



# Orange-Senqu River Basin

Orange-Senqu River Commission Secretariat  
Governments of Botswana, Lesotho, Namibia and South Africa

UNDP-GEF  
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## Public Participation and Communications Plan

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UNDP-GEF  
Orange-Senqu Strategic Action Programme

## Public Participation and Communications Plan

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## Glossary

|            |  |          |  |
|------------|--|----------|--|
| ARO-Centro | Central region water management agency in Mozambique | NSF      | National Stakeholder Forum             |
| BWSF       | Basin-wide Stakeholder Forum                         | ORASECOM | Orange-Senqu River Commission          |
| GCLME      | Guinea Current Large Marine Ecosystem GCLME          | RBO      | River Basin Organisation               |
| GEF        | Global Environment Facility                          | SADC     | Southern African Development Community |
| ICP        | International Cooperating Partners                   | SAP      | Strategic Action Programme             |
| IWRM       | Integrated Water Resources Management                | SHA      | Stakeholder Analysis                   |
| NAP        | National Action Plan                                 | TDA      | Trans-boundary Diagnostic Analysis     |
| NAP-SAP WG | NAP-SAP Working Group                                | UNDP     | United Nations Development Programme   |

## Executive Summary

Regionally, the concept of stakeholder participation is accepted and encouraged by means of law, international agreements, best practises and ORASECOM. Transboundary water management systems exist in the region where stakeholders achieve a high degree of involvement related to decision making. In the case of planning/design, i.e. the NAP-SAP process, the form of participation appears to be limited to consultation. The NAP-SAP process design activity should be conducted by a Working Group established under the ORASECOM Technical Task Team. There are asymmetries which exist within and among basin States. The most critical is the differing levels in capacity among countries which could in itself be detrimental to the overall NAP-SAP process.

While they are clearly different activities, the TDA, NAPs and SAP are not discrete activities, they are an integrated process. This process and its results will also contribute to a larger IWRM Plan for the basin, an initiative led by ORASECOM. A NAP or a SAP should not be all encompassing, the NAP especially is meant to be an operational plan and it should be focused on doable activities that are not being done in other contexts. What cannot be done within the context of a NAP or SAP may be picked up in the context of the IWRM Plan. The NAP-SAP development process is spread over a series of workshops. The first step includes the establishment and official mandating of a NAP-SAP Working Group (NAP-SAP WG) for each country. These country level teams will drive the individual NAPs and come together as a regional team to develop the SAP for the Basin. Each country level NAP-SAP Working Group should identify and recruit 25 stakeholders to participate in the development of their NAP. There will be four regional meetings of the NAP-SAP Working Groups. The first three are, largely, focused on the NAPs of their countries with some initial SAP work being done. The fourth will focus primarily on the SAP. Each country will host three NAP stakeholder meetings (a total of 12 country level meetings for the Basin). The basin-wide SAP will be crafted in two Regional SAP Workshops with up to three stakeholders per country plus at least the NAP-SAP WG participating. At the end of the process there will be a “NAP-SAP Conference” for the four NAPs and the SAP. The mobilization of a consultant team to support the entire process would be very wise.

Stakeholder communications should consist of two main forms, print materials and the UNDP-GEF Project website which will soon become part of the ORASECOM site. Technical reports, thematic maps, high quality printed documents, a fact sheet series and posters should be the priority for print materials. These should be developed for, but not limited to the purpose of helping stakeholders become informed participants in the NAP-SAP process. Finally, the Project might want to assist in the proposed ORASECOM School Box. However, care should be given to the process of involving school systems, guaranteeing active experimental learning to motivate school children and trying to play on “iconic” species and landscapes to create and maintain interest in what ORASECOM is doing.

# 1. Stakeholder Participation

ORASECOM documents consistently recognize the importance of stakeholder participation in basin development and management. A series of ORASECOM documents have developed the idea of how stakeholder participation should be conducted in the context of ORASECOM and its decision making structures. The objective of this document is to propose a plan and activities that will establish stakeholder participation in the context of the UNDP-GEF Project and thus serve as a model for ORASECOM. This document will also propose a plan for stakeholder communications to enhance stakeholder capacity to collaborate with the UNDP GEF project.

In this section, the first discussion will cover stakeholder participation as it is addressed in documents that are connected with ORASECOM. Then cases of stakeholder participation in trans-boundary water management will be reviewed. Next the primary issue areas identified in the preliminary TDA will be examined based on their suitability for stakeholder input. In the fourth part of this section the ORASECOM institutional arrangements will be examined for points where stakeholders logically can come into contact with the organization. Finally, some of the asymmetries that exist in the region are discussed in terms of the challenges they pose for stakeholder participation.

## 1.1 A Review of Stakeholders Participation as Described in ORASECOM Documents

The national water laws of the four countries that make up ORASECOM recognize the importance of stakeholder participation in water resource management. The SADC actively promotes stakeholder participation amongst its member states. SADC has published “Guidelines for Strengthening River Basin Organizations: Stakeholder Participation” to clarify what stakeholder participation is and how it can be promoted. The agreement establishing ORASECOM further supports stakeholder participation. Finally, the project document for the UNDP-GEF Project requires that the Project establish a process of stakeholder participation for the creation of National Action Plans (NAPs) of the riparian countries and a Strategic Action Programme (SAP) for the basin. Thus there is a fully conducive context in which to plan for and implement stakeholder participation.

The SADC guidelines mentioned above identify three primary dimensions of stakeholder participation: scale, scope, form. “Scale” refers to the spatial dimension of participation (at the local, national, or regional levels). “Scope” refers to the management level at which participation takes place (project, programme, or policy). “Form” refers to the possible range of participation from information to empowerment. What has been suggested in documents relating to stakeholder participation in ORASECOM is that there is a role for stakeholder participation at the national and

basin-wide levels, a dual scale, but that the scope and form of participation will likely differ. In terms of the UNDP-GEF Project activities the stakeholder participation should occur at both the national and regional levels with a scope that focuses on the NAPs of the four countries at the national level and on the SAP at the regional or basin-wide level. The form of stakeholder participation will likely vary between consultation and collaboration.

Beyond scale, scope and form, who is participating and the mode of participation (workshops, councils, panels, etc) have to be considered. Perhaps the clearest statement of who should be the stakeholders that participate was in the UNDP-GEF Project Document. This document identified 14 different types of primary state actors who could be considered stakeholders in ORASECOM. The document also identified 21 categories of non-state actors. In all, the potential pool of stakeholders is large and un-wieldy.

The SADC guidelines and the ORASECOM “Roadmap Towards Stakeholder Participation” offer some suggestions related to the mode of participation. The Guidelines suggest workshops might best serve the development of objective oriented planning. The Roadmap examines the more permanent institutional arrangements that ORASECOM will need to consider if it is to consider stakeholder participation over the long term.

## **1.2 A Review of Stakeholder Involvement in Transboundary Water Management in the Region**

This review consists of three cases from southern Africa in which stakeholder participation in trans-boundary water management is the focus. The dimensions of stakeholder participation will be examined in each case and a summary analysis will draw out what might be expected for stakeholder participation in a TDA-NAP-SAP development process.

### ***The Every River Has Its People Project: Shared Basin Management***

(from Stakeholders Participation in Transboundary Water Management - Selected Case Studies. The article is by Shirley Bethune.)

In 1999, OKACOM approved and endorsed the Every River Has Its People Project (ERP) to assist OKACOM in building the capacity of local communities within the basin to enable them to participate more fully in future decision making. The focus of the project was the Okavango Delta. The project began with communities in Namibia and Botswana then expanded into Angola as soon as peace was restored there.

The project has worked through existing community organisations such as conservancies, trusts, and fishers’ associations to build people’s confidence in managing their own natural resources. A major achievement of the project was the establishment of the Basin-wide Forum (BWF), a regional committee of representatives of local authorities in the basin focused on shared river management.



The BWF was officially introduced to OKACOM in 2003 and has since participated in several important projects including the Okavango Delta Management Plan.

A set of practices were identified that worked to promote more effective stakeholder participation within the Okavango River Basin under the particular circumstances and at the time of the first phase of the ERP from 1999 – 2004. At this time the project stressed the promotion of good governance for shared river basin management. Among the lessons learned related to shared river basin management were the following:

- **Legitimacy and trust.** Gain approval from and work through the appropriate institutions at all levels keeping them informed of project activities.
- **Stakeholder role definition and links.** The role of each stakeholder must be clear, both at community and technical level and be in line with their normal functions.
- **Consensus building.** All the stakeholders must agree on a common understanding of shared basin management and see advantages in a joint approach.
- **Early consolidation and dissemination of information.** Available information on the basin should be provided to all stakeholders at project initiation to develop a common understanding.
- **Equitable involvement of basin states.** Allow regular opportunities for communication between countries at all levels and be sensitive to communication problems.
- **Understanding community perspectives and early consensus building.** Use PRA and RRA tools to ascertain the community point of view and create early opportunities to bring together different levels of stakeholders and develop a common understanding of shared issues.
- **Community capacity building.** Share knowledge with communities and other stakeholders, to better understand each other's points of view and share best practises.
- **Information for planning and decision-making.** Compile and integrate information on the ecological, hydrological, social, economic and political aspects of the river basin and publish it in a style suited to the layman.
- **Community involvement.** Establish effective links between community organizations and decision making forums at all levels. Foster an understanding of community needs in decision makers at all levels.
- **Facilitate horizontal and vertical links in the basin.** There is a need to facilitate communication between communities, between different government sectors and between

countries as well as to improve the vertical links from communities to local authorities, to district level, to national level and to the level of basin commissions.

### ***Pungue Basin Committee***

(from Stakeholders Participation in Transboundary Water Management - Selected Case Studies. The article is by Barbara Tapela.)

The Pungwe project began as a strategy to create “a more level playing field” for stakeholder participation in Mozambique and Zimbabwe. The inventory phase involved the drawing up of a basin-wide, structured and intensive inventory of stakeholders distributed across eight districts. Identified stakeholders included water users, government agencies and civil society organizations.

The mobilization phase involved the conducting of five regional stakeholder workshops, whose collective objective was to mobilize stakeholders to take part in the creation of the Pungue Basin Committee. Of the 111 stakeholders who participated in these workshops, 39% were water users, 51% were government institutions and 15% were representatives of civil society.

The principles guiding representation in the Pungue Basin Committee became ‘geographical spread’ (i.e. distribution across all districts and provinces which practically constitute part of the Pungue Basin) and distribution across three stakeholder categories namely, water users, government agencies and civil society.

The Pungue Basin Committee consists of 19 members: ‘small’ water users have the largest representation (21.1%), followed by ‘medium’ water users and the commercial farming sector and civil society (15.8% each), and large water users (10.5%). In contrast to their stronger influence, the industrial and mining sectors, provincial and district government, conservation authorities and Centro region water management agency in Mozambique) have the lowest representation in the basin committee.

The author of the paper states that lessons on stakeholder participation in a trans-boundary basin management process can be drawn from case studies of community based natural resource management. These studies show that local stakeholders generally are more likely to be involved in project implementation than in design activities, and local involvement in the design phase does not necessarily ensure a successful project.

### ***Stakeholder Participation in the Okavanga Basin NAPs Development Process***

(This case is drawn from “Okavango River Basin – TDA/SAP development process Country briefing note for NAP Development”.)

The development of a National Action Plan (NAP) for each of the three basin States (Angola, Botswana and Namibia) in the Okavango River Basin was implemented upon the completion of an

initial SAP. The process ran in parallel with the revision of the SAP and was able to take advantage of the results of the Every River Project, i.e the existence of strengthened stakeholders and forums at national and basin-wide levels.

The NAPs for the Okavango River Basin were developed in two phases. Phase one was focused on information gathering and consultation and phase two consisted of NAP drafting. During phase one a series of consultation meetings were held in each country over a period of two years at national and regional levels. These meetings served to identify existing and emerging environmental and social problems in the basin area of the respective country – both problems with trans-boundary as well as with national impacts were identified. Likewise, potential activities/responses to address the problems were identified and discussed. The combined results of these stakeholder consultations in the three countries together with the findings of the TDA formed the basis of the current revised SAP and the actions described in its log frames.

Two national level stakeholder meetings were held as part of the NAP development process. During the first workshop, stakeholders reviewed a draft NAP that was developed by the NAP formulation team to validate priorities and allow for input from stakeholders. Individual follow-up consultations with stakeholders were then conducted with key individuals and organisations to develop greater details for the on the ground activities of the NAP. As the draft NAPs were finalized they were circulated and comments were sought from key stakeholders. The second national level NAP stakeholders workshop was conducted to allow for stakeholder validation of the proposed NAP.

### ***Lessons***

What the above suggests for stakeholder participation is that primarily planning/design activities potentially offer less room for higher levels of participation. The Pungue and Every River cases describe projects that set out to develop relatively highly evolved stakeholder participation platforms where stakeholders actually were allowed power to take decisions. An additional factor is that in both cases the stakeholders were dealing with what was essentially a local resource relevant to their livelihoods and thus their commitment to participating was higher. The Okavanga Basin NAPs case was one in which the scope for participation was limited to NAP development (planning) which may have in turn limited the form of participation to consultation. The table below helps to illustrate this analysis. The cases suggest that the opportunities for real grassroots high level participation might not be expected in TDA-NAP-SAP development processes. Indeed, the most that could probably be hoped for is collaboration.

Table 1. *Dimensions of Participation in Three Cases*

| <i>Case Site</i>                       | <i>Scope</i>                      | <i>Scale</i>            | <i>Form</i>                   |
|--|-----------------------------------|-------------------------|-------------------------------|
| Every River Project:<br>Okavanga Delta | Programme/<br>Policy Planning     | Local/National/Regional | Collaboration/<br>empowerment |
| Pungue Basin                           | Management/<br>Programme Planning | National/Regional       | Collaboration/<br>empowerment |
| Okavanga Basin                         | Programme Planning                | National                | Consultation                  |

The Okavanga River Basin NAP-SAP process began with the creation of a SAP then NAPs were to be produced in each country based on the content of the regional SAP. A hitch occurred in the process as the SAP had to be revised before it was ratified. In essence the revision required national level ground truthing. This ground truthing is normally a part of the NAP. The process might have arguably been reversed in the Okavanga basin, i.e. beginning with the NAP, and thus creating a more effective process. The guidelines produced for NAP development as part of the GCLME project found that the initial view on which comes first appears to have been that NAPs are formulated first based on the TDA and constitute the building blocks for the SAP, but the latter view and practice has been to formulate NAPs after the SAP. They then found that often with a completed SAP, NAPs were left undone. Doing the NAPs first seems to be consistent with the original concept and wise as it ensures that NAPs are completed.

### 1.3 The Preliminary TDA and Stakeholder Participation

The five priority areas of concern that were identified by the Preliminary TDA should form the starting point for the NAP-SAP development process. The Preliminary TDA identified the following priority areas of concern:

- Stress on surface and groundwater resources;
- Changes to hydrological regime;
- Deterioration of water quality;
- Land degradation; and
- Increase in the abundance of alien invasive species.

Three broad themes can be identified that underlie these priority areas. A single theme, “water quality/water allocation” covers the first two priority areas, though from different angles. A stand-alone thematic area dealing with water quality covers the third priority area. The remaining priority areas can be combined to create a third theme, land management.

The management of the allocation and flow regime (the water quantity/water allocation theme) in a highly committed system like the Orange-Senqu River requires careful balancing as part of an overall basin plan. This is a highly technical matter and requires high expertise. This suggests that it

would be highly practical to involve stakeholders in the NAP-SAP process that have both the technical skills and the expertise in the priority areas concerned with this theme. This theme would likely be the most contentious and should be carefully managed to avoid conflict.

Although water quality differs across the Orange-Senqu river system, it is an issue of concern for all countries and is recognized as such by all basin States. Water quality problems range from pockets of urban and agriculture related pollution in the upper catchments, to relatively high point source industrial and mining related pollution levels and pollution from agricultural return flows in the middle and lower reaches of the river system. All basin States agree that improving the water quality of the system brings environmental, economic and social benefits. Likewise, there is a strong interest from non-governmental stakeholders such as NGOs and the private sector in the matter. There is also a strong and varied landscape of actors, state and non-state, who are willing and able to engage on the topic.

Similar to water quality the land management theme is relevant and recognized as a critical issue by all of the basin states. The stakeholder landscape related to the land management theme is also strong. Non-governmental stakeholder groups dealing with land management issues can be found in all four basin states. This theme will be attractive to stakeholders outside the “mainstream” water sector and will engage them in the NAP-SAP development process.

#### **1.4 ORASECOM Institutional Arrangements and Points for Participation**

The chart and table below show the organisational structure of ORASECOM and indicate where the potential points for public interaction exist. The boxes arranged along the left-hand side of the chart represent a “governance” chain. The two boxes to the right are the more “operational” parts of ORASECOM. On the governance side public or stakeholder input could take place in the context of an ORASECOM Task Team or Working Group. In the operational arena of ORASECOM, input or interaction of the public with ORASECOM falls within its programme section. For the implementation of the design proposed in this report a Working Group should be appointed by and be under the Technical Task Team.

Chart 1. ORASECOM and Public Interaction

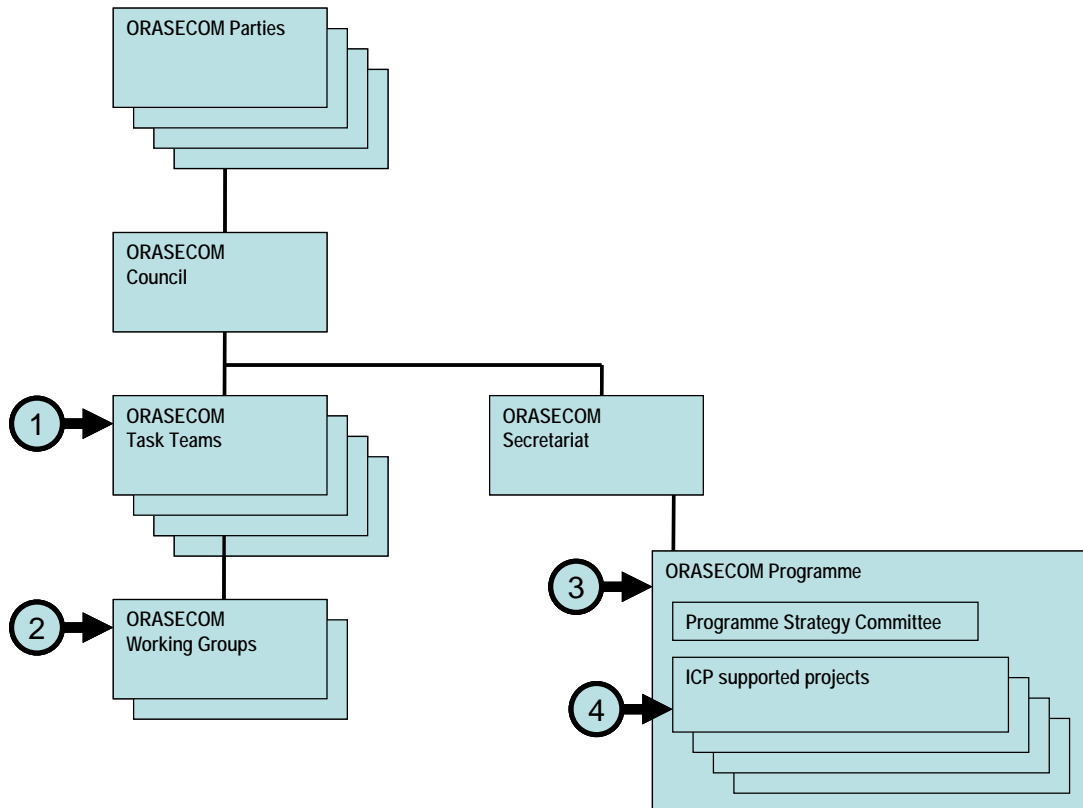


Table 2. ORASECOM Points for Participation

| <i>Points for participation</i> | <i>Scope</i>            | <i>Scale</i>               | <i>Form</i>                              | <i>Comments</i>                   |
|---------------------------------|-------------------------|----------------------------|--|-----------------------------------|
| 1                               | Basin-wide              | Policy, programme          | Information (through observer status)    | Country/self-funded               |
| 2                               | Basin-wide              | Policy, programme, project | Consultation                             | Country/self-funded               |
| 3                               | Basin-wide and national | Programme, project         | Consultation/ collaboration              | Country/self-funded               |
| 4                               | Basin-wide and national | Project                    | Consultation/ collaboration/ empowerment | Funded by respective ICP projects |

## 1.5 Asymmetries in the Region

Asymmetries exist both among countries and within countries. A plan for stakeholder participation must address these.

The first asymmetry would be common to all countries in which capacities among stakeholder participants would be greater on the part of the more urban and urbane state actors. This along with their status would contribute to their having greater assurance and self-confidence. And this would result in a tendency to be more out-spoken in the context of what is intended to be an equal opportunity for all to voice their ideas. To address this, participatory activities for stakeholders might include sessions in which stakeholders write their ideas on cards which are then transferred by the facilitator to a white board for general discussion. This type of activity allows everyone to participate on an equal basis.

Capacities related to NAP and SAP development are clearly skewed in favor of South Africa. The other three countries simply may not have the numbers of capable staff to throw at this planning process. To address this, consideration ought to be given to hiring a consulting team to assist the Working Group with technical issues and meeting facilitation. This would increase capacities plus introduce some neutrality in the context of meetings and decision making.

Clearly among the basin countries South Africa has greater resources, is larger in size and has a larger and denser population with greater dependence upon the Orange-Senqu. This would contribute to an asymmetry in any basin-wide context. In basin-wide strategic planning each country will have the same number of participants in discussions and facilitation shall focus on consensus building. These process rules might help ameliorate perceived and existing asymmetries.

## **1.6 Summary**

Stakeholder participation is accepted and encouraged throughout the basin states by means of law, international agreements, best practices and ORASECOM itself. There are trans-boundary water management systems where stakeholders achieve a high degree of control related to decision making, but planning/design situations like the NAP-SAP process seem to offer less opportunity for more than consultation.

Structurally, the proposed NAP-SAP design process should be organized as an activity conducted by a Working Group established under the ORASECOM Technical Task Team.

There are asymmetries which exist within and among basin States. As far as possible any participatory design for stakeholder workshops must take these asymmetries into consideration. The differing levels in capacity among countries could in itself be detrimental to the overall NAP-SAP process.

## **2. A Design for the Development of NAPs and SAP**

This section will discuss the TDA-NAP-SAP process, identify the dimensions of stakeholder participation in the context of NAP and SAP development under the UNDP-GEF Project, propose the establishment of a NAP-SAP Working Group, present a process design and propose the mobilization of a consultant team. The NAP-SAP plan and its implementation may serve as a useful model for ORASECOM when they begin to establish stakeholder forums.

### **2.1 The TDA-NAP-SAP Process**

The Trans-boundary Diagnostic Analysis (TDA) is an objective assessment and not a negotiated document. The TDA uses the best available verified scientific information to examine the state of the environment, current pressures on the environment and the root causes for its degradation. The analysis focuses on trans-boundary problems without ignoring national concerns and priorities and identifies information gaps, policy distortions and institutional deficiencies. The analysis is cross-sectoral and examines national economic development plans, civil society (including private sector) awareness and participation, the regulatory and institutional framework and sectoral economic policies and practices. Causal Chain Analysis (CCA) is one of the most useful aspects of the TDA for the development of future corrective actions. The causal chain should relate the trans-boundary problems with their observed impacts, immediate physical causes and their social and economic underlying root causes.

Ordinarily in the context of trans-boundary water resources management the NAPs follow a basin consultation process which starts with a TDA. NAPs form the basis on which the SAP is developed. Development and implementation of the NAPs is the responsibility of the individual state. NAPs are based on an assessment of the priority national concerns as identified by the TDA. Through the NAPs process each riparian state develops national objectives, strategies, interventions, and an implementation strategy complete with a resource mobilization strategy. The process involves inter-sectoral dialogue to achieve integration in water resources management and most importantly national endorsement of the NAP. As implied above NAPs feed into the SAP but are independent planning products whose success depend on receiving full stakeholder support of both state and non-state stakeholders. NAP processes should involve and be supported by the national members of the ORASECOM Council and Task Teams.

Arguably the SAP is the final output of the consultation process which starts with the TDA. In the water resources management context it deals with the priority basin water development/ use concerns or issues as identified during the TDA process. A SAP lays down the trans-boundary entitlements, responsibilities and principles of cooperation between the riparian states. The document contains the overarching basin vision, goals, constraints to development and cooperation

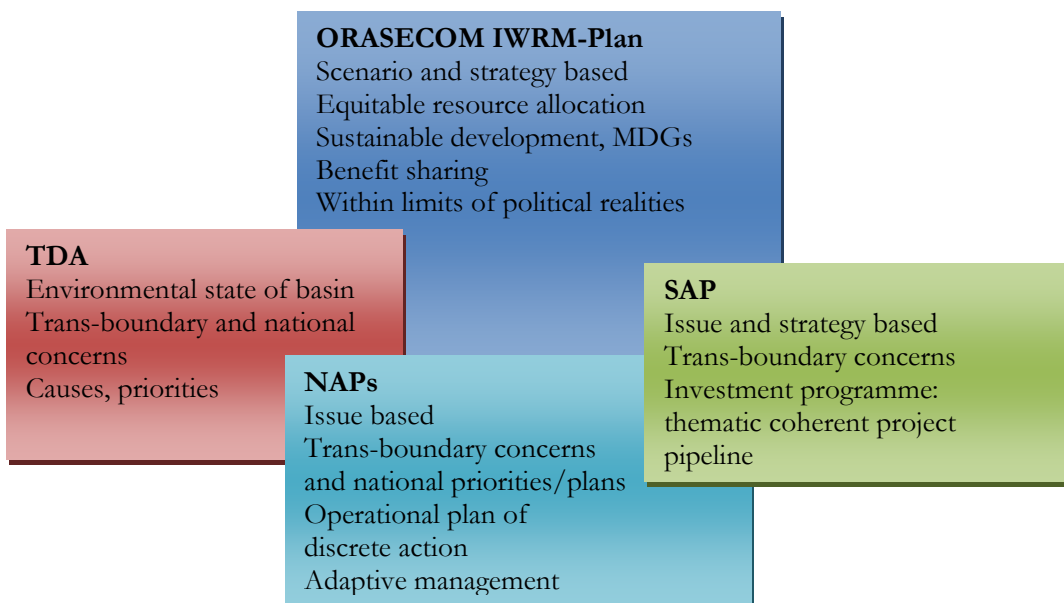


as well as strategies to deal with the priority areas. Hence a SAP process typically involves regional meetings to determine a vision, identify and rank issues, set SAP goals, strategies and targets, develop a draft SAP and validate a finalized SAP.

A collective of key stakeholders from the NAP processes should participate in these meetings. They would typically include the ORASECOM Secretariat, Task Teams, key government departments and experts in relevant areas as defined by the issues. This will ensure harmonization between the NAPs and SAP as well as provide implementation support for some of the SAP initiatives. The Secretariat is expected to play a leading and coordination role in the implementation of the SAP and is hence expected to do the same during development.

As noted above, the development of NAPs and SAP is not a discrete activity. The NAP-SAP relies on the results of the TDA. The results of all three, TDA-NAP-SAP, will contribute to the ORASECOM IWRM Plan.

*Chart 2. TDA-NAP-SAP-IWRM Connectivity*



## 2.2 Dimensions of Participation in NAPs and the SAP for the Orange-Senqu Basin

A series of stakeholder or NAP-SAP Development Workshops will be conducted in each of Botswana, Lesotho, Namibia and South Africa to create an NAP for each State. The NAP process will be anchored by the TDA and conclude with the creation of a basin-wide SAP. Stakeholders will participate at both the national level and the basin-wide level.

The processes employed in the stakeholder workshops will seek to achieve a collaboration among the Working Group (see sub-section 2.3) and stakeholders that will result in a NAP for each country and a SAP for the region. The initial workshop for stakeholders will focus on the TDA using it to lay the basis for their vision of what their NAP should be. There should be 25 stakeholders participating in each country's NAP Development Workshop series. A larger number of stakeholders might be considered, but 25 is optimal in terms of allowing for workshop participant interaction. In the final NAP workshop, a small number of stakeholders, at the most three, should be selected to represent their countries in the SAP formulation.

Stakeholders should be drawn from either of two possible stakeholder pools: state actors and non-state actors. Roughly one third of the stakeholders should be state actors and the other two thirds should be non-state actors. As a part of the compilation of the preliminary TDA a Stakeholder Analysis (SHA) based on GEF International Water Projects Best Practices was conducted. The SHA included interviews with 36 stakeholder groups in the basin countries. The stakeholders included employees of departments dealing with environmental affairs, tourism, water affairs, meteorology, forestry, agriculture, national water managers and parastatals, agronomic boards, mining industry, scientists, NGOs, tour guides, and river communities.

The project document for the UNDP-GEF project specifically suggests that the following 10 state-actors should be involved in the NAP-SAP process in all four countries party to ORASECOM..

- Water, Hydrometeorological Department or Ministry
- Conservation/Environmental Dept. or Ministry
- Fisheries Dept. or Ministry
- Industry Dept. or Ministry
- Energy Dept. or Ministry
- Foreign Affairs Dept. or Ministry
- Agriculture Dept. or Ministry
- Social Welfare and Public Health Dept. or Ministry
- Labour Dept. or Ministry
- Elected politician

Annex 1 provides greater detail related to stakeholders. The key in stakeholder selection, especially non-state actors, is identifying those stakeholders who represent larger groups: collective voices. Unions, NGOs, associations are meant to represent the collective voice of their membership. Selecting stakeholders in this manner will be especially important in South Africa which has a much larger and more complex stakeholder base than the other countries.

### **2.3 The NAP-SAP Working Group**

In the context of ORASECOM, each of the four basin countries should nominate a team of from three to five professionals representing state ministries as their national NAP-SAP Working Group

(NAP-SAP WG). A NAP-SAP Working Group should include members who hold positions in the government related to water, planning and finance. One of the members of each national NAP-SAP WG should be appointed as the national coordinator of the NAP-SAP process for their country. A team of consultants should be employed to provide support to the national NAP-SAP WGs related to technical issues, meeting facilitation and overall regional coordination of the NAP-SAP process. The national NAP-SAP Working Groups will provide the leadership for the formulation of the NAP in each country. The national NAP-SAP Working Groups in each country will be responsible for identifying and recruiting stakeholders to participate in a series of national level NAP development workshops. Working with consultants the national NAP-SAP WGs groups will take part in organising and leading the NAP development workshops, formulating draft documents and the finalization of NAPs. While the four national NAP-SAP WGs are each responsible for the NAP effort in their own country, they are also part of the basin-wide SAP development process. Institutionally these national working groups will form a joint regional NAP-SAP Working Group under ORASECOM's Technical Task Team.

## **2.4 A NAP-SAP Design**

The NAP-SAP development process consists of a series of steps. The first step includes the establishment and official mandating of the NAP-SAP Working Group (NAP-SAP WG) for each country. The national NAP-SAP Working Groups should be nominated in time for them to participate in the concluding step of the Trans-boundary Diagnostic Analysis. This would allow them to participate in the formulation of the causal chains providing them with a clear understanding of what will be the foundation of the NAP-SAP process.

This design begins with the TDA then moves on to NAPs and then on to the SAP. The SAP process actually begins while the NAP is still in process. The decision to go with the development of the NAPs prior to the SAP is founded on several reasons. First, as the GCLME guidelines point out, this was the original intention. Next, this seems wise as the SAP for the basin will take its direction from the nations in the basin rather than the other way around. The third reason is one of efficiency. By building up from working with stakeholders, a foundation of grounded reality is established that won't have to be repeated during the SAP.

Below is a chart that describes the NAP-SAP process along with a proposed timeline. Annex 2 contains a set of notes concerning the TDA finalization and the NAP-SAP process.

Table 3. NAP-SAP Process Design

| <i>When</i> | <i>What</i>  | <i>Who</i>  | <i>Expected outputs</i>  |
|-------------|--|---|--|
| Sep 2011    | Final TDA workshop: <b>TDA consolidation</b>                             | ORASECOM Technical Task Team, Reg. NAP-SAP WG and Secretariat; UNDP-GEF team; Some stakeholders.  | TDA verified and consolidated; Causal Chain Analysis conducted; NAP-SAP FT familiarised with issues, prepared for NAP-SAP.   |
| Jan 2012    | 1st regional NAP-SAP WG workshop: <b>NAP-SAP inception</b>               | ORASECOM Technical Task Team, Reg. NAP-SAP WG and Secretariat; (SADC water sector); ICPs; UNDP-GEF team; Consultant.  | NAP-SAP FT kick-off; 1st stakeholder workshop prepared; Main themes of NAP identified in context of national plans and agreements; NAP vision created; NAP workplan established. |
| Feb 2012    | 1st country level stakeholder workshops: <b>NAP stakeholder start-up</b> | National NAP-SAP WG, National stakeholders, Consultant.   | TDA causal chain analysis validated, issues ranking by national and basin-wide priority; NAP vision set; Priority issues for NAP identified.                                     |
| Mar 2012    | 2nd regional NAP-SAP WG workshop: <b>Draft NAP preparation</b>           | ORASECOM NAP-SAP Working Group and Secretariat; UNDP-GEF team; Reg. NAP-SAP WG Consultant.  | Draft NAPs prepared; Preliminary SAP vision established; 2nd stakeholder workshop prepared.  |
| Apr 2012    | 2nd country level stakeholder workshops: <b>Draft NAP preparation</b>    | National NAP-SAP WG, National stakeholders; Consultant.   | NAP analyzed and improved.   |
| May 2012    | 3rd regional NAP-SAP WG workshop: <b>Draft NAP preparation</b>           | ORASECOM NAP-SAP Working Group and Secretariat; UNDP-GEF team; Regional NAP-SAP WG; Consultant.   | 2nd NAP drafts finalised; SAP vision established.  |
| Jun 2012    | 3rd country level stakeholder workshops: <b>Draft NAP Validation</b>     | National NAP-SAP WG; National stakeholders; Consultant.   | Final NAP validated; Preliminary SAP discussions reviewed; National SAP participants selected.   |
| Jul 2012    | 4th regional NAP-SAP WG workshop: <b>SAP inception</b>                   | ORASECOM Secretariat; UNDP-GEF team; Regional NAP-SAP WG; Consultant.   | NAPs finalized; NAPs harmonised for SAP; Draft SAP outlined.   |
| Aug 2012    | 1st regional SAP workshop: <b>Draft SAP</b>                              | ORASECOM Secretariat; UNDP-GEF team; Reg NAP-SAP WG; Consultant.  | Draft SAP analysed and improved.   |
| Apr 2013    | 2nd regional SAP workshop: <b>SAP Validation</b>                         | ORASECOM Technical Task Team, Reg. NAP-SAP WG and Secretariat; UNDP-GEF team; Consultant; Regional stakeholders.  | SAP validated.   |
| Oct 2013    | <b>NAP-SAP Conference</b>  | ORASECOM Commissioners, Technical Task Team, Reg. NAP-SAP WG, Secretariat, SADC water sector, Regional stakeholders; NGOs, ICP; academics, private sector, press. | NAPs and SAP promoted to ICP and others.   |

In the proposed NAP-SAP process there are a total of 19 country level and regional level meetings as follows:

- There will be four meetings of the regional NAP-SAP Working Group. The first three are, largely, focused on the NAPs of their respective countries with some initial SAP work being done. The fourth of the regional NAP-SAP Working Group's meetings will focus primarily on the SAP and prepare for the process of developing a basin-wide SAP.
- Each country will host three NAP stakeholder meetings for a total of 12 country level meetings.
- There will be two additional regional SAP workshops with participants including up to three stakeholders from each country that have been elected to represent the stakeholders of each country in regional SAP workshops. The regional NAP-SAP FT Working Group will also support these regional workshops.
- Finally, there will be a "NAP-SAP Conference" with the purpose of promoting the four NAPs and the SAP, including resource mobilisation for implementation.

In the NAP-SAP process design in Table 4, the "1st regional NAP-SAP WG workshop: NAP-SAP Inception" is one of the most important of the entire series of meetings listed in the table. This is the inception meeting for the Working Group and during this workshop the main themes/issues of the NAPs will be identified on a per country basis. These themes will actually map out the direction a NAP will take and are drawn from the causal chains of the TDA. Rather than expand these themes to cover a broad range of issues it is important to be pragmatic and limit the risk of taking on more than the Working Group in any country can manage. A given theme and its associated issues should be analysed in the light of existing projects or activities in the country. If there are activities touching on the issue, discard the issue for the NAP. Next look at existing international treaties and agreements. If any of these touch on proposed issues, exclude the issues from consideration for the NAP. Finally, do a risk assessment. Is the issue within the capacity of the team? Will picking up the issue for the NAP lead to an arduous and prolonged process? If so drop the issue. Issues that are taken on should be doable within the overall time frame described in Table 2. The ORASECOM IWRM process exists to pick up the pieces that can not be taken on adequately in a NAP.

The first country level stakeholder meetings are equally important as they will set the tone for the series of three country level NAP stakeholder meetings. The stakeholders will analyse, validate and rank TDA priority issues from the perspective of their country. This is almost a repeat of the process in the first NAP-SAP WG meeting except that it will be the first time that stakeholders have had to deal with the TDA and the NAP. Thus at one level they will need to be walked through these things. On another level they will be asked to decide which of these are most important to them and based on this ranking set a vision of what their NAP will look like. As this meeting goes, so will go the entire series of stakeholder workshops.

The workshops described in Table 4 are not the total sum of the work that will need to be done in the NAP-SAP process. There will be lots of homework for the Working Group from writing up meeting notes to getting their NAPs written up. Again the Consultant would lessen this load.

There are four annexes relevant to the NAP-SAP development process:

- As mentioned above, Annex 2 presents notes on TDA Finalization and the NAP-SAP process.
- Annex 3 provides an initial outline of a NAP (and hence the SAP).
- Annex 4 presents a Terms of Reference for Working Group members
- Draft Terms of Reference for the Consultant are included in Annex 5.

## **2.5 The NAP-SAP Consultant**

As has been suggested in several places in this report, a NAP-SAP Consultant would greatly aid the timely and successful completion of the NAP-SAP process. This provision recognizes that the four states may lack the staff numbers let alone skills to adequately deal with the NAP and SAP and/or may find difficulty in keeping up with the (ambitious) design timeline.

The NAP-SAP Consultant's team shall include: a project manager; four dedicated country facilitators (preferably nationals of the respective country), as well as a pool of specialists who can be drawn upon as required. Any Consultant should offer technical competence to support the planning process and also provide the facilitation skills that are going to be needed. Tasks of the Consultant team would include technical support to the planning process, the preparation of "white papers", technical plan writing, log frame development as well as meeting facilitation.

Mobilizing such a team would greatly reduce the risks of not being able to produce NAPs and a SAP that are pragmatic and useful to all parties involved in the process.

## 3. Communications

The following suggested communications concept is nested in the context of the TDA-NAP-SAP development process. A plan concerning communications for ORASECOM and its stakeholders would necessarily be more detailed than this report would allow.

### 3.1 Audience, Information and Media

Communications plans hinge on an identification of the audience. In the present context the relevant stakeholders would be the same as those forming the pool for potential selection as stakeholders in the TDA-NAP-SAP development process. They are state and non-state actors who live or work in the basin. They would be literate and have a general interest in the Orange-Senqu River basin. The goal of a communications plan for stakeholders related to the TDA-NAP-SAP process should be to help them to become informed participants who can contribute to the process. Thus communications would focus on strengthening the knowledge base of these stakeholders in relation to the basin, issues identified in the TDA and ORASECOM itself.

This potential pool of stakeholders is a large and complex audience who access a wide variety of information channels. But in the context of the TDA-NAP-SAP process, communications can be limited to two main media: a project web site and print materials.

The series of print materials will include:

- Technical reports, covering specific scientific/technical issues by laying down concepts, proposing processes and documenting conducted research; and white papers, supporting the NAP-SAP process by providing background and potential solutions to issues. Some of these technical reports may be included in the ongoing series of ORASECOM reports.
- Thematic maps;
- High quality print products, such as the TDA, the NAPs and the SAP targeting a technical/scientific audience and decision makers as well as shortened, attractively illustrated versions targeting a more general audience. To be published as ORASECOM reports.
- A fact sheet series;
- Potentially also posters, i.e. developed along the themes covered in the fact sheet series or covering the needs of specific events/action lines; and
- A potential collaboration with the ORASECOM School Box Project (currently under conceptualization).

Folders should be prepared for stakeholders for the first round of stakeholder workshops. These should contain fact sheets, maps, the TDA and a separate causal chains graphic. For succeeding workshops relevant print materials will be required. For the second round of stakeholder workshops each participant should have a copy of the relevant draft NAP. For the third round of stakeholder meetings the relevant final draft should be in the hands of each participant. For the 1st SAP workshop each participant should have folders containing finalized NAPs from each country plus the draft SAP. Finally, for the second SAP workshop participants' should have the final draft of the SAP.

Participants in the NAP-SAP conference should be given the TDA, four NAPs and the SAP. An introductory piece should also be available to conference participants that describes the TDA-NAP-SAP process. A map of the basin would also be valuable for participants.

### **3.2 Project Website**

The project website is under development and will be an important communications tool. The website will need populating with relevant information. The writers of the TDA and managers demonstration project are one source for articles and informative stories. In general, scientists and project staff lack the skills to put together articles of popular interest. Training will not likely improve their skills. One solution is to develop a news story template for people to write to. The second and more effective solution is to use a science writer. Ideally the website would have an editor of some kind to sub-edit and provide quality control for the content.

The critical issues are bringing the website on line in a timely fashion so that it can be accessed before and during the period stakeholders will need information and what information in what format can be placed on the website.

### **3.3 Technical Reports and Thematic Maps**

Technical reports related to on-going project demonstration projects and scientific research would be useful for stakeholders both in the context of the NAP-SAP development process, but also looking beyond that process at the need to keep all stakeholders informed about what ORASECOM is doing and what is going on in the basin. There are some common principles that should be observed in these reports. Of those principles the most basic is a common unified layout to a single project template. Reports writing should be clear and concise. Readers may not be scientists so explanations of any units of measurements or scientific terminology will be needed. The reports should be considered as working documents. Finally, they should be prepared in pdf-format and be shared through the web page and in print format.



Each report should be broken down in the following sub-headings:

- Key Question (what question is your project looking to answer?)
- Methods (In brief please, this is not a science paper)
- Findings
- Conclusions
- Recommendations (please keep these concise).

Stakeholders will also require thematic maps. A map series could begin with simple relief maps with administrative boundaries, the main cities of the basin and the basin boundary. The series could continue with maps that show demonstration project sites and study survey sites. Additionally the series could include maps of major dams, other major water infrastructure, hot spots for invasive species, pollution hotspots, etc. The possibilities are unlimited and the benefit would be a much better informed stakeholder universe.

### **3.4 High Quality Print Products**

Print products documenting the TDA, the NAPs and the SAP should be printed on glossy, high quality A4 paper. There are two potential audiences for these: a technical/scientific audience that includes decision makers and a more general audience that would include the average interested stakeholder. Thus the documents would be produced in two versions one for each audience. The first would be the full technical version and the second would be a shortened, attractively illustrated version. These would be published as ORASECOM reports, have a project specific layout and reflect quality in their design. Colour brochures on A4 or smaller scales should also be considered.

### **3.5 Fact Sheet Series**

To become informed participants in the development of NAPs and a basin-wide SAP most stakeholders will need to learn the basics regarding ORASECOM and the UNDP-GEF Project. Few will know the extent of the Orange-Senqu basin and the infrastructure in the basin that is used to deliver water across the system. Fewer still will understand the basic science concepts underlying TDA identified issues and the socio-economics of the basin.

These facts suggest a short list of basic topics for materials:

1. ORASECOM: What is it? Who is involved? Why was it formed? Structure, contacts
2. What is the UNDP-GEF Project?
3. The Orange-Senqu River Basin: What is it? Geographical area? Infrastructure in the basin? (How many dams, a map). Priority issues.

4. The Orange-Senqu River System
5. What is Climate Change and its potential impact in the basin?
6. What are the dynamics of water use – demand and supply in the basin?
7. What are environmental flows?
8. What is the hydrological cycle?
9. What are POPs and why are we concerned?
10. What are heavy metals and why are we concerned?
11. What is eutrophication, its causes and why are we concerned?
12. What are bio-indicators for aquatic health?
13. What are alien invasives and why are we concerned about them?
14. What is important about land use and land degradation in the basin?
15. What are the basic socio-economic data of the basin?
16. What is the TDA?
17. What is the NAP?
18. What is the SAP?

One could take issue with this proposal. Clearly the River Awareness Kit (RAK) offers technically superior information on the above questions. The issue is mostly one of presentation and medium. To deal with these questions via the RAK, one must wade through a lot of information, some of it dauntingly technical and in a language that is not always simple or clear. The questioner also needs to have access to a computer or the internet and time to search the RAK. What is being suggested here is a series of presentations of bulleted facts relevant to a given question.

The purpose is almost as much a “point of purchase sales” marketing ploy as it is stakeholder education. ORASECOM gets promoted and the reader gets a quick fact fix on a particular topic. On the other hand the questions are geared to provide some of the information required by both a general audience and a stakeholder who is asked to participate in the TDA-NAP-SAP development process. And the information can be provided directly with immediacy.

The above list of topics can be dealt with in a format known as a “fact sheet”. In print format the fact sheet would be one side of A4, contain no more than 10 bulleted statements or facts on one of the listed topics and could possibly have graphics, perhaps a map, on the reverse side. The fact sheets would be printed for distribution at events. As well, they should be available for downloading from the website

### **3.6 The ORASECOM School Box**

ORASECOM recently started to conceptualise the development of an educational “tool kit” for school children. The project could be embedded in a larger ORASECOM outreach and education programme, to be formulated at a later stage. The Box would be good for increasing awareness and knowledge of children related to the basin, the environment and their role in taking care of the basin. There are several pertinent points to be made about this important departure:

The series of print materials will include:

- ORASECOM and the UNDP-GEF Project, should it become involved, will have to sell the idea to the centrally guided education systems of the four countries. The systems should participate in the development of the Box.
- As much as possible learning activities should involve simple experimental/ observational activities that actively involve children, not passive rote learning activities. The children will respond better to “fun” activities and develop a positive association for ORASECOM rather than having to put up with the same old boring classroom lectures and texts.;
- Try to deal with the iconic parts of the basin: yellow fish, springboks, oryx, eagles, landscapes. These will catch children’s interest and be something that they will talk about at home, further spreading awareness about the environment, ORASECOM and the basin.

### **3.7 Posters**

At one level posters would represent specific and timely interventions that arise related to special events or action responses to hot issues. They could also be part of a primary archive of materials that deal with specific issues such as those elaborated in the fact sheet series. The posters would be more of a marketing material, thus they should embody attractive quality design, be limited to a specific objective, avoid wordiness and not be overly expensive.

### **3.8 Summary**

This section has focused on the problem of the communication needs of stakeholders, especially, but not limited to the TDA-NAP-SAP development process. As well as discussing the web site and support of an education programme for school children the discussion has focused on a range of print materials. What follows is a chart that summarizes these materials their formats, audiences, content and publication dates.

*Table 4. Proposed Materials for Stakeholder Communications*

| <i>Document</i>       | <i>Format</i>   | <i>Audience</i>    | <i>Content</i>  | <i>Due</i>            |
|-----------------------|---|--------------------|---|-----------------------|
| TDA                   | Report, 100 pages, glossy, A4   | Technical          | Technical.<br>Provides introduction, information on each country, three environmental sections, Causal Chains, conclusions and recommendations. | October 2011          |
|                       | Promotion, 20 pages, glossy, A4   | General            | Accessible overview general and technical mix. Pictures and good information design   | October 2011          |
| Technical Reports     | Promotion, 4 pages, glossy, A4  | General            | Accessible overview general and technical mix. Pictures and good information design   | Starting October 2011 |
| Thematic Maps         | Digital, limited size, less than 2 mb. Print version, A3                                    | General            | Clear maps, uncomplicated by overload of data. Essentially a single overlay   | Starting October 2011 |
| Fact Sheet            | Single page, A4; 10 bullets   | General            | 10 bulleted facts focused on a single limited theme.  | Starting October 2011 |
| Posters               | Large format, glossy, issue or objective oriented, limited in the number of facts presented | Marketing, general | Content should be clear and uncomplicated and not seek to deal with more than one objective. These are not extended texts.                      | Starting October 2011 |
| National Action Plans | Report, 40-50 pages, glossy, A4   | Technical          | Complete technical representation of NAP for each country   | October 2013          |
|                       | Promotion, 20 pages, glossy, A4   | General, marketing | Condensed version, brief introduction, project outlines, budget proposals   | October 2013          |
| Strategic Action Plan | Report, 40-50 pages, glossy, A4   | Technical          | Complete technical representation of basin wide SAP.  | October 2013          |
|                       | Promotion, 20 pages, glossy, A4   | General, marketing | Condensed version, brief introduction, project outlines, budget proposals   | October 2013          |

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## Annex 1 – Stakeholder Analysis

The following examines the extent of the universe of potential stakeholders for the TDA-NAP-SAP process. There have been many organizations, workshops, consultants that have discussed stakeholder participation in ORASECOM and its activities. The following draws on two documents: the “UNDP-GEF Project Document” and “Proposals for Stakeholder Participation in ORASECOM”. The purpose of this Annex is to provide assistance in identifying potential stakeholder participants for the TDA-NAP-SAP process.

The project document for the UNDP-GEF project specifically suggests that the following 10 state-actors should be involved in the NAP-SAP process in all four countries part to ORASECOM..

- Water, Hydrometeorological Department or Ministry
- Conservation/Environmental Dept. or Ministry
- Fisheries Dept. or Ministry
- Industry Dept. or Ministry
- Energy Dept. or Ministry
- Foreign Affairs Dept. or Ministry
- Agriculture Dept. or Ministry
- Social Welfare Public Health Dept./Ministry
- Labour Dept.or Ministry
- Elected politician

The following table matches the relevant ministry in each country with the suggested “ministry-type” in the UNDP-GEF Project Document that are listed above. In some countries a ministry is listed twice when it happens to be relevant to more than one of the types of the UNDP-GEF document. As part of the identification process it may be most reasonable to seek a particular department in a ministry based on relevance to the work required in the TDA-NAP-SAP development process.

| <i>Ministries in Project Doc</i>                | <i>Botswana</i>   | <i>Lesotbo</i>  | <i>Namibia</i>                              | <i>South Africa</i>                                 |
|---|---|---|---|---|
| Water, Hydro-meteorological Department/Ministry | Energy and Water Resources                                | Ministry of Natural Resources                           | Ministry of Agriculture, Water and Forestry | Ministry of Water Affairs and Environmental Affairs |
| Conservation/Environmental Dept./Ministry       | Ministry of Environment, Wildlife and Tourism             | Ministry of Tourism, Environment and Culture            | Ministry of Environment and Tourism         | Ministry of Water Affairs and Environmental Affairs |
| Fisheries Dept./Ministry                        | Ministry of Environment, Wildlife and Tourism             | Ministry of Natural Resources                           | Ministry of Fisheries and Marine Resources  | Ministry of Agriculture, Forestry and Fisheries     |
| Industry Dept./Ministry                         | Ministry of Trade and Industry                            | Ministry of Trade and Industry                          | Ministry of Trade and Industry              | Ministry of Trade and Industry                      |
| Energy Dept./Ministry                           | Energy and Water Resources                                |   | Ministry of Mines and Energy                | Ministry of Energy                                  |
| Foreign Affairs Dept./Ministry                  | Ministry of Foreign Affairs and International Cooperation | Ministry of Foreign Affairs and International Relations | Ministry of Foreign Affairs                 | Foreign Affairs                                     |
| Agriculture Dept./Ministry                      | Ministry of Agriculture                                   | Ministry of Agriculture and Food Security               | Ministry of Agriculture, Water and Forestry | Ministry of Agriculture, Forestry and Fisheries     |
| Social Welfare / Public Health Dept./Ministry   | Ministry of Health  | Ministry of Health and Social Welfare                   | Ministry of Health and Social Services      | Ministry of Health                                  |
| Labour Dept./ Ministry                          | Ministry of Labour & Home Affairs                         | Ministry of Employment and Labour                       | Ministry of Labour and Social Welfare       | Ministry of Labour                                  |

In their own survey of stakeholders the team that produced the project document cast their net wider than just the above state actors. They included the above plus an additional six state actors (a total of 16) plus 21 non-state actors. This should be considered as the potential universe for stakeholder selection purposes if the press/media and International Cooperating Partner from the list of Non-state Actors are excluded. These two categories would be inappropriate to the TDA-NAP-SAP process. This would leave a total 35 potential candidate-types in this pool from which stakeholders for the TDA-NAP-SAP process could be selected.



| <i>State Actors</i>                              | <i>Non-state Actors</i>  |
|--|--|
| 1. Water, Hydro-meteorological Dept./ Ministry   | 1. Water management parastatals                                      |
| 2. Conservation/Environmental Dept./Ministry     | 2. Power utility   |
| 3. Fisheries Dept./Ministry                      | 3. Tourism/Recreation Sector   |
| 4. Industry Dept./Ministry                       | 4. Mining sector   |
| 5. Energy Dept./Ministry                         | 5. Industrial sector (factory)                                       |
| 6. Foreign Affairs Dept./Ministry                | 6. Construction industry   |
| 7. Agriculture Dept./Ministry                    | 7. Agro-industry   |
| 8. Social Welfare / Public Health Dept./Ministry | 8. Non-Governmental Organization (NGO)                               |
| 9. Labour Dept./Ministry                         | 9. Scientists  |
| 10. Mining regulation agency                     | 10. Conservationist  |
| 11. Finance Dept./Ministry                       | 11. Community based organization (CBO)/Village development committee |
| 12. Elected politician                           | 12. Educator/teacher/academic  |
| 13. National/regional government official        | 13. Student or youth group member                                    |
| 14. District water management official           | 14. Stock Farmer   |
| 15. Municipal Government                         | 15. Factory farmer (chickens, feed-lot piggery)                      |
| 16. Municipal waste official                     | 16. Irrigation Farmer  |
|  | 17. Dry land cropping farmer   |
|  | 18. Health care provider   |
|  | 19. Member of community living near the river                        |
|  | 20. Press/media  |
|  | 21. International Funding Institution/Bilateral development org.     |

An ORASECOM publication of November 2009, “Proposals for Stakeholder Participation in ORASECOM” explored various means of increasing public participation in the organisation. The last section of the publication identifies “current participative structures in the Orange-Senqu basin”. These structures are concerned with water management. While there is some concern over how many of these structures are active the following table is taken in full from the report. If active any of these would provide important grassroots input into the NAP-SAP process.

| <i>Member State (Level)</i> | <i>Structure</i>   | <i>Contact points (to be verified/ updated)</i>   | <i>Comments</i>  |
|-----------------------------|--|---|--|
| Botswana (National)         | Botswana Country Water Partnership   | Mr. Monty Montshiwa<br>Kalahari Conservation Society<br>Plot 112 Independence Ave.,<br>Extension 3<br>Gaborone, Botswana<br>Tel: +267 3974557<br>Fax: +267 3914259<br>E-mail: projectmanager@kcs.org.bw |  |
| Botswana (Local)            | Localised forums   | Ms Tracy Molefi International Waters Unit (River Basin Organisations)<br>Tel: +267 390 3456<br>Cell: +267 717 09183<br>Fax: +267 3914259<br>E-mail: trsmolefi@gov.bw                                    | There have been a number of forums based around ICP-funded projects.   |
| Lesotho (National)          | Lesotho Country Water Partnership  | Mr. Peter Nthathakane, Water Commission<br>Pvt. Bag A440, Maseru, Lesotho<br>Tel: +266 22 320127<br>Fax: +266 22 324529<br>E-mail: commwater@lesotho.com  | Appropriate national structure as the entire country falls within the basin. In addition, active and capacitated.  |
| Namibia (National)          | Namibia Country Water Partnership  | Ms. Clarence Mazambani<br>Desert Research Foundation (DRFN)<br>P.O Box 20232, Windhoek, Namibia<br>Tel: +264 61 377500<br>Fax: +264 61 230172<br>E-mail: Clarence.Mazambani@drfn.org.na                 |  |
| Namibia (Local)             | Orange-Fish Basin Management Committee<br><br>Nossob-Auob Basin Management Committee | Ms Anne Amwaama<br>Ministry of Agriculture, Water and Forestry, Windhoek, Namibia.<br>Tel: +264 61 2087259  | Orange-Fish BMC already established.<br><br>Nossob-Auob BMC recently established. Largely a groundwater focus<br><br>Basin Management Committees also have sub-committees. |
| South Africa (National)     | South African Country Water Partnership  |   | This CWP does not appear to be functional at this stage  |

| <i>Member State (Level)</i> | <i>Structure</i>  | <i>Contact points (to be verified/ updated)</i>  | <i>Comments</i>  |
|-----------------------------|---|--|--|
|                             | Advisory Committees   | Mr Zach Maswuma<br>Tel: +27 12 336 7500<br><br>Mr Moloko Matlala<br>Tel: +27 12 336 7500   | These include a variety of committees. Possibly most relevant to ORASECOM at this time is the Monitoring and Information Advisory Committee<br><br>A fuller analysis will be required to assess whether functional and determine the role it can play.   |
| South Africa (Local)        | Limpopo CMA Reference Group   | Mr A Matukane<br>Chief Director: Limpopo Region<br>Private Bag X9506, Polokwane 0700<br>Tel: (015) 295 1237<br>Fax: (015) 295 3217<br>Cell: 082 807 5643<br><br>Ms MM Komape<br>Director: WRM<br>Tel: (015) 290 1463<br>E-mail: KomapeM@dwaf.gov.za<br><br>Ms M Mmola<br>Assistant Director: WRM (Limpopo)   | Established to support MA establishment process and still fairly active. Sub-committees established in Mokolo, and Mogalakwena.  |
|                             | Crocodile West Marico water management area forums: Apies Pienaar, Upper Crocodile, Lower crocodile, Elands, Marico, Upper Molopo, Provincial Growth and Development Structures | Mr Rens Botha<br>Chief Engineer: Water Resources Management Crocodile (West)-Marico Water CMA P/Bag X 995, Pretoria, 0001<br>Tel (012) 392-1308<br>Fax (012) 392-1408<br>Cell 082 808-9560<br>E-mail: bothar@dwaf.gov.za<br><br>Ms Cynthia Chisimbe<br>SANGOCO North West<br>Tel: +27 18 381 4901<br>Fax: +27 18 381 6258<br>E-mails: CynthiaC@sangoco.org.za<br>cynthia@sangoconorthwest.org.za | These forums were very active during 2000-2004 in the CMA establishment process. All inputs were coordinated via a central "Coordinating and Liaison Committee". However, recent activity has been very limited.<br><br>Cynthia has been a strong supporter of lifting water on to provincial agendas and has been active on the various committees. |

| <i>Member State (Level)</i> | <i>Structure</i>                          | <i>Contact points (to be verified/ updated)</i>  | <i>Comments</i>   |
|-----------------------------|---|--|---|
| South Africa (Local)        | Upper Vaal Catchment Management Forums    | Mr Marius Keet<br>DWA Gauteng Regional Office<br>Tel: +27 12 392 1300<br>E-mail: KeetM@dwaf.gov.za<br><br>Ms Kavita Pema<br>ILISO Consulting (Pty) Ltd<br>P.O. Box 68735, Highveld, 0169<br>Tel: 012 665 3602<br>Fax: 012 665 1886<br>Cell: 082 804 3186<br>E-mail: kavita@iliso.com | These forums were established largely to focus upon water quality issues but were in place to support the establishment of the CMA. Whilst there were some 14 forums some are more active than others. The DWAF has put in effort to revitalise these.      |
|                             | Middle Vaal Forums: Sand-Vet, Modder Riet | Mr TP Ntli<br>Chief Director<br>PO Box 528, Bloemfontain 9300<br>Tel: (051) 405 9000<br>Fax: (051) 430 8146<br>Cell: 082 803 3204<br>E-mail: ntilit@dwaf.gov.za  | Largely focused upon water quality challenges, these two forums were the most active in the Region.   |
|                             | Lower Vaal, Upper Orange and Lower Orange | Mr A Abrahams<br>DWA Northern Cape Region<br>Director: Institutional Development<br>Tel: +27 53 830 8800<br>E-mail: AbrahamsA@dwaf.gov.za  | Participation in these areas has largely been focused around particular projects and or Water User Associations. In particular, this has been the case in the Upper and Lower Orange due to logistical challenges and has focused around the large schemes. |

## Annex 2 – Explanatory Notes on TDA Finalisation and the NAP-SAP Process

| <b>1 - Final TDA Workshop: TDA Consolidation</b> |  |
|--|--|
| <i>Who:</i>                                      | Nominees for NAP-SAP Working Groups plus other participants in TDA process.  |
| <i>Rationale:</i>                                | To provide an opportunity for nominees to the NAP-SAP Working Groups to learn about the TDA and the causal chains that will serve as a bridge from the TDA to the NAPs.  |
| <i>Notes:</i>                                    | The NAP-SAP Working Group will participate in the causal chain analysis and TDA consolidation meeting as a means to insuring that the results of the TDA causal chains serve as the foundation for the NAP-SAP process.<br>Two days, tentatively October 2011. |

| <b>2 - 1st Regional NAP-SAP Working Group Workshop: NAP-SAP Inception</b> |  |
|---|--|
| <i>Who:</i>   | NAP-SAP Working Group from all four countries, ORASECOM Technical Task Team and Secretariat, UNDP-GEF team, ICPs, and NAP-SAP Consultant.  |
| <i>Rationale:</i>   | To initiate activities of the NAP-SAP Working Groups.<br>Participants will identify the main themes that their NAPs will take given the TDA, national plans and agreements and identify a vision of the NAP for their individual countries.<br>Participants will agree on an integrated NAP-SAP work plan.<br>Participants will begin to organize for the first country level Stakeholder Workshop   |
| <i>Notes:</i>   | To initiate work on the NAP-SAP. This workshop is meant to give NAP-SAP Working Groups members a chance to set the main themes for the NAP in their country and develop their work plan for NAP formulation. This is the workshop in which the team should begin to set clear priorities on the issues that they want to tackle. At least two ICP should make presentations related to their funding support programmes and the kinds of environmental work that they are interested in so that Working Group members gain a practical framework for NAP-SAP formulation.<br>Three days, tentatively January 2012. |

| <b>3 - 1st Country Level Stakeholder Workshops (4x): NAP Stakeholder Start-up</b> |   |
|---|---|
| <i>Who:</i>   | NAP-SAP Working Group per country, Stakeholder group per country, NAP-SAP Consultant, ORASECOM Secretariat, UNDP GEF team.  |
| <i>Rationale:</i>   | To establish an engaged stakeholders group so that they can support the development of the NAP-SAP.<br>Participants will validate and prioritise the causal chains determined in the TDA so that the basic issues to guide to NAP development in their country are identified.<br>Participants will determine a vision for the NAP in their country   |
| <i>Notes:</i>   | These initial stakeholder workshops, there will be one in each country, should be used to build confidence amongst the NAP-SAP Working Groups as well as the stakeholders. The workshop should lead to the confirmation of the priority issues identified in the TDA and identification of the issues that will be taken up in the country's NAP. This workshop should provide the initial momentum needed to insure the NAP-SAP development will be successful.<br>Three days, tentatively February 2012 |

| <b>4 - 2nd Regional NAP-SAP Working Group Workshop: Draft NAP Preparation</b> |   |
|---|---|
| <i>Who:</i>   | NAP-SAP Working Groups from all four countries, ORASECOM Secretariat, UNDP-GEF team, and NAP-SAP Consultant.  |
| <i>Rationale:</i>   | To prepare a first draft of the NAPs.<br>Participants on a per country basis will develop a draft NAP based on results of their work to date.<br>Participants will be able to see the shape of a basin-wide SAP   |
| <i>Notes:</i>   | This workshop is an opportunity to evaluate the first round of country level stakeholder workshops on a per country basis. Results of activities such as the causal chains analysis plus initial drafts prepared by the consultant team will allow NAP-SAP WG in this workshop to finalize a draft NAP on a per country basis for stakeholder review and elaboration. The draft should propose a well grounded set of potential actions for each country. An analysis should be conducted comparing all four country draft NAPs to allow an early vision of what might be developed as a basin-wide SAP.<br>Three days, tentatively March 2012. |

| <b>5 - 2nd Country Level Stakeholder Workshops (4x): Draft NAP Preparation</b> |  |
|--|--|
| <i>Who:</i>  | Stakeholders and NAP-SAP Working Group (per country), NAP-SAP Consultant.  |
| <i>Rationale:</i>  | To get feedback and input from stakeholders on the draft NAP that the Working Group has developed.<br>Participants will provide feedback on draft NAPs developed by NAP-SAP Working Groups.<br>Participants will provide suggestions on how to improve the NAPs. |
| <i>Notes:</i>  | This workshop builds on the initial work conducted at country level.<br>Stakeholder contributions shall bring the NAPs in an almost final shape.<br>Two days, tentatively April 2012.  |

| <b>6 - 3rd Regional NAP-SAP FT Workshop: Draft NAPs Finalisation</b> |  |
|--|--|
| <i>Who:</i>  | NAP-SAP Working groups from all four countries, ORASECOM Secretariat, UNDP-GEF team, and NAP-SAP Consultant.   |
| <i>Rationale:</i>  | To pull the NAPs into final shape.<br>Participants shall put the NAPs into a final form for each country including investment projects with budgets and log frames.<br>Participants will further analyse the NAPs in the context of the SAP.<br>Participants shall establish a SAP vision.                             |
| <i>Notes:</i>  | This workshop shall result in the NAPs coming into a final form for review by stakeholders and then by ministries, etc.<br>The SAP should also be getting into shape so that they can be discussed in a regional meeting and the SAP process can begin without beginning from zero.<br>Two days, tentatively May 2012. |

| <b>7 - 3rd Country Level Stakeholder Workshops (4x): NAPs Validation</b> |  |
|--|--|
| <i>Who:</i>  | Stakeholders and NAP-SAP Working Group (per country), NAP-SAP Consultant.  |
| <i>Rationale:</i>  | To get an agreement among participants in the meeting that the NAPs can go forward to other governmental level for review and adoption.<br>Participants shall validate NAP.<br>Participants are informed about SAP.<br>Participants select country representatives in stakeholder group for regional SAP meeting |
| <i>Notes:</i>  | These workshops shall generate general agreement that their country's NAP can be sent forward for adoption.<br>A simple election can be used to put at least two to three stakeholders into regional SAP development workshops.<br>Two days, tentatively June 2012.  |

| <b>8 - 4th Regional NAP-SAP FT Workshop: SAP Inception</b> |  |
|--|--|
| <i>Who:</i>  | NAP-SAP Working Groups from all four countries, ORASECOM Secretariat, UNDP-GEF team, and NAP-SAP Consultant.   |
| <i>Rationale:</i>  | To review progress to date, analyse final draft NAPs and develop draft SAP.<br>Participants will finalise NAPs.<br>Participants will harmonise NAPs to provide clear form for SAP.<br>Participants will outline Draft SAP. |
| <i>Notes:</i>  | This workshop shall develop an outline for a basin-wide SAP. The outline will then be used by the NAP-SAP Consultant to develop a draft SAP for the basin.<br>Three days, July 2012.                                       |

| <b>9 - 1st Regional SAP Workshop: Draft SAP</b> |   |
|---|---|
| <i>Who:</i>                                     | Regional stakeholders, NAP-SAP Working Groups from all four countries, ORASECOM Secretariat, UNDP-GEF team, and NAP-SAP Consultant.   |
| <i>Rationale:</i>                               | To analyse and improve draft SAP.<br>Participants make input into draft SAP.  |
| <i>Notes:</i>                                   | This workshop shall solicit stakeholder input for the draft SAP. The NAP-SAP Consultant will use this and other input to prepare a final draft SAP.<br>Two days, tentatively August 2012. |



| <b>10 - 2nd Regional SAP Workshop: SAP Validation</b> |  |
|---|--|
| <i>Who:</i>   | Regional stakeholders, NAP-SAP Working Groups from all four countries, ORASECOM Secretariat, UNDP-GEF team, and NAP-SAP Consultant.  |
| <i>Rationale:</i>                                     | To validate SAP.<br>participants will validate and finalise the SAP.   |
| <i>Notes:</i>   | The purpose of this meeting is to achieve a consensus on the SAP. Small group sessions could be used to go over the SAP although there should be a presentation of the SAP in a plenary session of the meeting. After this presentation small groups can again conduct an itemized response exercise to determine improvements that can be made in the SAP. The suggested improvements can be presented by each small group in plenary with discussion and agreement over draft SAP and suggested improvements. The output of the meeting should be a finalized draft. Two days, tentatively April 2013. |

| <b>11 – NAP-SAP Conference</b> |   |
|--------------------------------|---|
| <i>Who:</i>                    | Regional stakeholders, senior government officials from member States, Working Groups from all four countries, ORASECOM Commissioners, Technical and Communications Task Team, ORASECOM Secretariat, UNDP-GEF team, ICP, SADC water sector, civil society, academia, NAP-SAP Consultant, private sector, press.   |
| <i>Rationale:</i>              | To present a finalized SAP to a broad range of interested parties.<br>Interested government, NGO, academic and private sector people understand the SAP.<br>A willingness to support the SAP and the NAPs is promoted.  |
| <i>Notes:</i>                  | This conference shall generate interest in the proposed projects both on the part of potential financial supporters but also on the part of those who would be interested in the implementation of the proposed projects. The SAP and the NAPs should be available in good quality printed format. There should be a formal presentation that traces the development of the SAP from Preliminary TDA, through NPAs to the final SAP. Another presentation should walk the audience through the SAP and explain its purpose and contents. Parallel break-out sessions could present the four NAPs.<br>One day, tentatively October 2013. |

## Annex 3 – NAP Outline

*This outline is based on the “Guidelines for Developing National Action Plans for Implementation of the GCLME Strategic Action Program”, Guinea Current Large Marine Ecosystem as well as the “Okavango River Basin – TDA/SAP development process Country briefing note for NAP Development”.*

### **Title page**

Unified layout for all four NAPs, but country related image(s)  
National Action Plan (NAP) for the Orange-Senqu River Basin in (Country Name)  
Date  
Responsible entities with their logos.

### **Contents et al**

Contents  
Lists of tables, charts images  
List of exhibits (boxes)  
List of acronyms.

### **Preface**

Prefaces from: Chairperson of ORASECOM Council; Head of respective ORASECOM country delegation or other official from country government (i.e. from finance, economy, planning); someone from community at large (renowned, appreciated, admired by civil society – non political).

### **Introduction**

Purpose of the NAP  
Relationship of the NAP to TDA and SAP  
Relationship of the NAP to existing relevant National Plans  
NAP development principles and process,  
Geographic coverage  
Readers guide (short summary of what the different parts of the NAP contain).

### **Part A – The National Context**

#### **A.1 National Framework**

Governance framework: policy, legal and regulatory framework  
Institutional framework  
Socio-economic context, general development trends (all to be taken from TDA, complemented by additional targeted research, as required)  
Stakeholder typology, mapping.

## **A.2 Importance of the Orange-Senqu Basin to the National Level**

Description of the environment of the catchments of the country within the Orange-Senqu Basin using an ecosystems approach, highlight aspects of trans-boundary importance (from TDA as well as country reports; , complemented by additional targeted research, as required).

## **A.3 Priority Concerns**

National aspects of trans-boundary (basin-wide) concerns

National priority concerns.

(from the TDA, following on from the causal chain analysis and initial prioritization, highlighting inter alia hotspots, iconic landscapes and species).

## **A.4 Contextual National Plans Addressing these Concerns**

Review of regional, bi-lateral or national sectoral plans/programmes and ICP funded projects addressing these concerns.

## **A.5 Knowledge Gaps and Other Constraints**

Knowledge gaps, governance, institutional and financial constraints.

## **Part B – The National Action Plan**

### **B.1 NAP Development Principles and Process**

Establishment and structure of NAP-SAP Working Group

Criteria for setting national priorities (urgency, time-line, scale of environmental impact, socio-economic impact, feasibility)

Planning and consultations process.

### **B.2 NAP Rationale and Strategic Objectives**

Concise set of long-term strategic objectives (addressing root causes) as well as achievable shorter-term objectives (addressing intermediate and root causes), derived from TDA and prioritized national concerns.

### **B.3 NAP Objectives, Targets and Interventions**

A set of objectives and targets each trans-boundary and national priority concerns, under each target a set of interventions and indicators to meet that target identified. Interventions may include inter alia:

- Legal/regulatory changes
- Institutional development
- Development and implementation of planning and coordination instruments
- Capacity building, awareness raising
- M&E frameworks for basin parameters
- Data/information generation

- Investment.

#### **B.4 NAP Implementation**

Institutional set-up for NAP coordination and implementation, with particular emphasis on link with SAP implementation; needs to stress how the NAP is fitting into existing planning processes; how is inter-sectoral coordination being ensured; who “owns” the NAP?

Implementation plan (time-lined plan of action, also highlighting interdependencies to SAP and other NAPs)

Required resources for NAP implementation (budget and liquidity planning), and resource mobilization strategy (including private sector engagement)

Reporting mechanisms and M&E framework for NAP implementation

#### **References**

#### **Annexes**

NAP log frame

Project description sheets for all projects in the NAP portfolio.

## Annex 4 – TOR for NAP-SAP Working Group

### Background

The NAP-SAP relies on the results of the TDA. The results of all three, TDA-NAP-SAP, will contribute to the ORASECOM IWRM Plan. The TDA uses the best available verified scientific information to examine the state of the environment, current pressures on the environment and the root causes for its degradation. NAPs form the basis on which the SAP is developed. Development and implementation of the NAPs is the responsibility of the individual state. NAPs are based on an assessment of the priority national concerns as identified by the TDA. The SAP is the final output of the consultation process which starts with the TDA. In the water resources management context it deals with the priority basin water development/use concerns or issues as identified during the TDA process.

The NAP-SAP development process is spread over a series of workshops. The first step includes the establishment and official mandating of a national NAP-SAP Working Group (NAP-SAP WG) for each country. The four national working groups would then be appointed as the regional NAP-SAP Working Group. These country level teams will drive the individual NAPs and come together as a regional team to develop the SAP for the Basin. There will be four regional meetings of the NAP-SAP WG. The first three are, largely, focused on the NAPs of their countries with some initial SAP work being done. The fourth will focus primarily on the SAP. Each country will host three NAP stakeholder meetings (a total of 12 country level meetings for the Basin). The basin-wide SAP will be crafted in two Regional SAP Workshops with up to three stakeholders per country plus at least the NAP-SAP WG participating. At the end of the process there will be a “NAP-SAP Conference” for the four NAPs and the SAP.

### Tasks

National NAP-SAP Working Groups will:

- Be responsible for the NAP-SAP effort in their own country;
- Provide the leadership for the formulation of the NAP in each country.
- Identify and recruit 25 stakeholders to participate in the development of their NAP.
- Working with an assisting consultant team the national NAP-SAP WGs groups will take part in:
  - Organising and leading three NAP development workshops in their country that will:
    - Validate and prioritise TDA Causal Chains, develop a NAP vision and determine a list of prioritized issues for each national NAP.
    - Analyse and improve the first draft NAP.
    - Validate NAPs and select stakeholders for regional SAP meetings.

- Participating in four regional NAP development workshops to:
  - Identify main themes/issues for each country to guide the NAP process based on assessment of TDA, national priorities, current projects and agreements plus likelihood of successfully dealing with issues in NAP context.
  - Finalize first draft of NAPs.
  - Review draft NAPs, integrate log frames and develop 2nd draft NAP and establish SAP Vision.
  - Finalize NAPs, harmonize NAPs to determine SAP and outline draft SAP.
- Participating in SAP development workshops where they will analyse and improve the draft SAP and validate the SAP.
- Formulating draft documents, budgets, log frames and the finalization of NAPs.
- Take part in the basin-wide SAP development process where they will actively represent their country, their country's NAP, and contribute to the development of the SAP document.

### **Time Commitment**

There will be approximately 28 days involved in the meetings of national and regional workshops related to the TDA-NAP-SAP development process. At least an equal number of days will be required in preparation for meetings and document preparation. Thus a commitment will be required for approximately 56 days from November of 2011 through October of 2013.

### **Qualifications**

A NAP-SAP Working Group should include 3-5 members with the following qualifications:

- They are professionals who hold positions in the government related to water, planning and finance.
- They are relatively senior in rank.
- They have experience in planning and are familiar with national priorities, current commitments and current activities related to water and the basin.
- They are familiar with log frame planning.
- They should be able to produce a well written document.

### **Deliverables**

The four national NAP-SAP Working Groups will be expected to deliver:

- Four finalised NAPs.
- One finalized basin-wide SAP.

## Annex 5 – TOR for NAP-SAP Consultant

|                           |  |
|---------------------------|--|
| <b>Title:</b>             | <b>NAP-SAP Consultant</b>  |
| <b>Concerned project:</b> | UNDP-GEF Development and Adaption of a Strategic Action Programme for Balancing Water Uses and Sustainable Natural Resources Management in the Orange-Senqu River Basin –ORASECOM Project. |
| <b>Budget code:</b>       | Project ID 71598; activity 3; budget line 72100 and 71300 - contractual services, companies.   |
| <b>Duty station:</b>      | Home base of the Consultant with missions to ORASECOM Secretariat in Centurion, South Africa; and locations in the riparian States of the Orange-Senqu Basin as required.                  |
| <b>Time line:</b>         | October 2011 to December 2013.   |

### 1. Background

#### Orange-Senqu River Basin and ORASECOM

The Orange-Senqu River Basin is one of the larger river basin in southern Africa. The river system is regulated by some 30 large dams and includes several larger inter- and intra-basin transfers. Extensive water utilisation for urban, industrial and agricultural purposes has significantly reduced natural flow, to the extent that the current flow reaching the river mouth is in the order of half of the natural flow.

Future river basin management in the Orange-Senqu River Basin has to balance these competing water uses, and deal with increasing rates of human-induced change and the mounting concerns about the causes and consequences of this change. Differences in legal frameworks, historical backgrounds and technical capabilities of the four riparian States Botswana, Lesotho, Namibia and South Africa add to the complexity.

Effective management of water and related resources will therefore have to be sensitive to the maintenance of vital ecosystems and become a negotiated integration process, which synthesises the differing positions and conflicting interests of the riparian States, various sectors and populations.

The four riparian States are strongly committed to a joint, basin-wide approach to addressing threats to the shared water resources. This led to the Agreement on the Establishment of the Orange-Senqu River Commission in 2000 (ORASECOM Agreement).

As a fairly young organisation, ORASECOM's mandate and governance arrangements are evolving. Consensus was reached among the riparian States that one of the primary mechanisms for ORASECOM's technical advice will be the development of a basin-wide Integrated Water Resources Management (IWRM) Plan. Whereas the scope of the IWRM Plan and the process of its development remain to be further clarified, the perspective emerges that the IWRM Plan shall provide the cooperation framework for the management and development of water and related resources, focusing firstly on trans-boundary issues. However, the riparian States also recognise that some actions may arise from shorter term or more narrowly focused studies.

### **Project brief**

Currently, three projects funded by International Cooperating Partners (ICP) support the Commission and contribute towards developing this basin-wide IWRM Plan. An EU funded project focuses on institutional strengthening and the further institutional development of ORASECOM. German, UK and Australian support through GiZ includes work on the Orange-Senqu hydrology, hydrological modelling and a decision support system, water quality monitoring, and geospatial databases. UNDP-GEF funds the Orange-Senqu Strategic Action Programme.

During preparation of the latter UNDP-GEF funded project a preliminary Transboundary Diagnostic Analysis (TDA) of the basin was developed. ORASECOM adopted this document in April 2008. The preliminary TDA charted the main environmental threats to the basin and ascertained their root causes. The Project now updates and finalises the TDA by addressing a number of knowledge gaps.

The final TDA will serve as the scientific basis to proceed to National Action Plans (NAPs) in the four riparian States and a related basin-wide Strategic Action Programme (SAP).

In addition, the Project implements three demonstration projects on environmental flows; water demand and quality management in the irrigation sector; and community based rangeland management.

### **Public participation in ORASECOM and the TDA-NAP-SAP process**

The riparian States established consensus that public participation is within the mandate of ORASECOM and regard participation as critical for equitable sharing of water resources. In 2006 the riparian States and other stakeholders mapped the key elements of an ORASECOM public



participation strategy. Thereafter, these findings were refined into the ORASECOM Stakeholder Roadmap (2007) which describes a progressive development of participatory approaches.

The Roadmap focuses on public participation in ORASECOM governance and covers four areas:

- Communication and information, enabling vertical and horizontal communication and information exchange;
- Institutional development; developing effective mechanisms for stakeholder involvement;
- Capacity development of stakeholder forums at various levels; and
- Institutional interfaces, coordinating stakeholder activities.

Further work, conducted with ORASECOM Commissioners and the Legal Task Team under the EU supported project, led to a Proposal for Stakeholder Participation in ORASECOM (2009). Focus of this proposal is public participation in basin-wide planning.

A pragmatic three-step approach was proposed:

- Step 1, using existing in-country structures to create awareness and start dialogue over participation in basin-wide planning; Some 15 existing participative structures (catchment management forums/agencies) have been identified as entry points at national and catchment levels;
- Step 2, establishing national stakeholder forums, which would inform the position taken by the national delegations to the ORASECOM Council;
- Step 3, establishing a basin-wide stakeholder forum, with representation from and informed by the positions of the national forums.
- Stakeholder participation in the formulation of the NAPs and the SAP shall also provide experience to ORASECOM in developing permanent stakeholder structures.

A prior consultancy has designed a plan for the NAP-SAP development process. Under this TOR the plan will be operationalized and implemented.

The NAP-SAP development process is spread over a series of workshops. The first step includes the establishment and official mandating of a NAP-SAP Working Group (NAP-SAP WG) for each country. These country level teams will drive the individual NAPs and come together as a regional team to develop the SAP for the Basin. Each country level NAP-SAP WG should identify and recruit 25 stakeholders to participate in the development of their NAP. There will be four regional meetings of the NAP-SAP WG. The first three are, largely, focused on the NAPs of their countries with some initial SAP work being done. The fourth will focus primarily on the SAP. Each country will host three NAP stakeholder meetings (a total of 12 country level meetings for the Basin). The basin-wide SAP will be crafted in two Regional SAP Workshops with up to three stakeholders per country plus at least the NAP-SAP FT participating. At the end of the process there will be a "NAP-SAP Conference" for the four NAPs and the SAP.

The NAP-SAP Consultant shall support this process.

## 2. Objective

Under this TOR the plan will be operationalized and implemented.

The NAP-SAP Consultant shall mobilize a team that will support and coordinate the efforts of a NAP-SAP WG constituted of representatives from each riparian State and recruited by the Technical Task Team of ORASECOM to create NAPs and the SAP.

The NAP-SAP Consultant will provide technical support to the efforts of the NAP-SAP WG plus facilitate both the WG and stakeholder workshops that form the main thrust of the NAP-SAP process.

The team of the NAP-SAP Consultant shall include:

- A team leader;
- Four country facilitators;
- A pool of scientific/technical specialists supporting the planning process as required.

## 3. Consultants' tasks

Working with the NAP-SAP WG the NAP-SAP Consultant will:

- Operationalise and implement the previously developed NAP-SAP process design while making appropriated adjustments given potential changes in the overall context.
- Develop a standardised NAP outline, briefing note and detailed workplan with timeline for the process.
- Organize and conduct four Regional NAP-SAP WG Workshops to:
  - Identify main themes/issues for each country to guide NAP based on assessment of TDA, national priorities, current projects and agreements plus likelihood of successfully dealing with issues in NAP context;
  - Finalize first draft of NAPs.
  - Review draft NAPs, integrate log frames and develop 2nd draft NAP and establish SAP Vision.
  - Finalize NAPs, harmonize NAPs to determine SAP and outline draft SAP.
- Organize and conduct three country level stakeholder workshops in each country where stakeholders:
  - Validate and prioritise TDA Causal Chains, develop a NAP vision and determine a list of prioritized issues for each national NAP.
  - Analyse and improve the first draft NAP.
  - Validate NAPS and select stakeholders for regional SAP meeting.

- Prepare draft SAP and organise and conduct two regional SAP workshops where stakeholders, NAP-SAP WG and ORASECOM:
  - Analyse and improve draft SAP.
  - Validate SAP.
- Write workshop proceedings, prepare drafts and finalize NAPs and SAP.
- Conduct individual follow-up consultations with key individuals/organisations to develop detailed on the ground activities for the NAPs.
- Submit NAPs and SAP to ORASECOM.
- Conduct supporting research as needed on a country-by-country basis as evidenced by short “White Papers”.
- Organise workshop logistics following UNDP-GEF regulations.

#### 4. Deliverables

Deliverables related to work conducted under this TOR will be:

- Inception report, operationalising the NAP-SAP process design and including a detailed workplan.
- Quarterly progress notes.
- “White papers”, following the template of Technical Reports under the Project – as required.
- Briefing notes, workshop proceedings and other written communications.
- Four finalised NAPs.
- One finalized basin-wide SAP.

#### 5. Requirements

The successful bidder will:

- Be operational in three of the four riparian States (established offices);countries
- Have documented experience in the technical sector (water and natural resources management projects) and practical experience in comparable projects including extensive consultative processes (e.g. conducted EIAs for larger infrastructure projects)
- Be a single entity or consortium of organizations (e.g. a technical consultancy firm in tandem with an NGO).

Staff requirements:

- Project manager: One senior professional with scientific or technical background in planning, water resources or natural resources management and a minimum of 15 years documented relevant experience.  
Estimated assignment 100 person days.
- Facilitators: Four senior to intermediate level professionals with scientific background in social sciences or related to water resources or natural resources management and a minimum of 10 years documented relevant experience. Preferably nationals of the

respective countries.

Estimated assignment 50 person days of workshop facilitation, plus 120 person days of preparation.

- Pool of experts: Senior and intermediate level professional with scientific or technical background in planning, finance, water resources and natural resources management and relevant environmental disciplines. 10 to 15 years documented relevant experience, in particular experience in the region.  
Estimated assignment 200 person days.
- Logistics and general office support. Administrator, well versed with procedures of ICP funded projects.  
Estimated assignment 100 person days.