none of the respondents mentioned the various government agencies as being stakeholders, which have to be included in catchment planning.

Reasons for participating in catchment planning

The majority stated that they should be involved because they use water daily. The majority of the respondents (89.5%) stated that all stakeholders should be involved in the planning for water resources simply because catchment planning affects everyone.

The majority of the respondents with tertiary education (86%) stated that stakeholders must participate in catchment planning because catchment planning affects everyone. Those who stated that stakeholders should be involved in catchment planning because they know the state of their water resources were only 10.5% of the respondents.

In both the Manyame Catchment Council and the Upper Manyame Sub-catchment Council interviewees stated that stakeholder participation is important because it ensures that planning takes into account all sectors of society and the economy. Stakeholder representatives in both institutions who represent communal areas pointed out that the colonial government did not give people in communal areas the opportunity to participate in catchment planning. They pointed out that their participation would enable them to develop their water resources for economic empowerment of the rural people. Other stakeholder representatives in the Manyame Catchment Council also pointed out that their participation is important because it brings the views of their sectors to the attention of the authorities.

Nature of stakeholder participation

All the respondents stated that they had not been involved in the process of catchment planning to date. They also stated that they had neither met as a group of stakeholders nor had met other stakeholder groups to discuss issues, which they want included in the catchment plan.

Two interviewees in the Manyame Catchment Council stated that the catchment council had hired a consultant to draw up a catchment plan. However, most of the respondents in both the Manyame Catchment Council and the Upper Manyame Sub-catchment Council did not even know that the Manyame Catchment Council had hired a consultant to draw an outline plan. Some of the respondents who were not aware of the process of catchment planning in terms of how the draft plan was produced are in the Manyame Catchment Council Planning Committee. The minutes of the meetings of both the Upper Manyame Sub-catchment Council and the Manyame Catchment Council show that at several meetings it was raised that there should be a Planning Committee. In another meeting a date was set for the committee to meet, but members of the committee stated that they had not met to date. Members of the Planning Committee who were interviewed could not explain why the committee was failing to meet. They pointed out that although meetings are scheduled they fail to take place due to absenteeism of some members of the committee.

Members of the Manyame Catchment Council who stated that the council had hired a consultant to draft a catchment outline plan were asked to describe how the consultant had drawn the

preliminary outline plan for the catchment area. Respondents failed to describe the process saying they had left everything to the consultant. One respondent described the consultant's method as 'a desk study.' The responses show that although some members of the Manyame Catchment Council were aware that a consultant had drafted an outline plan for the catchment, no one had given the consultant terms of reference or guidelines as to how the process should be conducted.

The researcher also noted that none of the stakeholder representatives in both the Manyame Catchment Council and the Upper Manyame Sub-catchment Council, except for those representing farmers, had met their stakeholder groups specifically for the purposes of catchment planning. Most of the stakeholder representatives at sub-catchment level (three out four) had held meetings with some of the people in their stakeholder groups when they went on outreaches to raise awareness on the existence of the new stakeholder institutions. At catchment council level one stakeholder representative stated that he had not yet met his stakeholder group. This finding suggests that the reason that stakeholder representatives have also not taken the initiative to involve their stakeholder groups in the process of catchment planning is because at catchment level no effort has been made to initiate catchment planning. It is possible that if at the Manyame Catchment Council level the process of catchment planning is initiated then stakeholder representatives would be compelled to involve their stakeholder groups since the input of the groups would be required.

Involving stakeholders in catchment planning

All respondents stated that they would like to submit their submissions to either the sub-catchment council or to the catchment council through consultative meetings. Respondents stated that personal submissions were not very effective because, besides the fact that they could be ignored, it would be difficult for the sub-catchments and catchment councils to handle the individual submissions.

Factors promoting stakeholder participation

One member of the Manyame Catchment Council stated that the process of stakeholder participation in catchment planning was likely to benefit from the fact that people in the communal areas had been exposed to participatory management of resources such as wildlife through the Communal Areas Management Programme For Indigenous Resources Programme. The same communities could easily accept the concept in the water sector.

All respondents stated that at the moment they could not single out any one factor promoting stakeholder participation in catchment planning. The respondents stated that the stakeholder

institutions had not yet involved stakeholders in the process, thus it is difficult to say which factors are promoting stakeholder participation.

Factors hindering stakeholder participation in catchment planning

Most of the respondents (73%) stated that they did not participate in the process of catchment planning because they were not aware that such a process is going on in the catchment. Respondents stated that they had not yet come across information concerning the process of catchment planning.

Some respondents (11%) argued that participation in catchment planning is hindered by the fact that the process is too technical and beyond their level of understanding. This point was raised in spite of the fact that the participants had not participated in the process before. This shows that catchment planning can possibly be hindered by the fact that some people may shy away from the process as they feel it is about complex mathematical processes, which are beyond the comprehension of ordinary people. This also suggests that the sub-catchment council and catchment council have to publicise the process so that ordinary people become aware of the input required from them.

The research revealed that stakeholder participation is not taking place fully partly because of the institutional weaknesses of the new structures to implement the provisions of the new Water Act (1998).

The unclear reporting structure also makes it difficult for laid down procedures to be enforced as far as catchment planning is concerned. Some respondents stated that although there are guidelines that have to be referred to when drawing a catchment plan, there are no mechanisms to ensure that guidelines are being followed.

The new Water Act (1998) introduced stakeholder involvement in catchment planning as a means to remove sectoral planning in the water sector. The Water Act (1998) seeks to involve different governmental agencies as a way of integrating planning. However, the research revealed that in practice, sectoral planning appears to be still taking place. One respondent stated that the only ministry that appears to be working with the catchment council is the Ministry of Agriculture and Rural Resettlement.

One respondent in the catchment council stated that as yet there is no involvement of other ministries as far as catchment planning is concerned. The Ministry of Environment and Tourism is represented in the Upper Manyame Sub-catchment Council but not in the Manyame Catchment

Council. The Ministerial representative is stationed at district offices. The inclusion of this representative at the sub-catchment level is indicative of the move towards making planning benefit from the input from different sectors. However, the research revealed that the representative was not involved in the preparation of the catchment plan, which makes his inclusion in the catchment council a mere fulfilment of the stipulations of the Act.

All stakeholder representatives in both the Manyame Catchment Council and the Upper Manyame Sub-catchment Council stated that financial constraints were a major problem hindering stakeholder participation in catchment planning. They highlighted the fact that the sub-catchment and the catchment councils do not have a stable financial base to finance stakeholder involvement in the planning process. The representatives stated that to fully involve stakeholders in the planning process funds are needed to hold awareness workshops, campaigns and consultative meetings. One stakeholder representative argued that sub-catchment and catchment councils do not have enough money to fund such processes simply because ZINWA is refusing to pay levy to the institutions. He argued that according to the Water Act (1998) all permit holders are supposed to pay levy to the catchment councils and, therefore, ZINWA as the largest permit holder should pay levy to the catchment councils. The same representative also argued that as long as ZINWA refused to pay for the water it holds in its dams, the sub-catchment and catchment councils would not have enough money to involve stakeholders in catchment planning.

Some stakeholder representatives stated that stakeholder participation in catchment planning is hindered by the unavailability of resources, both human and material. One representative stated that the only full-time employees of the Upper Manyame sub-catchment council are the secretary of the council and the river watchman. The catchment council does not have any employee. However, some employees of ZINWA, such as the Secretary to the Catchment Manager and the Projects Technician work in the Catchment Manager's office.

Another stakeholder representative pointed out that lack of adequate human resources impacts negatively on stakeholder participation in catchment planning since the demands of the approach are taxing. The representative pointed out that the process of engaging stakeholders requires full-time employees to co-ordinate. This is difficult to do since the council has no one to carry out such tasks on a day to day basis.

The Manyame Catchment Council has only one vehicle, which was donated to it by a non-governmental organisation. That vehicle is the only one available for use by all sub-catchment councils. The respondent stated that the catchment council cannot afford to buy vehicles of its own, especially taking into consideration that it needs all-terrain vehicles which can traverse dirty

roads in most rural areas. The unavailability of vehicles for use in out-reaching the community limits the participation of stakeholders in catchment planning.

The researcher attended several sub-catchment meetings of the Upper Manyame Sub-catchment and observed that discussions tended to be dominated by a few individuals while some members of the council remained silent throughout. The researcher noted that council discussion largely revolved around those members who are relatively young while the elderly members tended to be quiet. This confirmed the sentiments of one respondent who stated that the calibre of stakeholder representatives was also an important factor hindering participation by stakeholders. The respondent stated that chiefs or councillors who in most cases are advanced in age and are barely literate represent some stakeholders, especially communal farmers. In such cases, the stakeholder representatives themselves are not able to interpret the Water Act (1998) to understand it and know what it tasks them to do. Thus unless ZINWA takes the initiative to educate the stakeholder representatives on their roles, the representatives are not likely to engage stakeholders in the planning process simply because they are not aware that they are supposed to. The respondent also argued that such representatives do not have the energy required to traverse their constituencies and engage all stakeholders in the planning process.

Enhancement of stakeholder participation in catchment planning

The responses show that the majority of the people interviewed (73%) regard stakeholder awareness as the first step towards enhancing stakeholder participation in catchment planning. Some of the respondents stated that they did not know these new stakeholder institutions thus if awareness is raised as to how they function and the kind of input required from them they would participate. Some respondents (16%) stated that stakeholder participation at present was not effective because the community was not involved in the setting up of the structures.

The respondents stated that for stakeholder participation to be effective communities have to be encouraged to set up committees of their own which would liaise with the sub-catchment and catchment councils. The respondents felt that as long as they do not have structures of their own to work with the catchment councils their participation would be minimal. This tallies with the assertion by Manzungu (2001) that the effectiveness of the sub-catchment councils is limited because the representatives have to cover very large areas which is difficult for them to do because they lack resources.

Other respondents also stated that since they already have representatives in these structures, their representatives should simply be encouraged to report to the community. This suggests that communities are not in touch with their representatives but are willing to work with them if they

are asked to make an input. This also confirms the analysis by Manzungu (2001) that the effectiveness of stakeholder representatives is limited by the size of the area representatives have to cover.

Participants in the focus group discussion stated that their participation in catchment planning could be enhanced if the frequency of meetings between them and their representative could be increased. They also stated that it would help if the sub-catchment council could inform them the kind of input they required from them. The researcher noted that the participants were eager to participate and all that is needed is to channel their energy towards the direction the catchment council wanted.

Discussion

The concept of stakeholder participation has been advanced at various fora such as the 1992 International Conference on Water and the Environment, which produced the Dublin Principles. Findings of this research validate the views of Uphoff (1999) that “top-down” efforts are needed to promote “bottom-up” development. The initiative to participate has not been taken by the stakeholders themselves, but has been trickling from the “top.” The research has revealed that even among those who are aware of the stakeholder institutions participation is very minimal.

Manzungu and Kujinga (2002) found out that in the Save Catchment Council commercial farmers were the most active stakeholder group, probably because they were the group which had the largest interest in the water sector. However, communal farmers, especially those who do not irrigate their crops, are guaranteed access to the resource by the Water Act (1998) which states that all citizens have the right to water for domestic uses. Thus participation by some stakeholders may be affected by the fact that they have nothing to lose by not participating in the process.

McCommon et.al (1992) states that participation must include the involvement of stakeholders in the formulation of policy and the management strategies for resources. However, this framework falls short because it does not address the issue of how such a shift in approach to the management of resources can take place if agencies and institutions of state do not change their approach. The research reveals that the national water authority is not involving stakeholders as equal partners in the water sector but is still dominating the water sector.

Ewing *et. al.* (2000) note that in some cases stakeholders are dependent on the information collected and interpreted by government agencies. Ewing *et. al.* (2000) see a situation whereby government agencies dominate other stakeholders. This appears to be the case in the study area

because the process of catchment planning appears to be the sole responsibility of the national water authority.

Conclusions

Awareness of Catchment Outline Planning Guidelines

The research shows that most stakeholder representatives are not familiar with Catchment Outline Planning Guidelines. This lack of awareness of the guidelines by members of the Manyame Catchment Council and the Upper Manyame Sub-catchment Council is probably a result of the fact that, to begin with, the members of these institutions were not involved in the formulation of the guidelines. The guidelines also appear not to have been distributed to the stakeholder representatives and as a result they remain unknown. This implies that the process of catchment planning is not being done following the procedures laid down in the guidelines

Nature and extent of stakeholder participation in catchment planning

From the findings it is evident that stakeholders at community level are not participating in catchment planning. The research has also revealed that catchment and sub-catchment council level the participation of stakeholder representatives is minimal. All the respondents stated that they had been staying in the area for five or more years and this suggests that if stakeholder participation in catchment planning had been taking place in the area they would most likely be aware of the process.

Results of the questionnaire survey show that the participation of respondents in catchment planning is not affected by level of educational. Respondents with secondary, tertiary or had received "other" all stated that they have not been consulted at all for their inputs into the catchment outline plan. Stakeholder participation also appears not to be influenced by gender and marital status. Respondents who fell in the "married", "divorced" and "widowed" categories all stated that they had not participated in catchment planning.

All the respondents who stated that they were aware of stakeholder institutions had received tertiary education. This may indicate that the structures which the new Water Act (1998) set up are at present not widely known save to those who have by their level of education are more exposed to changes in legislation

The fact that respondents stated that they have not been involved in catchment planning can be an indicator that catchment planning is still not being given the attention it deserves at institutional level. The Water Act (1998) had been in existence for five years at the time of the research and all the institutional structures it established in place. Thus it is possible that the stakeholder

institutions are not being effective hence the process of are catchment planning is not being carried out.

89.5% of the respondents justified their need to participate in catchment planning by stating that catchment planning affects everyone. This may be an indication that most people are aware of the fact that decisions in catchment planning affect all water users. Goodhope is a farming community and that may show the interest that farmers have in the water sector.

Factors promoting stakeholder participation in catchment planning

The research reveals that the process of catchment planning can benefit from the success of other community based natural resource management programmes, especially in rural areas where communities are familiar with such programmes and already have management structures in place. In urban areas the literacy of the population can also be taken advantage of to enhance the process.

Factors hindering stakeholder participation in catchment planning

The main factors, which appear to be hindering stakeholder participation in catchment planning, are financial constraints and lack of publicity, which the process is receiving. The process of catchment planning appears not to be receiving the publicity it deserves and as a result stakeholders are not aware of the process. It is possible that the Manyame Catchment Council is concentrating on permit registration and levy collection which most of the respondents appeared to be familiar with. This is probably a way of establishing a financial base for the councils. However, if catchment planning remains unknown to stakeholders then holistic planning may fail to take place.

The research also revealed that both the Manyame Catchment Council and the Upper Manyame Sub-catchment Council do not have the financial resources needed to undertake an inclusive catchment planning process. Respondents indicated that the process needs huge sums of money for it to take place if expenses for things such as awareness campaigns, workshops and other consultative meetings are to be conducted.

It is notable that only 16% of the respondents in the questionnaire survey stated that access to the venues of meetings could hinder participation in catchment planning.

Recommendations

Publicity

Stakeholders must be made aware of the existence and functions of the catchment and sub-catchment council and this is only possible if the stakeholder institutions embark on a massive

publicity campaign. Since every one in the Manyame Catchment has a stake in the water sector the publicity campaign must aim to reach everyone in the catchment and this can be done through the use of the media, posters and other means of communicating ideas and raising community awareness such as through drama.

Holding workshops and meetings with the stakeholders can also raise awareness of the activities of the Catchment Councils and Sub-catchment councils. Since it is apparent that not all stakeholder representatives are aware of some provisions of the Water Act (1998) the catchment council must also hold workshops for its members where the contents of the Act can be explained to the members. This must involve all members of all the sub-catchment councils, which make up the Manyame Catchment Council. The roles of the water authority, ZINWA, and the stakeholder institutions must be clarified so that there will be no conflict of interest between the two institutions. The institutions must work together more closely so that their efforts as far as catchment planning is concerned compliment each other. At present it appears ZINWA is at the fore of producing the catchment outline plans yet it should do so in collaboration with the catchment councils.

Strengthening institutions

The Manyame Catchment Council should employ its own Catchment Manager who is answerable to the institution not to ZINWA. The post of Catchment Manager preferably should not be restricted to those who are qualified engineers only, but should be filled by someone with managerial qualifications and experience, and a broad understanding of the various activities within the catchment. Experience in water engineering or civil engineering should be treated only as an added advantage not a prerequisite. The manager should be able to appreciate the relationship between water and the environment in which the water is found.

It is also recommended that ZINWA, catchment councils and sub-catchment councils restructure so that a clear separation of duties emerges. There is need for the institutions to have employees who are responsible for the planning process at catchment level who will work under the supervision of ZINWA's Department of Planning so that the efforts of the Catchment Council and those of ZINWA compliment each other.

The Planning Department of ZINWA should also be enlarged so that it becomes capable of handling the various aspects of planning in the water sector. Currently the department exists only at national level. It should be enlarged and represented at catchment level since ZINWA is already operating at catchment level. The process of catchment planning should also reflect the

cross-cutting nature of water as a resource by involving government ministries. Government ministries should be involved in planning at all levels not just at sub-catchment level.

Establishing a strong financial base

A strong financial base can be established if the Catchment Council and the Sub-catchment Council register all water users and collect revenue from them. The institutions must ensure that all water users who abstract water from rivers have water meters in good working condition so that quantities abstracted can be measured and the water be billed for accordingly. All borehole owners must also be registered and be charged for abstractions.

Learning from the experience of other countries

Catchment councils should learn from the experience of other countries such as Australia and South Africa that are using a similar approach to the planning and management of water resources. Australia has been using stakeholder participation in the water sector for several decades and as a result it has developed structures, processes and approaches that Zimbabwe can learn from. It is recommended that catchment councils, in collaboration with the Zimbabwean Government, send staff on attachment to countries such as Australia and have hands-on experience in water resources planning and management.

Improving the performance of stakeholder representatives

The performance of stakeholder representatives can also be improved through the holding of workshops at which their duties are clearly spelt out. Stakeholder representatives must also be made to produce work-plans, which show their planned activities over a period of time. Catchment councils should also have a way of checking the activities of the sub-catchment councils, for example, by periodically making follow-up visits to the different stakeholder groups to get feedback from the groups.

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