

**DEPARTMENT OF WATER AFFAIRS AND FORESTRY**  
**Recreational Water Use Manual**  
 Guidelines

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<b>Subject:</b>	Guidelines for the Compilation of Resource Management Plans (RMPs)
<b>Purposes:</b>	To direct and guide the compilation of RMPs by providing insight into the purpose and objectives of these plans, the procedure for its compilation, and structure of such documents.
<b>Authority:</b>	National Water Act, 1998 (Act No. 36 of 1998) and the Public Finance Management Act, 1999 (Act No. 1 of 1998).
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## **1. OVERVIEW**

### **1.1 Introduction**

Utilising water, and in certain instances the state land surrounding water resources, must comply with relevant legislation, as well as international norms and standards regarding sustainability and utilisation levels. In addition to compliance with international standards regarding the management of the bio-physical environment, and user satisfaction, it is important that in South Africa attention is given to redressing past imbalances, meeting basic human needs, and facilitating social and economic development.

It is the Department of Water Affairs and Forestry's (DWAFF) policy that water and associated resources are conserved and utilised in an environmentally sound and equitable manner based on integrated recreational water Resource Management Plans (RMPs) and a classification system developed in association with all stakeholders.

To achieve the objectives of the National Water Act (Act No. 36 of 1998) [NWA] it is imperative that DWAFF firstly involve all stakeholders in planning procedures ensuring that management objectives and actions reflect the needs and expectations of the communities affected by the water resource, that local development objectives are complemented by the plans, that plans reflect the conservation value of the resource and that socio-economic development opportunities are established which can redress past imbalances as a result of gender and racial discrimination.

Secondly, DWAFF should assist delegated authorities tasked with resource management in developing and refining resource management plans which include water resource management to comply with the objectives of the NWA. This includes private dams where the landowner manages the resources surrounding the dam or water resources, yet the water remains within the custodianship of DWAFF. As resource managers these resources, although private are still subject to the objectives of the NWA. Through a public-private partnership the potential of these resources can be unlocked in an equitable and sustainable manner without perpetuating old norms.

Thirdly, once a water resource has been subjected to an extensive planning procedure aimed at ensuring that the use of the water resource for recreational purposes will be sustainable it is important that the results be captured in a classification system (Geographic Decision Support System - GDSS) which can assist DWAFF, relevant government departments and authorities, communities and the private sector regarding decisions pertaining to the water resource, its utilisation for recreational purposes and the management of benefits emanating from its utilisation. This classification regarding water resources can be included in and aligned with Integrated Development Plans (IDPs) for district and local municipalities providing a framework for co-operative governance and co-coordinated regional economic development based on local needs and expectations.

Finally, the management plans and classification system provide the basis for monitoring, evaluation and auditing, by establishing objectives, systems and operational guidelines.

### **1.2 Purpose and Structure of the Guideline Document**

Without approved management plans relating to water resources utilised for recreational purposes it is difficult for informed decisions to be made, necessitating a precautionary approach to access, utilisation and development proposals, thus the purpose of this guideline

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is to provide a framework within which resource management plans are compiled, or within which existing resource management plans are evaluated and changes made.

The structure of this guideline is aimed at providing the reader with an introduction to the water use and the importance of resource management planning in order to achieve sustainability based on the objectives of the NWA. Following the need for sustainability insight is provided into the integrated approach utilised by DWAF in order to achieve sustainability regarding the use of water for recreational purposes, specifically the importance of planning, community involvement and participation, industry engagement and the establishment of an enabling framework by DWAF.

To achieve sustainability regarding the use of water for recreational purposes DWAF recognises the importance of planning as a Process which enables all stakeholders the opportunity to actively participate in the compilation of plans which affect water resources within their community. Within this guideline document roleplayers are identified and specific roles and responsibilities are allocated to each role player or stakeholder ensuring effective participation. Procedures for new plans as well as procedures for the evaluation of existing resource management plans are provided. The concluding sections provide reference to supporting documentation, monitoring and evaluation, and a conclusion.

### **1.3 Objectives of the RMP Procedure**

In order to utilise water resources sustainably for recreation it is imperative that four main areas of concern be addressed, namely:

- environmentally sound planning and management;
- equitable community participation and beneficiation;
- industry transformation and user satisfaction; and,
- effective and efficient institutionalisation.

To achieve this it is imperative that the following be undertaken:

- promotion of equitable access to water resources;
- promotion of the efficient, sustainable and beneficial use of water;
- facilitation of social and economic development;
- protection of water resources and reduce or prevent pollution and degradation thereof;
- promotion of dam and public safety; and,
- establishment of suitable water management institutions.

Thus, the main aim of RMPs will be to attain the objectives underlying sustainability and to compile functional, workable sustainable access and utilisation plans for water resources and in particular State dams, through a Process based on the attainment of harmony within the natural and cultural environment, while addressing the needs and expectations of both the community, users and visitors based on sound business principles combined with a representative institutional structure to take charge of the management of the resource in an equitable manner, thus ensuring that the Process will be consultative with interested and affected parties (I&APs) playing an essential role in the success of the final plan and implementation thereof.

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## **1.4 Background to the RMP Procedure**

With the promulgation of the NWA, both economic and social issues are receiving prominence as part of an integrated plan to sustainably manage South Africa's water resources. To effectively manage the recreational and socio-cultural use of water resources and in order for it to be appropriate management plans are required combined with representative institutional structures to take charge of the implementation thereof in an equitable manner.

The Department has developed a planning procedure that aims to compile RMPs for recreational waters, through a Process based on attaining harmony within the natural and cultural environment, while addressing the needs and expectations of the community, industry and recreators. By providing clear guidelines for the effective institutionalisation of management bodies, linked to performance criteria it is envisaged that these plans will not only be functional, but also workable.

The forerunner to this planning approach was the compilation of Zoning Plans. These plans were, however, traditionally applied only to State dams, were spatial and environmental in nature, often failing to consider economic and social issues, and lacked guidelines regarding institutionalisation, capacitation and empowerment for the implementation of these plans.

The intention with the new approach is thus to focus on implementation. Besides focusing on relevant delivery, this new approach further builds trust by showing that the needs and expectations of the host community are important and form an essential part of a participatory planning Process. Additionally, the procedure is outcome or delivery driven, as opposed to focusing on conflict resolution and management toward a compromised solution, and can be incorporated into other planning initiatives.

The RMP Process is designed to address resource management, community beneficiation and industry transformation simultaneously, and consists of seven phases, as illustrated in Figure 1 Appendix 2. The conceptual framework of the planning procedure consists mainly of the following integrated components, namely:

- A procedure to determine the encumbrances to the Process;
- A procedure to establish objectives regarding the use of water and if applicable the surrounding State land;
- A procedure to generate sufficient information regarding the bio-physical environment, the local community, the users and the management institution;
- A procedure to compile an integrated RMP; and
- A procedure for evaluation and decision-making by the Minister, or Delegated Authority (DA).

This guideline aims to elaborate on the deliverables of the RMP Process as well as provide the necessary context for its sustainable and equitable implementation.

Undertaken in this manner, it is envisaged that the potential of water resources used for recreational purposes can be unlocked through recreation and related uses while being managed and regulated in a fair and just manner.

## **1.5 The Need for Sustainability**

### **1.5.1 Defining Sustainability**

Sustainability, whether it is ecological, social or economic, is regarded as an objective of most human activities. The need to balance environmental concerns through utilisation on

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appropriate levels has resulted from awareness created by publications such as Caring for the Earth (IUCN/UNEP/WWF; 1991), the Brundtland Report (1987) and the adoption of Agenda 21 at the Earth Summit in 1992.

*"Meeting the needs of the present without compromising the ability of future generations to meet their needs" - United Nations General Assembly, 1987 - is a well-known definition of a sustainable society. The World Commission on Environment and Development says "Sustainable development is not a fixed state of harmony, but rather a Process of change in which the exploitation of resources, the direction of investments, the orientation of technological development, and institutional change are made consistent with future as well as present needs." Similarly the World Conservation Union (IUCN) defines it as:*

*"Sustainable development is a Process which allows development to take place without degrading or depleting the resources which make the development possible... In this way, resources remain able to support future as well as current generations."*

The strategic intent behind these definitions is being broadly applied to recreation and eco-tourism development and the management of the natural and cultural resource base - the real challenge being to achieve the *economic and social development goals* of government and the NWA whilst at the same time maintaining and protecting the *natural and cultural resource base*.

To ensure that water utilisation for recreation is sustainable, it is imperative that these activities and ventures should continue to provide benefits indefinitely. According to Munro (1995): *"this means that there must be nothing inherent in the Process or activity concerned, or in the circumstances in which it takes place, that would limit the time it can endure."* Additionally, it is important that the activity remains worthwhile, meeting both social and economic objectives.

Sustainable utilisation of water resources for recreational purposes is thus the development of a complex set of activities that can be expected to improve the human and environmental condition in such a manner that the improvement can be maintained. Applying the concept of sustainable utilisation requires attention being focused on development within the carrying capacity of the supporting ecosystems, resulting biophysical, socio-cultural and economic sustainability and operational environment.

### **1.5.2 Equity in Utilisation**

It is DWAF's policy that the use of water for recreational purposes shall benefit and contribute to the sustainable livelihood of the host, affected and local communities.

Despite significant changes in legislation pertaining to water and the way it is utilised specifically for sport and recreation, insignificant changes have occurred in these industries that rely on water resources for sustainability. Communities which host water resources that are utilised for recreational purposes often receive no benefit, directly or indirectly, nor do these communities understand the value of the water within their community and how they can contribute to and benefit from these water resources.

It is DWAF's belief that communities which host water resources should share in the benefits emanating from the utilisation of these resources for recreational purposes. By ensuring that these communities have both physical access to the resource, as well as access to the water-based recreation economy it will be possible to transform the industry in an appropriate and sustainable manner.

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Placing a definition on the broad concept of community highlights the complexity of the situation. The concept of community necessitates further division, distinguishing between local community, affected community and host community, where:

- local communities are communities who live within the vicinity of the resource;
- affected communities are communities who are affected by the use of the resource; and
- host communities are communities who have taken ownership of the resource and whose livelihood depends on the sustainable management thereof.

Sustainable livelihood is a combination of beneficial impacts ranging from economic, social, cultural and managerial that a resource and use have on communities.

By informing communities about both the value of water resources and the value of community involvement in ensuring the sustainability of these resources, it will be possible to get the local community, due to their geographical proximity, as well as the community affected by the utilisation and management of the resource to take an active interest in the management and utilisation of the water resource, thereby significantly contributing to the conservation, development, management and sustainability of the resource.

By ensuring the local communities move beyond merely being affected by or living close to a water resource but rather undertaking the transition to become host communities will ensure that resources can and will be protected by the people closest to and most affected by the resource.

Physical access for communities to water resources can only be sustained if communities participate in the planning Process, ensuring that their needs and expectations are realistic, attainable and manageable. Since DWAF is the custodian of the nation's water it is imperative that decisions regarding the use of water for recreational purposes should be to both the benefit of communities and the nation as a whole, thus communities must be informed and guided to understand the objectives of the NWA and that specific restrictions on the manner, purpose and extent to which water resource can be utilised, can provide these communities with broad benefits if planned, developed and managed on the principles underlying sustainability.

Accessing the water based recreation economy will enable communities to share in the benefits emanating from the utilisation of water for recreational purposes, yet will be commensurate to the contribution communities make toward ensuring the sustainability of the resource. By contributing resources such as land, and limitations to communal utilisation of resources communities can, through Community-Public Partnerships, become actively involved in development projects aimed at unlocking the potential of water resources. DWAF should however ensure that these communities are not unnecessarily exposed to risks which fall within the ambit of the private sector.

Ideally entrepreneurs from within the communities should be provided the opportunity to undertake developmental initiatives through the establishment of partnerships and concessions. Undertaken in this way local skills can be developed, in addition to broader community benefits.

In order to ensure that DWAF's policy regarding equity in utilisation of water resources for recreational purposes is achieved, the following objectives and associated strategies will be implemented:

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- The rights of communities to physically access resources for recreational purposes are protected by:
  - Determining which communities should benefit and the scope of physical access rights.
  - Ensuring that physical access for recreational purposes as well as compatibility of recreation with other uses are incorporated and considered when water resources are planned and classified.
- Equitable access to the water-based recreation economy for the community is ensured by:
  - Establishing an environment conducive to the transformation of the water-based recreation industry.
  - Developing applicable models and mechanisms covering different economic beneficiation scenarios.

### **1.5.3 The Objectives of Sustainable Utilisation**

The objective of sustainable utilisation needs to be clearly defined, specifically in terms of the desired outcome of the RMP Process. By changing the approach and focus from conflict resolution and management to the successful implementation of sustainable projects it would be possible to attain the objectives of the NWA.

A planning climate should be created where the achievement of sustainability remains the focus. By focusing on the compilation and inclusion of the RMP in broader initiatives, sustainability can be achieved.

The objectives that require definition are:

- Bio-physical and cultural environmental management norms and standards – desired state, as well as ensuring safety regarding resource utilisation;
- Community participation and beneficiation;
- Industry compliance to ensure a safe operational environment leading to user satisfaction levels; and
- Representative institutional structures for the effective and efficient management of the water resource and related utilisation.

### **1.5.4 Integrated Planning, Ensuring Sustainability**

Critical to sustainable development is the integration of planning initiatives at local, provincial and national level.

Detailed planning and implementation happens at local and provincial level guided by national policies. The authorisation of water used for recreation must be linked to these various planning initiatives and approved plans. Additionally, water resources must be included in planning initiatives such as IDPs and related Processes to ensure that these initiatives contribute to attaining the objectives of the NWA, and comply with the policies related to the use of water resources for recreational purposes.

The package of plans available at local government level includes:

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- Long Term Development Frameworks;
- IDPs;
- Spatial Development Framework (SDF), incorporating Rural Development Framework (RDF);
- Local Area Development Plans;
- Precinct Plans; and
- Land Use Management Systems.

Within these packages of plans, and emanating from provincial Land Use Management Systems, and RMPs will be classified as management plans within specific Management Areas. Management Areas are defined as areas which have a distinct set of policy guidelines or statements of intent which influences and facilitates its development in a unique or specific manner. Ideally these areas must be incorporated and included in the IDPs as an overlay to the Planning Scheme Maps.

Each management area should have a management plan compliant to the requirements for RMPs. The broad spectrum of management areas available to local government for incorporation in IDPs, specific areas regarding DWAF include:

- areas of water production;
- catchment management;
- water resources; and
- dams.

Based on the requirements for RMPs, management areas will require detailed plans, called Management Area Plans at local level, and should include aspects such as:

- visions and policy statements for the specific area;
- general guideline for development;
- area specific schematic plans;
- environmental management plans;
- zoning plans; and
- institutional structuring.

To ensure integration, DWAF will prioritise departmental support for the compilation of RMPs to projects which ensure alignment with IDPs and related planning frameworks, according to a prioritisation strategy.

Despite departmental support being prioritised according to set criteria, initiatives regarding the compilation of RMPs by communities, Non-governmental Organisations (NGOs) and other interested parties can be undertaken, yet the funding for these initiatives must be attained externally.

When developers require a RMP for a water resource, the onus will resort with the developer to contract an independent consultant to undertake the study, submitting relevant documentation to the Department for approval. All aspects pertaining to the planning procedure must be complied with, ensuring that the objectives of the NWA, together with government objectives in general can be attained, and that the use of water for recreational purposes is equitable, acceptable and manageable.



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## **1.6 Legal Framework**

Sustainability is a concept that is often used yet seldom understood, and as such requires proper plans to ensure that all aspects pertaining to sustainability – resource management, community involvement and beneficiation and sound business principles based on clear and achievable policies – are addressed simultaneously rather than sequentially. To achieve this, DWAF has developed a planning procedure which has sustainability as its ultimate aim, yet recognises the importance of systematic procedures guiding the attainment of this aim. This section focuses on the need and scope of plans, including the legal framework; the role-players; and the Process.

### **1.6.1 The Power of Planning**

Without a plan guiding the sustainable utilisation of water resources for recreational purposes it is virtually impossible to ascertain whether the goal of sustainability is being achieved. Water resources are extensively utilised for recreational purposes yet in the past these resources have never been planned and most recreational utilisation has been undertaken in an ad hoc and uncoordinated manner often leading to conflict. It is envisaged that through proper planning, involving all stakeholders it would be possible to achieve sustainability.

### **1.6.2 The Scope**

Despite the powers that the Minister has over government waterworks in terms of Section 113 of the NWA, the objectives of integrated resource management planning extends to all water resources as defined by the NWA, and includes a watercourse, surface water, estuary, or aquifer. A watercourse in turn means a river or spring, a natural channel in which water flows regularly or intermittently, a wetland, lake or dam into which, or from which, water flows, and any collection of water which the Minister may, by notice in the Government Gazette, declare to be a watercourse.

### **1.6.3 Legal Framework**

The purpose of the NWA (Section 2) is to ensure that the nation's water resources are "*protected, used, developed, conserved, managed and controlled*" in ways which take into account amongst other factors:

- the meeting of basic human needs of present and future generations;
- promoting equitable access to water resources;
- redressing the results of past racial and gender discrimination;
- promoting the efficient, sustainable and beneficial use of water in the public interest;
- facilitating social and economic development;
- providing for a growing demand for water use;
- protecting aquatic and associated ecosystems and their biological diversity;
- reducing and preventing pollution and degradation of water resources;
- meeting international obligations;
- promoting dam (and public) safety;
- managing floods and droughts; and
- establish suitable institutions to ensure appropriate community, racial and gender representation.

Additionally, Section 3(1)-(3) states that:

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- (1) As the public trustee of the nation's water resources the National Government acting through the Minister, must ensure that water is protected, used, developed, conserved, managed and controlled in a sustainable and equitable manner, for the benefit of all persons and in accordance with its constitutional mandate.
- (2) Without limiting subsection (1), the Minister is ultimately responsible to ensure that water is allocated equitably and used beneficially in the interest, while promoting environmental values.
- (3) That the National Government, acting through the Minister, has the power to regulate the use, flow and control of all water in the Republic.

Various water uses have been identified in Section 21 of the NWA, including *using water for recreational purposes* - Section 21(k).

The recognition of the use of water for recreational purposes is an important and significant inclusion for a non-consumptive water use, emphasising the Department's commitment to the integrated management of water resources.

Section 26(1) of the NWA states that the Minister may make regulations for, amongst other:

- (a) limiting or restricting the purpose, manner or extent of water use;
- (b) requiring that the use of water from a water resource be monitored, measured and recorded;
- (n) prescribe procedures for the allocation of water by means of public tender or auction.

These regulations may according to Section 26(2):

- (a) differentiate between different water resources and different classes of water resources;  
and
- (b) differentiate between geographical areas.

When making regulations Section 26(4), the Minister must take into account all relevant considerations, including the need to:

- (a) promote the economic and sustainable use of water;
- (b) conserve and protect water resources or, instream and riparian habitat;
- (c) prevent wasteful water use;
- (d) facilitate the management of water use and waterworks;
- (e) facilitate the monitoring of water use and water resources; and
- (f) facilitate the imposition and recovery of charges.

As part of the proposed policy regarding the use of water for recreational purposes, specifically the management of water resources, and to attain the objectives of the NWA, DWAF requires RMPs to be compiled as decision support mechanisms. These plans need to address environmental, social and visitor constraints, as well as institutional structures to manage the water resource.

To effectively unlock the potential of water resources it is important that a RMP be drafted to address the following aspects in principle:-

- water use;
- adjoining land use and development;
- environmental management; and

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- institutional structuring.

The power to regulate and control **water use**, is governed by the NWA, with particular relevance to Chapter 4 and Section 113 relating to State dams. DWAF is thus the lead organisation for water resource management and regulating water use.

Use of land adjoining water resources are closely related to the use of water for recreational and associated purposes and must thus also be addressed in the planning procedure. The power to regulate and control the **use of State land** adjacent to the water resource, however, is governed by the Department of Land Affairs (DLA) or the Department of Public Works (DPW).

Land ownership - the most inalienable right to something only as limited by legislation or regulation - and management responsibility need to be ascertained prior to any detailed planning being undertaken. Once the question of ownership has been answered, management responsibility must be defined, as well as where the power to dispose of rights is vested, as well as what rights are vested in the land.

All national State land is vested with the DLA or DPW, and as custodians all availing of State land is undertaken by these departments, in consultation with the user department or manager, according to specific procedures.

Rights that are vested on the land could influence the planning and development potential of the land, and include rights such as grazing, servitudes, mineral, mining, development, harvesting, access and utilisation, etc. These rights must be investigated to determine who has the right and for what period. These Processes are undertaken to ascertain whether or not there are any encumbrances associated with the land. Various techniques can be utilised to check encumbrances, including:

- Deeds office search (for land held in Trust, registered servitudes, etc.);
- Tribal proclamations (not 100% reliable – distinguish ownership and jurisdiction);
- Restitution claims;
- Participating Rural Appraisals; and
- Clues: Former South African Development Trust land in former homeland areas is likely to be subject to underlying rights, graves and ancestral sites, sites of heritage significance, use, occupation and access.

Where land is privately owned, the rights are fully vested in the owner, and are only limited through legislation, regulations or servitudes. Where the land is State owned, either fully or nominally, it is imperative that the management responsibility be clearly defined.

The Minister of Water Affairs and Forestry may make regulations in respect of State owned land surrounding water resources, specifically government waterworks, in terms of section 116 of the NWA, where it is deemed necessary for the management, control and the use of the water of a government waterwork for the purposes mentioned in Section 2 of the NWA.

Land use options investigation should address the option or combination of options that yields the best income, and should address financial, environmental, social and visitor/user satisfaction to ensure sustainability.

“Each proposed land development area should be judged on its own merits and no particular use of land, such as residential, commercial, conservation, industrial, community facility,

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mining, agricultural or public use, should in advance or in general be regarded as being less important or desirable than any other use of land.” (Development Facilitation Act, Act No. 67 of 1995)

The land surrounding water resources can often be used for more than one purpose, and where multiple land-use options can increase the yield from the land it is important that the option which can best provide these benefits, and address the objectives of the NWA be selected.

As an integrated planning procedure, the RMP Process addresses both the institutional structure required to effectively manage the water resource, as well as the site planning parameters (environment, community and visitor) resulting in a management plan specific to the site. Both the proposal regarding the institutional structure and the management plan are consolidated into a RMP, which will serve as guide for the development and management of the water resource.

In view of the foregoing, RMPs will thus in most cases be developed through a Process of **co-operative governance** and **stakeholder participation**, with DWAF facilitating these Processes.

## **1.7 Role Players**

The distinctly different roles and responsibilities of the stakeholders, and their relationship towards each other and toward the steps in the planning procedure are imperative in the successful compilation of a RMP.

Due to the integrated, open and harmonised approach to the RMP procedure, various role players can be identified:

- Process initiator;
- Process facilitator;
- I&APs;
- DWAF; and
- Planning partners including DLA, DPW, Department of Transport; National Treasury; Department of Environmental Affairs and Tourism (DEAT), Local Government, etc. as custodians of assets and resources responsible for authorising the access to, utilisation and development thereof.

### **1.7.1 Process Initiator**

The initiator of the Process can be either a DWAF Regional Director, or CMA, responding to a regional need, a DWAF Head Office or Cluster Manager responding to a national need, or a need of any other relevant authority or community who requires the compilation of a RMP, to assist in the unlocking of the potential of the water resource and where applicable surrounding State land.

Since the Process is to ensure the attainment of the objectives of the NWA, it is essential that the Process initiator clearly understands that the Process is open, consultative and transparent, focusing on finding the most appropriate and acceptable options for utilisation in the public interest.

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The Process initiator is responsible for the financial cost involved in the compilation of the RMP, except where DWAF accepts the responsibility in terms of the NWA and based on available budget and priorities.

The Region or CMA is responsible to appoint a Process facilitator who will be responsible for the procedural requirements of the RMP procedure, and for ensuring that the Process facilitator has no financial or other interest in the undertaking of the planning procedure, except from complying with the procedural guidelines.

### **1.7.2 Process Facilitator**

The Process can be facilitated by a DWAF official, an official from any other authority or by an independent facilitator (professional service provider) on behalf of the Process initiator.

The Process facilitator is responsible for the Process facilitation in terms of:

- setting of objective;
- research – information collection and collation;
- managing public consultation;
- producing thorough, readable and informative reports;
- information storage; and,
- strategic planning procedures.

Additionally, the Process facilitator is responsible for all Processes, information, plans and reports produced, and making this information available to the relevant authority and public.

### **1.7.3 Interested and Affected Parties (I&APs)**

The I&APs are responsible to provide input and comments during the various stages of the RMP planning procedure. These inputs and comments must be within the specific time frames and must be in the interest of the environment and community.

Placing a definition on the broad concept of community highlights the complexity of the situation. Jokingly referred to as “a group of disparate individuals all with hidden agendas” the concept of community necessitates further division, distinguishing between local community, affected community and host community, where:

- Local Communities are communities who live within the vicinity of the resource;
- Affected Communities are communities who are affected by the management and use of water resource; and
- Host Communities are communities who have taken ownership of the resource and whose livelihood oftentimes depends on the sustainable management thereof.

#### **1.7.3.1 Resource Managers**

Resource managers are tasked with the responsibility of ensuring that the resources, both natural and cultural, surrounding water resources are protected and managed in a manner that contributes to attaining the objectives of the NWA. Critical to the successful management of the resources is the delegation of powers which enables these managers to manage effectively and efficiently.

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### 1.7.3.2 Industry

The strategic context and key principles behind the notion to develop water resources on the basis of partnerships with the private sector include:

- Opening up / releasing under-utilised potential;
- Creating a positive investment environment - attractive to the private sector;
- Engendering a positive development momentum into the Process;
- Ensuring financial sustainability;
- Ensuring environmental sustainability;
- Ensuring legal sustainability;
- Contributing to employment and growth;
- Contributing to economic empowerment; and
- Contributing to local infrastructure and services.

It is however important to note that acceptance of the need to involve the private sector does not in itself secure investment. The private sector needs sufficient incentives to encourage it to invest its money in a development project. Quite simply, private sector interest is based on three primary goals - the ability to "*Make a Profit*", to "*Grow the Business*" and/or to "*Create a Saleable Product*".

The role and functions of the private sector thus in such partnerships will include:

- Investment in the water-based recreation industry;
- Operate and manage products efficiently and profitably;
- Advertise and promote individual services and products as well as for the country – locally, regionally and internationally;
- Continuously upgrade skills of the workforce by continuously providing training and retraining;
- Continuously refurbish facilities and equipment;
- Satisfy customer needs by providing quality products and services;
- Develop and promote socially and environmentally responsible recreation;
- Ensure the safety, security and health of visitors and recreators in collaboration with the government and other private sector members;
- Collaborate with the government in planning and marketing;
- Involve local communities and previously neglected groups in the water-based industry through establishing partnership ventures with communities, out-sourcing, purchase of goods and services from communities (e.g. poultry, herbs, vegetables and other agricultural supplies, entertainment, laundry services, etc.);
- Enable communities to benefit from water-based recreation opportunities, for example communities benefiting directly from new reticulation systems and village electrification programmes developed through tourism investment in rural areas;
- Operate according to appropriate standards;
- Efficiently organise itself to speak with one voice; and
- Represent the interests of private business on the boards of the major national and provincial recreation and tourism bodies.

(Adapted from White Paper on the Development and Promotion of Tourism in South Africa, 1996)

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### 1.7.3.3 Communities

Besides hosting water resources within their locality, communities have a critical and essential role to play.

Broadly the role of communities within water-based ventures thus should be to:

- Organise themselves at all levels (national, provincial and local) to play a more effective role in the water-based recreation industry and interact with government and role players at all levels;
- Identify potential resources and attractions within their communities;
- Exploit opportunities for recreation related training and awareness, finance and incentives for development;
- Participate in all aspects of recreation, including being recreators and tourists;
- Support and promote responsible and sustainable development;
- Oppose developments that are harmful to the local environment and culture of the community;
- Participate in decision-making with respect to major developments planned or proposed for the area;
- Work toward enhancing the positive benefits and minimise the negative impacts;
- Organise themselves to maximise the sharing of information and experiences, possibly through financial assistance by local governments;
- Have a representative voice in all recreation structures at national, provincial and local levels;
- Encourage the press, particularly radio and the print media to proactively provide relevant information and awareness to communities;
- Work closely with NGOs to educate communities concerning the water-based recreation industry and engender awareness;
- Make information on community resources and attitudes transparent and accessible to all levels of national, provincial and local governments;
- Sensitise the private sector, tourism parastatals, environmental agencies and NGOs to the importance of communities' involvement in such development;
- Actively participate in and promote a responsible industry; and
- There is also a strong wish from the local communities in South Africa for a share in the equity stake related to recreation ventures where ownership is placed high on the agenda - there are thus essentially three roles along a *risk continuum* where communities could become directly involved in an eco-tourism and recreation project, including as:
  - *Customers* who will purchase goods or services from the project;
  - *Participants* who are employed within the project or alternatively who seek to set up businesses in and around the project; and/or
  - *Investors* who may wish to invest their money and resources in the project as a whole.

Acknowledging that communities may wish to become involved in a high-risk role as an investor in a recreation venture, opportunities for such investment need thus to be considered. Essentially there are two investment components - communities may invest either in the capital development of a project or if the developer and operator are different entities separately in the operational side:

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- Capital investment essentially includes land and buildings, boats and related infrastructure. In most cases the communities could contribute land to the development in return for which they would receive a concession fee based possibly on a fixed rental or a percentage of turnover. These costs (fixed rental or variable percentage based concession) could become a significant cost component against the operating company; and
- Operating investment that may require working capital and operating expenses. Where communities seek an equity share in the operating company itself they would need to take responsibility to provide their share of the working and operating capital at the outset and throughout the life cycle of the project.

Thus, to achieve sustainable participation it is necessary to position the “community based” issue in terms of their most likely and effective entry point. This is vital specifically in as far as the creation and management of expectations is concerned. Too early and unnecessary and unachievable expectations are created within the community, too late and there is dissatisfaction at the lack of participation.

(Adapted from White Paper on the Development and Promotion of Tourism in South Africa, 1996)

#### 1.7.3.4 Authorities/Policy Makers

The role of DWAF, together with its relevant partners (DPW, Department of Trade and Industry (DTI), DLA etc.), in context of these guidelines is primarily to create the enabling environment for recreation opportunities, community involvement and the ultimate release of its dormant assets and is thus aware of its responsibility to provide the relevant policies, plans and legal framework in this regard.

The national imperative apart, provincial government is responsible for providing a socio-political framework that will ensure that a project has every prospect of success. In this regard, provinces will need to assume responsibility for their relevant regulatory framework so as to deter any activities that will have a negative impact on the environment. They will also need to provide assistance and guidance to communities with regard to their responsibilities within partnerships and transactions. In most instances the provinces will also be required to facilitate the development of infrastructure necessary to enhance the status of a destination.

In terms of the Constitution, the objectives of local government are to:

- provide democratic and accountable government for local communities;
- ensure the provision of services to communities in a sustainable manner;
- promote social and economic development;
- promote a safe and healthy environment; and
- encourage the involvement of communities and community organisations in the manners of the local government.

The core elements therefore of the role of government are:

- Creation of the enabling environment;
- Facilitation, co-ordination and implementation;
- Strategic planning and policy-making;
- Regulatory functions and monitoring Processes;
- Ensuring and contributing to quality of life;



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- Promotion of socio-economic development;
- Ensuring that the social, cultural, economic and physical impacts remain within the limits of acceptable change by:
  - Setting standards;
  - Monitoring impact;
  - Providing development objectives and guidelines; and
  - Recognising excellence in sustainable water-based recreation and ecotourism development.

Additionally, government must align planning procedures to ensure effective delivery and reduce duplication while providing benefits to local communities. Through the Local Government: Municipal Systems Act (Act No.32 of 2000)[MSA], plans such as the RMP can be included in the IDPs and Local Development Objectives (LDO) for a specific area.

#### **1.7.4 Department of Water Affairs and Forestry**

Due to DWAF's multiple functionality, several different officials and components may become involved with the compilation of a RMP at different stages and for different reasons.

WA&IU is the component responsible for checking compliance of the planning procedure to ensure that the RMP meets the objectives of DWAF, yet must consult with other directorates, authorities and parties.

The various role players within DWAF are:

##### **WA&IU:**

WA&IU is the component responsible for ensuring that the policies and protocols are developed, and to audit the implementation at a strategic level, regarding how to deal with the compilation of a RMP. WA&IU is responsible for communicating with other directorates regarding the policies pertaining to the compilation of the plan.

##### **DWAF Project Officer (PO):**

The relevant manager will appoint an official who is experienced in the compilation of RMPs and is familiar with the roles and responsibilities of the various stakeholders.

The PO is responsible for:

- Providing Process initiator with Integrated Resource Planning Guideline document;
- ensuring that the Process complies with the relevant regulatory requirements;
- ensuring intergovernmental cooperation and coordination in the Process;
- acquiring adequate information to make informed decisions and recommendations;
- communicate between the Process initiator, Process facilitator and WA&IU;
- monitoring progress of the planning procedure;
- ensuring the Process of RMP compilation is in accordance with agreed guidelines, procedures and timeframes;
- managing the Process of receiving comments on the RMP from the stakeholders; and
- ensuring that the decisions are recorded and that the Process initiator is informed in writing regarding the status of the planning procedure.

##### **DWAF Consultative Parties (DWAF Parties):**

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Relevant components in the Department who need to be consulted during the compilation of a RMP, to ensure that the RMP attains the objectives of the NWA. These components provide guidelines regarding water use and include:

- Institutional Oversight:
  - Water Management Institutions Governance
  - Stakeholder Empowerment
  - Water Resource Finance and Pricing
- Water Use:
  - Water Allocation
  - WA&IU
  - Waste Discharge and Disposal
- Regional Offices
- Legal Services
- Land Matters

The responsibility of the DWAF Parties is to ensure that the required input and recommendations regarding the RMP are provided efficiently and timeously.

**DWAF Investigative Components:**

Components in DWAF that provide technical support and information to the RMP procedure include, amongst other:

- Resource Directed Measures
- Information Management:
  - Business information
  - Hydrological information
  - Resource Quality information

The responsibilities of these components are to provide input into the level and extent of research to be undertaken, and to evaluate the quality thereof.

**Delegated Authority (DA):**

The DA is the DWAF official who has been delegated to take a final decision with regard to the RMP (Current delegations are contained in “Delegation of Powers and Duties in terms of the NWA” [See Appendix 1: Supporting Documentation, also [RWU DA1](#)]). The DA is responsible for ensuring that:

- the RMP is in accordance with objectives of the NWA;
- the proposed plan will attain objectives of the NWA; and
- the RMP has been compiled in a procedurally correct and just manner.

The final decision to sanction a RMP is vested in the DA, yet will be based on the recommendation of the PRO, WA&IU and where appropriate the Advisory Committee.

**Advisory Committee (AC):**

An AC, with the objective of offering advice based on social, economic, bio-physical and technical knowledge should be established for the project or for the region. This AC can also advise on the RMPs due to their knowledge base, consisting of Departmental expertise from the various directorates of DWAF, as well as community, racial and gender representation.

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The responsibility of the AC is to ensure that the RMP is being correctly applied and that the objectives of the NWA should be attained through the procedure being used.

### **1.7.5 Planning Partners**

DWAF as the custodian of water in South Africa only has the right to use State land for water management purposes. Various other departments must participate in the planning procedure to ensure that not only are the objectives of DWAF attained, but also the objectives of other departments as well as government in general.

All national State land is vested either with DLA or DPW. Decisions regarding access, use and development resorts with these departments and not with DWAF, thus necessitating joint planning to effectively unlock the potential of water resources utilised for recreational purposes.

Vessel safety requirements resort with the Department of Transport, necessitating joint planning to ensure that concessions and vessel requirements comply with relevant legislation and regulations.

The use of State assets is governed by National Treasury Regulations, requiring DWAF to plan concessions in compliance or association with National Treasury, guided by the *Draft* Tourism Public Private Partnership (PPP) Toolkit.

Developments subject to the Environment Conservation Act (Act No. 73 of 1989)[ECA] or National Environmental Management Act (Act No. 107 of 1998)[NEMA] requirements regarding authorisation in terms of Environmental Impact Assessment Regulations must be co-ordinated with DEAT.

Carefully co-ordinated, these planning and authorisation Processes can be aligned ensuring an efficient and effective procedure, compliant with government objectives pertaining to co-operative governance.

## **2. PROCEDURE**

The RMP Process, schematically illustrated in Figure 2 Appendix 2, provides guidance regarding the Process towards a decision regarding the utilisation and management of water resources and where appropriate the State land surrounding them.

Seven stages typify a complete planning Process, with each phase culminating with specific milestones ensuring that the phase is complete enabling effective and efficient execution of the next phase. Critical to the success of the RMP Process is the opportunity for stakeholders to appeal against specific issues, approaches or decisions. Non-participation by stakeholders in the Process does not constitute grounds for appeal, resulting in unnecessary delays and confusion. Appeals should be based on procedural problems, content or decisions.

Each stage of the planning procedure has a particular purpose and objective, involves a specific type of action or outcome that influences the decision regarding utilisation. These decisions take the form of:

- Acknowledgement;
- Confirmation;

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- Acceptance; or
- Recommendation.

Decisions regarding procedural stages are made by the PO in consultation with the WA&IU and the AC. The decision to accept the RMP can only be made by the DA.

Each stage ends by informing the Process initiator in writing regarding the status of the planning procedure.

## **2.1 New RMPs**

When no management plan exists for a specific water resource, and a decision is made to prepare a plan for the sustainable utilisation of the resource for recreational purposes, a full RMP Process should be undertaken. This procedure entails seven broad phases, which consist of:

- Phase 1: Evaluating Process trigger
- Phase 2: Project preparation & encumbrance survey
- Phase 3: Objective identification
- Phase 4: Research/information generation
- Phase 5: Integrated management, zoning and institutional planning
- Phase 6: Evaluation and decision making; and,
- Phase 7: Operationalisation.

The following sections provide a description of each phase, broad outlines regarding the purpose of the phase and implementation guidelines. These phases are all important and the success of each phase is based on the level to which the preceding phase has been completed and accepted by each of the stakeholders.

### **2.1.1 Phase 1: Evaluating Process Trigger**

#### **DEFINING THE PHASE**

The need to compile a RMP can either come from DWAF or from a local, provincial or national department, local host community, private company, individual, NGO or other interested parties. The need for a RMP, as well as the specific objective will vary according to the source of initiation, as well as specific location of the water resource.

The proponent of the Process must clearly understand the implications of the RMP procedure and the role that they as initiator will need to play. The Process initiator needs to contact DWAF, to inform them of the intention to undertake the RMP Process, after which the Department will make RMP procedural guidelines available. Upon special approval by the Chief Director: Water Use, WA&IU could be requested to facilitate the Process, or the Process initiator can undertake the Process facilitation based on the procedural guidelines.

Various trigger events can be the catalyst for the decision to undertake a RMP, and include aspects such as:

- Identification of socio-economic development potential;
- Possibility for community beneficiation and redress;
- Conflict amongst users;
- Concerns regarding carrying capacity and thresholds of users; and

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- The identification of the need for a RMP by local communities based on qualification criteria as per Appendix 3.

#### PURPOSE OF THE STAGE

The purpose of this stage is to establish the motive for undertaking the RMP Process, clarifying the guidelines and procedural steps and ensuring that the roles and functions of role-players are clearly understood.

#### EXECUTION & GUIDELINES

During this stage it is essential that the Process initiator determine:

- the probable need for a RMP in terms of the objectives of the NWA;
- the legal provisions that could be applicable to the area;
- who the various authorities that should be included are; and
- who will be responsible for facilitating the Process.

The DWAF official who handles the initial enquiry into a RMP may contact the WA&IU to determine the need for a RMP, and establish the responsibility for initiating the Process.

The DWAF official must:

- inform the proponent in writing regarding the procedural steps required to compile a RMP;
- provide the proponent with guidelines regarding the RMP procedure;
- request the proponent to discuss the procedure and idea with WA&IU; and, if requested,
- inform WA&IU regarding the proposed RMP procedure.

The Process initiator will allocate an official (i.e. PO) to take primary responsibility for the verification of the RMP compilation procedure, and it is the responsibility of this official to, *inter alia*:

- verify contact details of Process initiator and Process facilitator;
- verify that the Process facilitator has relevant guidelines regarding the compilation of a RMP;
- establish whether there are any limitations, Processes or encumbrances which negate the need for a RMP; and
- the intent to compile a RMP is acknowledged in writing to the proponents of the RMP.

#### **2.1.2 Phase 2: Project Preparation & Encumbrance Survey**

##### DEFINING THE PHASE

To ensure the effective addressing of the objectives of the project, as well as the NWA it is important to ascertain whether any encumbrances exist which could influence the project and what information would be required to allow for effective decision-making regarding the RMP.

##### PURPOSE OF THE STAGE

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The purpose of this stage is to ascertain whether encumbrances exist and the most appropriate approach to the project planning procedure, as well as evaluate the specific techniques to be utilised to obtain baseline information.

Based on this the PO must recommend whether they are satisfied that the scope of the research phase would be acceptable to DWAF, that the extent of the investigation would be sufficient, and that the proposed techniques, including public consultation are acceptable to DWAF.

This acceptance culminates in a recommendation to the project initiator, for a decision, regarding the project outline, which is recorded, and acknowledge that the terms of reference are accepted by DWAF and will serve as guideline for the project planning procedure.

Critical to the success of RMPs is the establishment of an intergovernmental forum consisting of all relevant Government Departments and institutions. Through this forum support can be obtained for both the Process and the implementation. The establishment of these forums are empowered by and based on the principles of the Intergovernmental Relations Framework Act, 2005 (Act 13 of 2005)

#### EXECUTION & GUIDELINES

The responsibility of the PO during this stage is to ensure:

- whether DWAF has the right to accept a RMP for the water resource, or whether this right is vested elsewhere; and,
- that the Process facilitator undertakes a study to ascertain whether any encumbrances on the water resources and surrounding State land exists.

After acknowledging in writing that the need and mandate to sanction a RMP is vested with DWAF, the Process facilitator must be requested to submit a Scope of Project Plan report to the PO for evaluation and acceptance. This report should contain the following:

- Project motivating factors
- Outline of objectives
  - Name and contact details of Process initiator
  - Name and contact details of Process facilitator
  - Brief description of water resource and surrounding State land if applicable
  - Description of Process triggers
    - Environmental
    - Social
    - Development
    - User needs and expectations
    - Etc.
  - Map of water resource showing boundaries, ownership, rights, infrastructure, adjacent land uses, important environmental and cultural features, etc.
- Summary of encumbrances
  - Legal
  - Biophysical
  - Social
  - Operational
- Description of planning procedure
  - Establishment of the intergovernmental forum

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- Discussions to be undertaken
  - Relevant authorities
  - Public consultation
  - Conservation bodies
  - Industry
- Baseline information collection (method and technique)
  - Institutional
  - Environmental
  - Social
  - Industry
  - Users
- Outline of Background Information Document (BID)
  - Structure and format in which research report will be presented

Before the Process facilitator can embark on the project, it is imperative that the PO approve the Scope of Project Plan, and this recommendation be forwarded to the Project Initiator for discussion. The Project Initiator will acknowledge the Scope of Project Plan and request the Process facilitator in writing via the PO to undertake the Process.

The recommendation of the PO will be based on an evaluation of the following:

- Legally DWAF has mandate over the water resource;
- Legally DPW or DLA has mandate over the surrounding State land;
- Tasks to be undertaken should be adequately addressed, using the method and techniques suggested;
- Scope of Project Plan is sufficient to address concerns; and,
- Provision for public consultation with stakeholders – I&APs, is sufficient and adequate.

If the information is inadequate the PO can recommend that the Process facilitator provide additional information before forwarding the recommendation to the Project Initiator for a decision.

A decision must be made regarding the status of the planning procedure and this decision must be recorded. If the planning Process can proceed from a legal perspective the Process initiator is informed via the Process facilitator, and the objectives acknowledged in writing.

When the planning Process can not proceed due to encumbrances or statutory constraints, or where the objectives do not comply with the purpose of the NWA, the PO forwards the proposal, with the recorded reasons for this recommendation through the Director WA&IU to the DA for a decision, which will be forwarded to the Process initiator and facilitator. The applicant must be informed of any negative comments and be provided an opportunity to respond.

Before the Process initiator is expected to undertake expensive studies during the research and strategic planning stages, it is imperative to ascertain whether DWAF has the right to sanction such a Process from a statutory perspective and from the objectives of the NWA.

The PO, together with the AC must therefore validate the planning procedure and objective from a statutory perspective to determine:

- whether the planning procedure should be undertaken;
- whether DWAF has the right to sanction such planning procedure;

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- whether there are any encumbrances, both on the water and surrounding land which could influence the plan; and
- whether DWAF has not already undertaken or sanctioned such a RMP.

Where any uncertainty exists regarding ownership or encumbrances the Process initiator can be requested to undertake an encumbrance survey to verify ownership, vested rights and other encumbrances.

### **2.1.3 Phase 3: Objective Identification**

#### DEFINING THE PHASE

The objectives of the plan need to be clearly defined regarding environmental management goals and standards, community benefits, compliance with industry norms and standards and user satisfaction levels. By clearly defining the objective that is envisaged with the RMP, and then determining the critical path to attain these objectives, it is possible to create a planning environment that is conducive to the outcome of sustainable development.

Part of this phase is the nomination of representatives to serve on a technical task team which will guide the detail planning on behalf of the broad stakeholders and specific sectors within the broad stakeholder grouping.

#### PURPOSE OF THE STAGE

In order to facilitate a planning procedure aimed at the compilation of a RMP, it is essential to clarify the objective to be met by the planning procedure. Instead of focusing the public participation on conflict resolution and management the focus can now be on the implementation of the project, where the achievement of a common goal or set of objectives is paramount. By disassociating the planning procedure from the conflict of interest inherent to I&APs it is possible to create a plan which focuses on attaining the objectives of the NWA.

Additionally, stakeholders must be requested to nominate representatives within the specific sectors to participate in the detail planning on behalf of the sectors.

#### EXECUTION & GUIDELINES

The Process facilitator must consult with all stakeholders in order to ascertain common goals and objectives, and formulate these into a single document which must address specific objectives for the RMP, including:

- Protecting and managing the water resource;
- Acceptable levels of development;
- Community beneficiation
  - Economic
  - Social
  - Equity
- Industry growth
  - Norms and standards
  - Opportunity development
  - Potential
- Users
  - Satisfaction levels



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- Needs and expectations
- Institutional options and relevance

Effectively, the objective should address the following questions:

- What do we want?
- How are we going to achieve this?
- Who will be involved?
- By when would we like to achieve our goals?
- Why would we want to achieve our goals?

After setting both the general and specific objectives, it is important to request stakeholders to identify and nominate representatives to serve on a Technical Task Team (TTT). This TTT will be responsible for assisting the project team in the detail planning of the RMP to ensure:

- That the needs and expectations of the sector they represent are incorporated in the plan; and
- Liaison with the individual members of the specific sector they represent.

The responsibility of the PO during this stage is to ensure:

- whether the objectives proposed by the Process facilitator comply with the objectives of the NWA; and,
- that the Project Initiator is informed of the intention and that the proposal is formally recorded with the Project Initiator.

Based on the encumbrance survey the objectives need to be clearly defined, the PO must evaluate the proposal to ascertain whether the objectives as proposed comply with the objectives of the NWA.

If the planning Process is put on hold due to inadequate information, the Process facilitator is requested to clarify concerns or revise objectives for resubmission and evaluation.

The objective definition document should contain the following information:

- Name, address and contact details of Process initiator and Process facilitator;
- A brief description of planning procedure;
- A description of the water resource and surrounding land, including boundaries and title deeds;
- A map of the area, clearly showing boundaries;
- A brief description of properties, vested rights and any other encumbrances, and
- A detailed description of objectives to be attained through the planning procedure.

#### **2.1.4 Phase 4: Research/Information Generation**

##### DEFINING THE PHASE

The RMP must be based on the specific constraints and potential of the water resource and surrounding State land. This research should form the basis of all strategic planning and thus must be both complete and reliable, resulting in a research report which provides insight and guidance.

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## PURPOSE OF THE STAGE

Based on the outcome of the Scope of Project Plan including the Encumbrance Survey and Objective Definition Document a detailed Research Report must be prepared and submitted by the Process facilitator.

The information contained in the Research Report must be available to provide relevant information to decision-makers regarding the sustainable utilisation of the water resource and where applicable surrounding State land, and must serve as decision-making guideline tool, guided by the objectives set for the resource and any limitations due to encumbrances.

## EXECUTION & GUIDELINES

Based on the approval of the Scope of Project Plan, and its associated Terms of reference, the Process facilitator will be requested to collect and collate information into a Research Report. The Research Report must contain the following:

- Name and contact details of Process initiator
- Name and contact details of Process facilitator
- Summary of Process objectives
- Summary of encumbrance survey
- Detailed information sections:
  - Current institutional structure
  - Bio-physical data
  - Cultural data
  - Socio-economic data
  - User data
  - Hydrological information pertaining to water levels, specifically safe operational levels and levels where the use impacts on water quality

The Research Report must be submitted to the PO for review, and if it is deemed necessary and advisable the report can be subjected to review by the AC, specialists and stakeholders, which could involve general public as well as I&APs.

The specialist review may be undertaken when the water resource and surrounding area are highly sensitive and therefore require a technical assessment, or where the PO feels that it lacks the necessary expertise to assess the report.

The general aim of review is to ensure that the information contained in the research report is accurate, and that the procedures and techniques used to obtain the information is acceptable. Comments from the stakeholders and I&APs, should be requested within a stated time period, and have the advantage of ensuring that the information on which decisions will be based is accurate.

In order to determine whether the report is acceptable, the review of the Research Report should be based on whether:

- the Process followed in acquiring information is acceptable;
- the information provided complies with the Scope of Project Plan;
- the Encumbrance Survey and Objective Identification Document been incorporated;
- there has been sufficient and acceptable consultation with I&APs;

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- the information is accurate, unbiased and credible; and
- any additional information would be required for the strategic planning phase.

The PO must accept the information in the report and acknowledge that this information complies with the Scope of Project Plan and the terms of reference for the Research Proposal.

### **2.1.5 Phase 5: Integrated Management, Zoning and Institutional Planning**

#### DEFINING THE PHASE

In order to complete the RMP it is essential that the information obtained in the previous stages is utilised as planning input.

#### PURPOSE OF THE STAGE

The purpose of this stage is to evaluate the information in order to ascertain what could be done based on the specific constraints and parameters of the various input factors such as biophysical, cultural and socio-economic, institutional and needs of users, and by preparing an integrated management plan, specific site plans, zones, implementation programmes and plans, as well as institutional proposals through strategic planning workshops and participation exercises and consolidating these into a draft RMP.

Additionally, DWAF can provide guidance regarding strategic Process support for the successful implementation of recommendations emanating from the RMP.

#### EXECUTION & GUIDELINES

The information must be evaluated to provide input to what can be done with the water resource and where applicable the surrounding State land.

The Process facilitator should be requested in writing to compile a draft RMP by undertaking a strategic planning exercise that must:

- identify constraints based on the biophysical, cultural, socio-economic and user needs and expectations;
- identify development potential and requirements;
- undertake site planning and zonation;
- identify programmes and plans to unlock the potential of the water resource;
- identify institutional options and the legal aspects to create these;
- involve all stakeholders - I&APs to assist in strategic planning; and
- consolidate and adjust constraints and potential according to specific conditions based on the concerns of the I&APs.

The PO must evaluate the strategic planning report, specifically from a procedural perspective, focusing on whether stakeholders have had sufficient opportunity to provide input and ensure sufficient addressing of issues raised.

RMPs must be compiled to address the following Key Performance Areas (KPA) namely:

- resource management;
- utilisation; and
- benefit flow management.

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Site specific master planning and zoning needs to be undertaken based on the results of the encumbrance survey and basic research regarding the environmental characteristics; constraints; and needs, expectations and requirements of the bio-physical and cultural environment, the specific host community, and recreational water users (refer to the objectives set by the stakeholders in Phase 3), linked to concession planning and the guidelines as contained in National Treasury's PPP Toolkit.

An Environmental Characteristics Opportunity Spectrum (ECHOS) master plan, refer to Appendix 5, must be compiled with the following overlays and the appropriate operational and management guidelines incorporated into the relevant Key Performance Areas:

- Landscape characteristics
- Access (persons, permissions etc.)
- Utilisation (mode, activities, intensities, limitations etc.)
- Development (facilities and infrastructure)
- Functional Management Areas

During the strategic planning phase the information gathered needs to be evaluated; possibilities, alternatives, criteria and circumstances analysed; followed by a Process of site planning and zoning, linked to supporting programmes and services. All this information needs to culminate in a management plan for the specific water resource. Linked to the site specific planning should be an evaluation of the carrying capacity of the resource regarding recreational utilisation. Refer to Appendix 1: Supporting Documentation for reference to Carrying Capacity Assessment documentation.

Safety, both from a resource utilisation, as well as operational safety (compliance to industry norms and standards) must be specifically addressed during this phase.

Whenever possible, navigation maps based on available information pertaining to the bottom profile of the water resource, water fluctuation levels and local knowledge need to be compiled. Ideally these maps should be adaptable to various water and flow levels. Combining Geographic Information System (GIS) capabilities with local knowledge will enable these maps to be compiled and utilised ensuring safety of users regarding obstacles, etc.

All **concession planning and development** will be based on the principle of equity and the requirements of the Public Finance Management Act, 1999 (Act 1 of 1999) (PFMA) and the Public Private Partnership (PPP) Toolkit for Tourism, 2005 where DWAF, together with other government departments, will only consider concessions that strive toward the attainment of the NWA objectives, specifically redressing past imbalances, as well as broader government objectives.

Various partnerships can be established to ensure equity and acceptable exposure to risk ranging from Community Public, Public Public, Public Private, to Community Public Private Partnerships. Concessions must be planned in such a manner that communities are not exposed to risks that should be carried by the private sector, and in this regard DWAF can play a leading role in capacitating communities towards an understanding of their role as community partner to the concession agreement.

In compliance to the development objectives of the South African Government these partnerships should be government led, private sector driven and community based, with Government playing a leading role in creating an environment in which the use of water and

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State land for recreational purposes can be controlled and guided to ensure ecological sustainability, the creation of an economic environment attractive to investment, and activities, services and facilities that are socially acceptable to communities affected by the water resource.

The private sector, whether large corporations or local investors from the neighbouring community, will only be attracted if the economic environment as well as government administrative procedures are clear and conducive allowing for the achievement of objectives relevant to this sector including profit, quality service and compliance to industry norms and standards. Additionally, the private sector through its skills and competency may be responsible for a range of functions including funding, operation and management of commercial activities and concessions.

Communities retain the right to decide on values and beliefs important to them and should focus on ensuring that any activities, services and facilities undertaken within their sphere of influence, enhance or contribute positively to these systems. Communities may be provided the opportunity to plan, fund, develop, operate and manage recreation and tourism facilities, activities and services where it is deemed appropriate.

Focussing not only on the financial contribution of concessions, but also on the social, technical and ecological contributions that concessions could have, the concession planning Process will be based on the following criteria and be applied for determining appropriate facilities, activities, or services-

- the need and appropriateness of facilities, activities or services;
- commercial facilities and services will not be developed or expanded on State land surrounding water resources if existing facilities and services adequately meet current and projected needs, or can feasibly be developed on private land to adequately serve the needs of water used for recreational purposes;
- the contribution the proposed concession will have in developing, rehabilitating, modernising or expanding the infrastructure for the operation of recreational activities or for rendering services necessary for recreational activities;
- the contribution to the engagement and economic empowerment of previously disadvantaged groups;
- the contribution that the concession will make towards training, capacitation and skills development of local entrepreneurs and investors;
- the contribution that the concession will make toward sound management of both natural and cultural resources;
- the financial viability and sustainability of the concession; and
- the contribution the concession will make towards attaining the objectives of the NWA (refer Sections 2 and 27), NEMA, PFMA and other relevant legislation.

The **institutional planning phase** consists of the establishment of an effective structure that can manage the specific environmental resources in an acceptable manner, representative of all the stakeholders. The institutional plan must investigate the various management options, financing of the organisation and the specific management protocols which must be accepted, as contained in the "Considerations on Institutional Arrangements for Recreational Water Use" (See Appendix 1: Supporting Documentation).

Both the management plan as well as the institutional plan must be included in a consolidated plan according to specific conditions, which will be forwarded to the DA for approval after a public review phase, upon which operationalisation can be undertaken.

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### **2.1.6 Phase 6: Evaluation and Decision-making**

#### **DEFINING THE PHASE**

The finalisation phase is specifically utilised to ensure comment from all stakeholders on the draft RMP, in order to compile the final RMP for the water resource and where applicable surrounding State land. This final RMP will serve as recommendation tool regarding the planning, zoning, development, management and institutionalisation of the water resource and where applicable surrounding State land.

#### **PURPOSE OF THE STAGE**

The purpose of this stage is to facilitate approval both from DWAF and other authorities, as well as compile a final RMP based on comments from all stakeholders – authorities, local communities, I&APs, users, etc. The PO must use this report as part of the recommendation to the DA for a final decision regarding sanction and support.

The PO must prepare a Record of Decision, which must reflect the considerations taken into account including the technical, social and procedural evaluations during the Process.

The purpose of this stage is to ensure that the RMP will lead to unlocking the potential of water resources and where applicable the State land surrounding these resources, and thereby help to attain the objectives of the NWA, and obtaining official sanction for the plan from DWAF and other relevant authorities, with provision of the necessary support programmes to ensure effective institutionalisation, development and management.

#### **EXECUTION & GUIDELINES**

The information gathered during the research phase and the strategic planning phase must be collated into a final RMP. The PO must provide the Process facilitator with any information obtained from I&APs, DWAF or other authorities, for inclusion in the final plan.

Upon acceptance of the final RMP from the Process facilitator the PO checks the information against the specified terms of reference, and could request the facilitator to revise aspects, before recording the receipt of the final RMP. The RMP is evaluated by the PO against the objectives and performance criteria (See Appendix 5), and the PO must decide on the acceptability of the plan, and record any recommendations and conditions for inclusion in the decision to sanction the plan. The PO can consult WA&IU before preparing the RMP for a final decision by the DA.

The final stage entails the preparation of a Record of Decision for the DA by the PO, based on recommendations regarding each of the focus areas, ensuring compliance with the objectives of the NWA. The DA makes a decision regarding sanctioning by DWAF, which is implemented by the proposed institution under guidance of DWAF.

Once the recommendations and conditions regarding the RMP have been finalised, the PO prepares a submission for consideration for the DA. This recommendation can be to sanction the plan and support the establishment of an institution to manage the resource, or to support the institution and supporting programmes. Whether the recommendation is to merely sanction the plan and institutional structuring, or to fully support the programmes and plans, the draft Record of Decision must include the reasons and conditions as suggested by the Project Initiator and stakeholders.

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The Director WA&IU verifies the RMP and the recommendation according to the objective of the NWA and submits this to the DA for a decision. The DA decides on the basis of the information provided, whether to sanction the RMP, partially or fully, and issues a Record of Decision, via the PO for implementation. The PO notifies the Process facilitator, WA&IU, AC and other relevant parties regarding the RMP, and the status of the application is recorded.

The Process facilitator must make the information pertaining to the decision available to the stakeholders through the TTT and broad stakeholder workshops. The PO manages any objections to the decision and must refer appeals to the Water Tribunal. Additionally, the Process facilitator could be requested to support the establishment of the proposed institutional structure to manage the implementation of the plan.

### **2.1.7 Phase 7: Operationalisation**

#### DEFINING THE PHASE

Upon final approval of the RMP it is important that the approved plan be published in the Government Gazette as a regulation in terms of Section 26 of the NWA and that the institutional proposal be established and formalised, either through the establishment of a water management institution or the delegation of authority to an existing authority. Assisting this institution in the management of a water resource used for recreational purposes involves clarifying the various management objectives; establishing guidelines for the various zones; facilitating partnership formation and ensuring active community involvement.

Additionally, it is the responsibility of the water management institution that is established to monitor the implementation of the plan and evaluate their performance, as well as report to DWAF and the Project Initiator.

#### PURPOSE OF THE STAGE

The purpose of this stage is to build forth on the positive inputs of stakeholders into the planning phase, by ensuring the establishment of a water management institution, and guiding this institution into understanding the specific management objectives as contained in the RMP.

#### EXECUTION & GUIDELINES

The establishment of an appropriate Water Management Institution (WMI) such as a Water User Association (WUA) must be guided by DWAF's protocols and procedures and it is important to monitor progress and manage challenges to ensure the attainment of the goals of the NWA, as well as the specific objectives of the RMP. It is important that the management objectives of the plan be audited and reviewed, and that actions be implemented to rectify any problems that are identified, and that positive areas are reinforced.

DWAF requires regular feedback from the WMI in the form of annual audits based on the specific key performance areas (KPA's) as contained in the plan. All audits will comply with DWAF formats allowing for effective inclusion in an annual DWAF report based on the development and location of RMPs. This information will be included in the GDSS, ensuring that DWAF can monitor and evaluate the performance of a specific WMI delegated with the responsibility of overseeing the implementation of the RMP.

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Beside the ability to monitor the performance of WMIs, the inclusion of RMPs in the GDSS will enable effective and efficient decision making based on the choices of stakeholders regarding the classification of the specific resource. This will additionally enable pro-active engagement of the recreation industry seeking specific resource classes for potential development and partnership formation.

Based on the annual report DWAF will be able to assist in determining priority areas as well as provide insight into best practice and successes currently being attained by managers, all aimed at attaining sustainability within the use of water for recreational purposes.

## **2.2 Review of Existing RMPs**

When RMPs exist for water resources, or for areas such as protected areas, it is imperative that the objectives of the RMP be included, and that these inclusions follow the same consultative and inclusive approach. Undertaken in this manner it is possible to ensure that the objectives of the NWA can be attained within broader resource management objectives, and that this is undertaken in a manner which promotes and enhances the principles of co-operative governance. DWAF envisages that all water that is utilised for recreational purposes, whether managed by a water management institution or by any other body, will be subjected to the same management objectives ensuring sound resource management, effective community involvement and beneficiation, and the engagement of the recreational industry in an open and transparent manner.

Access to water resources is often managed by different government departments, ranging from national, through provincial to local government, or could be managed by parastatal organisations, government agencies, community structures or private sector organisations. Despite the broad spectrum of management structures which could take responsibility for providing access to water resources, DWAF aims to ensure that the use of water for recreational purposes contributes significantly to redressing past imbalances due to race and gender discrimination, and thus requires plans regarding the use of water resources to serve as guideline to achieve sustainability.

Acknowledging the importance of sustainability, and recognising the objectives of the South African government aimed at achieving sustainability, DWAF, through its approval of resource utilisation plans envisages that water that is utilised for recreational purposes contributes to overall sustainability of water resources.

Not only should the existing plans be evaluated to ascertain whether they contribute to the attainment of the objectives of the NWA, but the procedure utilised should ensure effective engagement of communities affected and interested in the water resource and its utilisation, but also the engagement of industry roleplayers to ensure that the plan is based not only on ecological principles but also on the needs and expectations of host communities and the recreation industry.

To enable evaluation of existing resource management plans, and ascertain the level to which these plans comply with the guidelines for integrated resource planning, the existing management plans should comply with the format and structure of RMPs as outlined in this Guideline document, including the procedure utilised for public consultation.

During evaluation of existing plans it is imperative that the document complies with all the requirements and criteria for RMPs as contained in Appendix 4, specifically that the involvement of various stakeholders be ascertained as opposed to merely analysing the contents of the plan.



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### 3. COMPONENTS OF A RMP

As a repository of pertinent information the objective of a RMP is to integrate and display the policies, objectives, strategies and plan that underlie management actions and monitoring procedures. As such the RMP serves as accountability tool for stakeholders to use as a benchmarking tool to ascertain whether DWAF is achieving its objectives as agreed to by all stakeholders.

The maps and attachments, as well as other pertinent information guide management decisions, and as a whole the RMP provides clarity regarding DWAF's vision pertaining to the water resource in an understandable, measurable and accessible manner.

To ensure that all RMPs for water resources are consistent and uniform, it is imperative that the compilation of RMPs follow the procedure described, and that the document addresses all the essential components as discussed below.

Therefore, to ensure uniformity and consistency it is recommended that a RMP contain the following, in the order they appear. Some optional components are also identified:

- Cover
- Inside Cover
- RMP Document Guide
- Statement of Significance/Purpose
- Title Page
- Inside Title Page
- List of Preparers
- Acknowledgements
- Prologue (Optional)
- Executive Summary
- Abbreviations & Acronyms
- Table of Contents and Lists of Figures and Tables
- Content Structure
  - Part 1: The Place
  - Part 2: The Plan
  - Part 3: The People
- References/Bibliography
- Appendices

The following information describes each component that should be included in a RMP.

#### 3.1 Lead Pages

##### 3.1.1 Cover

The front cover of RMPs for water resources that are used for recreational purposes should have the following information:

- the RMP name, such as the *Resource Management Plan for the Pongolapoort Dam*, in the upper half of the page in large bold type;
- the date the RMP was published in the Government Gazette, positioned below the RMP name, expressed as a month and year e.g. February 2005;
- DWAF located in the lower left hand corner of the page;
- the name of the relevant Regional Office/CMA in which the water resource occurs to the right of DWAF logo and name;

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- the name of the relevant WMI (if it exists) to the right of the Regional Office/CMA name; and
- the names of co-operating entities listed below the Regional Office/CMA name, with their logos to the right.

### **3.1.2 Inside Cover**

The inside cover (back of the front cover) should contain DWAF's mission statement as well as the mission statements of the CMA, WMI and/or participating management authority (if applicable). If the plan preparation was facilitated by a professional service provider or consultant the name, address and government contract number should be listed.

### **3.1.3 RMP Document Guide**

A diagram serving as a schematic reference tool to assist the reader in locating specific information in the RMP could be provided.

### **3.1.4 Statement of Significance/Purpose**

A brief statement regarding the significance of the water resource or the purpose for compiling the RMP will allow the reader to see a brief discussion regarding the overall objectives envisaged for the RMP.

If a statement of significance/purpose is not provided it is imperative that these aspects are clearly addressed in the main text of the RMP.

### **3.1.5 Title Page**

The title page contains all the information contained on the cover but does not display any logos, symbols or pictures.

### **3.1.6 Inside Title Page**

Similar to the cover and title page, the inside title page (back of the title page) contains the following information:

- RMP name – top of page;
- name of water management area;
- DWAF's name;
- name of Regional Office/CMA, including city and province;
- name, address and contact details of the Regional Office/CMA; and
- if appropriate and relevant "In co-operation with" the name of co-operating entities; followed by
- the date (month and year).

### **3.1.7 List of Preparers**

Providing a list of preparers – stakeholders who participated in the preparation of the document – is an important record keeping effort. An ongoing list should be maintained throughout the RMP Process to ensure the inclusion of all stakeholders who participated in the preparation of the document in the list. These stakeholders should be categorised to reflect:

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- DWAF representatives – Head Office; Regional Office; CMA; WMIs;
- Delegated Authorities;
- relevant Government Departments at national, provincial and local spheres;
- Traditional Authorities;
- NGOs; Faith Based Organisations; Civil Society Structures;
- Industry representatives; and
- Other I&APs.

Details of the Process facilitators should be provided.

### **3.1.8 Acknowledgement**

Any special contributions or assistance received within the planning Process should be acknowledged by special mention in the RMP.

### **3.1.9 Prologue**

A prologue could be provided that describes the purpose for undertaking the RMP Process; Processes utilised; participants; and outcomes and specifically how the RMP is to contribute to attaining DWAF's objectives regarding the use of water for recreational purposes.

### **3.1.10 Executive Summary**

An executive summary could be provided that outlines the purpose of the RMP, summarises the Process, as well as the content and structure of the RMP. This summary should contain the critical issues, policy, objective and strategies, as well as institutional options, and provide insight into the integrated and consultative approach utilised in the compilation.

### **3.1.11 Abbreviations and Acronyms**

A list of abbreviations and acronyms used in the RMP should be included in the RMP.

### **3.1.12 Table of Contents**

A table of contents must be provided and include all tables, figures, photographs and maps, as well as appendices.

## **3.2 Content Structure**

To ensure that the RMP contributes to the attainment of the objectives set by its stakeholders, a process approach based on the ISO 9000 management system forms the basis of the management approach for RMPs. The advantage of this approach is the control over the linkages between individual processes within the system.

The importance of this approach is emphasised by:

- understanding and meeting requirements;
- considering added value;
- obtaining results of process performance and effectiveness; and,
- continuous improvement of processes based on objective measurement.

Important for a process based management system are the following components:

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- Management Responsibility:
  - Policy
  - Planning
  - Implementation
  - Review
  
- Support for the Management of Key Performance Areas:
  - Personnel
  - Infrastructure
  - Information
  - Linkages and partnerships
  - Research
  - Financial budget
  
- Objective Realisation/Implementation:
  - Planning
  - Communication
  - Design
  - Research
  - Authorisation
  
- Monitoring and Evaluation:
  - Measurement and analysis
  - Auditing
  
- Improvement

By addressing each of these aspects as part of the management system it is possible for DWAF and the management authority to manage the resource in a manner that ensures accountability regarding management decisions, and continually improving the RMP based on both internal and external inputs.

As the management authority implements its policies, protocols and procedures regarding the objectives as set by the stakeholders regarding the resource, the need to monitor the performance of the implementation programme will increase in importance.

To successfully achieve this, the management authority requires a Management System, which addresses not only policy and management aspects, but also empowering tools, implementation guidelines, monitoring and evaluation techniques, and auditing so as to improve management initiatives and ascertain the degree to which the objectives of DWAF and the management authority are being attained.

Only by accepting its accountability regarding the protection; utilisation; development; conservation; management and control of resources, and ensuring that suitable structures are established representative of communities, race and gender, will DWAF and the management authority be able to ascertain whether their objectives are being achieved. Accountability will only be credible when verifiable information can be used in reports regarding DWAF and the management authority's initiatives, actions and programmes.

By unlocking the economic potential of water resources and water resource infrastructure, while maintaining the value and integrity of the resources, substantial benefits can be generated for host communities in an acceptable and sustainable manner.

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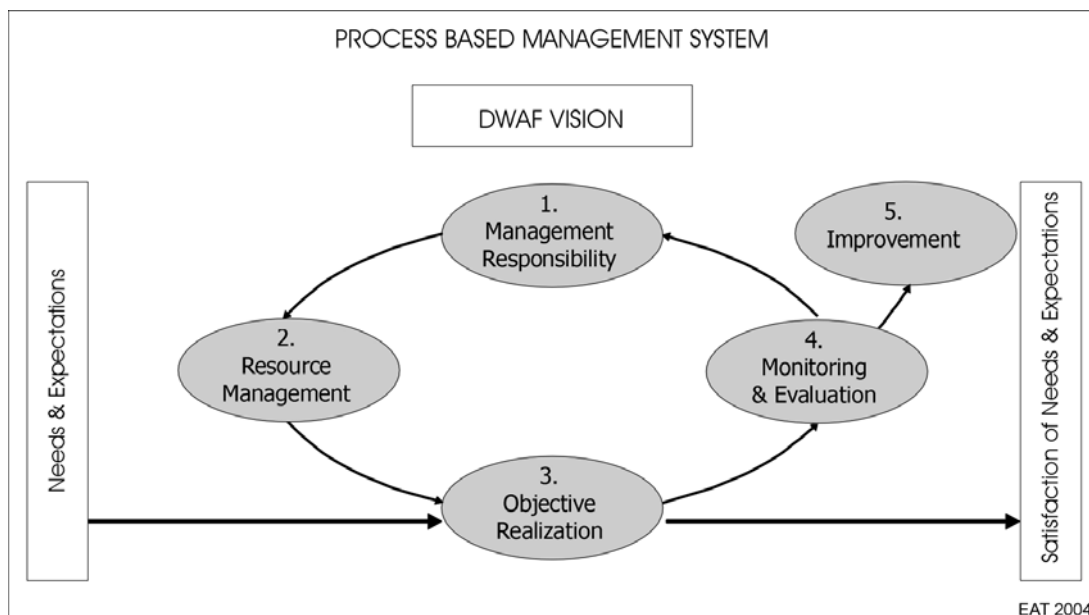
The inability to measure the performance of management inputs, initiatives and programmes, ultimately leads to the inability to manage effectively. Audits will form an integral and important management tool for monitoring, evaluating and verifying the management authority's efficiency and effectivity regarding its implementation of a RMP.

The rationale of a process based management system is to assist DWAF and the management authority in ensuring sustainability by protecting the integrity and value of environmental resources, providing measurable benefits to host communities, and enhancing the satisfaction of users.

By addressing the needs and expectations of resource managers; communities; and users by defining the processes that contribute to sustainability and monitoring the performance of these processes, DWAF and the management authority can ensure that their objectives, as well as those of relevant stakeholders are attained in an acceptable and appropriate manner, consistently.

Continual improvement can be achieved by using the management system as framework, and the system provides DWAF and the management authority with confidence that its policies are relevant and acceptable to all stakeholders.

The following figure illustrates the process linkages required to manage water resources and water resource infrastructure and implement RMPs, which is reflected in the content structure of the RMP document.



**Figure 1: Process Based Management System (based on ISO 9001)**

Irrespective of the status of the RMP, whether it is a water resource specific document, or included in broader planning initiatives, the plan regarding the use of water for recreational purposes should address the following three main aspects, after providing background information and broad goals:

- Part 1: The Place
- Part 2: The Plan
- Part 3: The People

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### 3.2.1 Part 1: The Place

Part 1 – The Place must include the following components:

• Introduction	Brief and concise overview of the document; purpose for compiling the RMP; objectives to be met; location map; orientation map.
• Purpose statement	Expanding on the introduction, this component must state the significance of the water resource; reasons for preparing a RMP; and contribution that the RMP will make to the management of the water resource, and how management decisions are to be made to ensure compliance to relevant legislation.
• Legal framework	Describes the authority to prepare the RMP, includes references to all relevant legislation, regulations and by-laws.
• Concepts and principles underlying utilisation and sustainability planning	Describes the concepts and principles that underlie the utilisation of water resources for recreational purposes and triple bottom line sustainability. This description is essential for building understanding and capacity amongst readers and decision makers.
• Organisation of the RMP document	This component informs the reader of the structure of the document – the parts and subsections, based on: Part 1: The Place; Part 2: The Plan; Part 3: The People.
• Project history	This component should describe the history of the area; reasons for the RMP Process (prioritisation criteria); planning outline; public participation Process; integration and alignment strategies.
• Location and setting	Describes the location of the water resource with the water management areas and location in terms of district and local municipalities, traditional authority areas, land ownership, etc.
• Overview of public involvement	Describes the stakeholders and how these stakeholders were engaged throughout the planning Process, as well as the consultative review and comment periods.
• Planning Process	Briefly describes the planning Process utilised in the compilation of the RMP including both a flow diagram and short narrative about each step and phase of the project, with specific reference to the issues and concerns raised by the stakeholders and how these were incorporated within the planning Process.
• Objectives	During the planning Process stakeholders would have raised issues and set objectives. This component should document the objectives as set by the stakeholders and can be categorised into: <ul style="list-style-type: none"> <li>– Resource management objectives;</li> <li>– Private sector involvement;</li> <li>– Benefit flow management objectives; and</li> <li>– Governance and policy objectives.</li> </ul>

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<ul style="list-style-type: none"> <li>Existing biodiversity and resource inventory/Existing condition</li> </ul>	<p>Providing a description of the existing physical, biological, socio-economic and political conditions within the RMP area. This should provide insight into the baseline for the RMP and should include all of the important environmental and cultural data for future reference.</p>
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### **3.2.2 Part 2: The Plan**

Emanating from the objectives and comments register a plan must be compiled to guide how the stakeholders' objectives are to be met and what management actions are to be utilised to ensure that these objectives can be met in a sustainable manner.

Several components must be addressed to ensure that the plan is implementable and that management interventions are measurable. These components include:

- The sustainable utilisation of [add government water work/resource] – a description of the challenges; key objectives; role players and implementation policy pertaining to the use of the water resource.
- The KPAs – three key performance areas must be addressed, namely:
  - KPA 1 – Resource Management (Natural, Cultural and Expansion)
  - KPA 2 – Utilisation (Public and Commercial)
  - KPA 3 – Benefit Flow Management

Each KPA component must clearly define its:

- Vision
- Objectives
- Policies
- Strategies
- Operational Guidelines
- Action Projects
- Monitoring Guidelines and Requirements

Each KPA must describe the following:

<ul style="list-style-type: none"> <li>KPA 1 – Resource Management</li> </ul>	<p>Describes the operational guidelines pertaining to:</p> <ul style="list-style-type: none"> <li>Biodiversity and natural resources; and</li> <li>Cultural resources.</li> </ul> <p>Additionally, clarity must be provided regarding land expansion and incorporation, specifically how this component will contribute to attaining the natural and cultural resource management objectives.</p>
<ul style="list-style-type: none"> <li>KPA 2 – Utilisation</li> </ul>	<p>Describes what the specific vision, objectives, strategies and policies with private sector involvement will be, and addresses aspects such as:</p> <ul style="list-style-type: none"> <li>Public access</li> <li>Commercial utilisation</li> <li>Marketing</li> </ul>
<ul style="list-style-type: none"> <li>KPA 3 – Benefit Flow Management</li> </ul>	<p>Describes the manner and methodology to be used to ensure that the benefits emanating from the use of the</p>

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	water for recreational purposes are provided and correctly distributed.
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All the KPAs have monitoring and evaluation guidelines to ensure accountability within the implementing agency. For each of the KPAs standards must be set against which the impact of management interventions can be measured. Plan revision or amendment acknowledges the importance of management actions and interventions, and the standard against which these actions and interventions will be measured, yet provides insight into the Process for revising or amending the plan.

- Concept development and zoning plan - based on an environmental sensitivity analysis and design criteria a zoning plan must be prepared for the study and surrounding area based on the ECHOS (vide Appendix 5). Flowing out of the zoning plan a concept development plan must be prepared addressing access, utilisation, and development of the resource.

### 3.2.3 Part 3: The People

This part of the RMP must address the institutional structuring and arrangements based on the suite of options available within the ambit of the NWA (refer 'Considerations on the Institutional Arrangements for Managing Recreational Water Use, September 2005', Appendix 1).

Additional information that must be addressed includes:

• Institutional Framework	Description of the framework, delegations and authorisations.
• Management Agreements	For aspects such as co-management agreements in terms of the National Environmental Management: Protected Areas Act (Act No. 57 of 2003), and agreements with neighbours regarding joint resource management aspects.
• Roles and Responsibilities	Description of the roles and responsibilities of the WMI in terms of their constitution, mandate and delegations.

### 3.3 References/Bibliography

Sources utilised or cited in the RMP must be documented according to the Oxford Reference System, e.g. MUNRO, 1995. *A Sustainable World*. Ed. T.C. Trzyna & J.K. Osborn. International Center for the Environment and Public Policy, California.

It is recommended that this list be updated on a regular basis. All references must be in alphabetical order.

### 3.4 Appendices

Attachments to the main text component of a RMP should include relevant maps, reports, documents, tables, figures and photos deemed important in understanding and implementing the RMP. Caution however against inclusion of highly technical and lengthy reports in the Appendices. Rather refer the reader to these documents and provide a description of where they can be obtained. Only include documents, etc. relevant to the plan and caution against unnecessary "padding" through the use of irrelevant documentation.



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#### **4. CONCLUSION**

The objective of the integrated resource management plans, specifically the procedure associated with the development thereof is to develop plans for the sustainable development and management of water resources based on environmental constraints, communal needs and expectations, and sound business principles combined with a representative institutional structure to take charge of the management Process in an equitable manner.

The intention with the plans is to ensure that community consultation and participation focuses on the implementation of the plans, by being outcome or delivery driven, as opposed to focusing on conflict resolution and management toward a compromised solution.

It is envisaged that the plans will build trust by showing that the needs and expectations of the community are important and form an essential part of the planning Process. By including the plans in broader initiatives such as IDPs and SMAs or in RMPs DWAF can ensure effective co-operation between government partners.

Undertaken in this manner, it is believed that the potential of water resources can be optimally unlocked in a sustainable and equitable manner.

#### **5. REFERENCES**

BRUNTLAND REPORT, 1987. World Commission on Environment and Development. *Our Common Future*. Oxford University Press, Oxford and New York.

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UNITED NATIONS GENERAL ASSEMBLY, 1987. *Meeting the needs of the present without compromising the ability of future generations to meet their needs*.

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## **APPENDICES**

### ***Appendix 1: Supporting Documentation***

- Generic Public Participation Guidelines, September 2001
- Operational Policy: Using Water for Recreational Purposes, July 2004
- Methodology for Carrying Capacity Assessment for the Use of Water for Recreational Purposes, April 2003
- Considerations on Institutional Arrangements for Recreational Water Use, September 2003
- Delegation of Powers and Duties in terms of the NWA, 1998 (Act No. 36 of 1998)
- Public Private Partnership Toolkit for Tourism. National Treasury PPP Unit, 2005

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Appendix 2: Integrated RMP Procedure

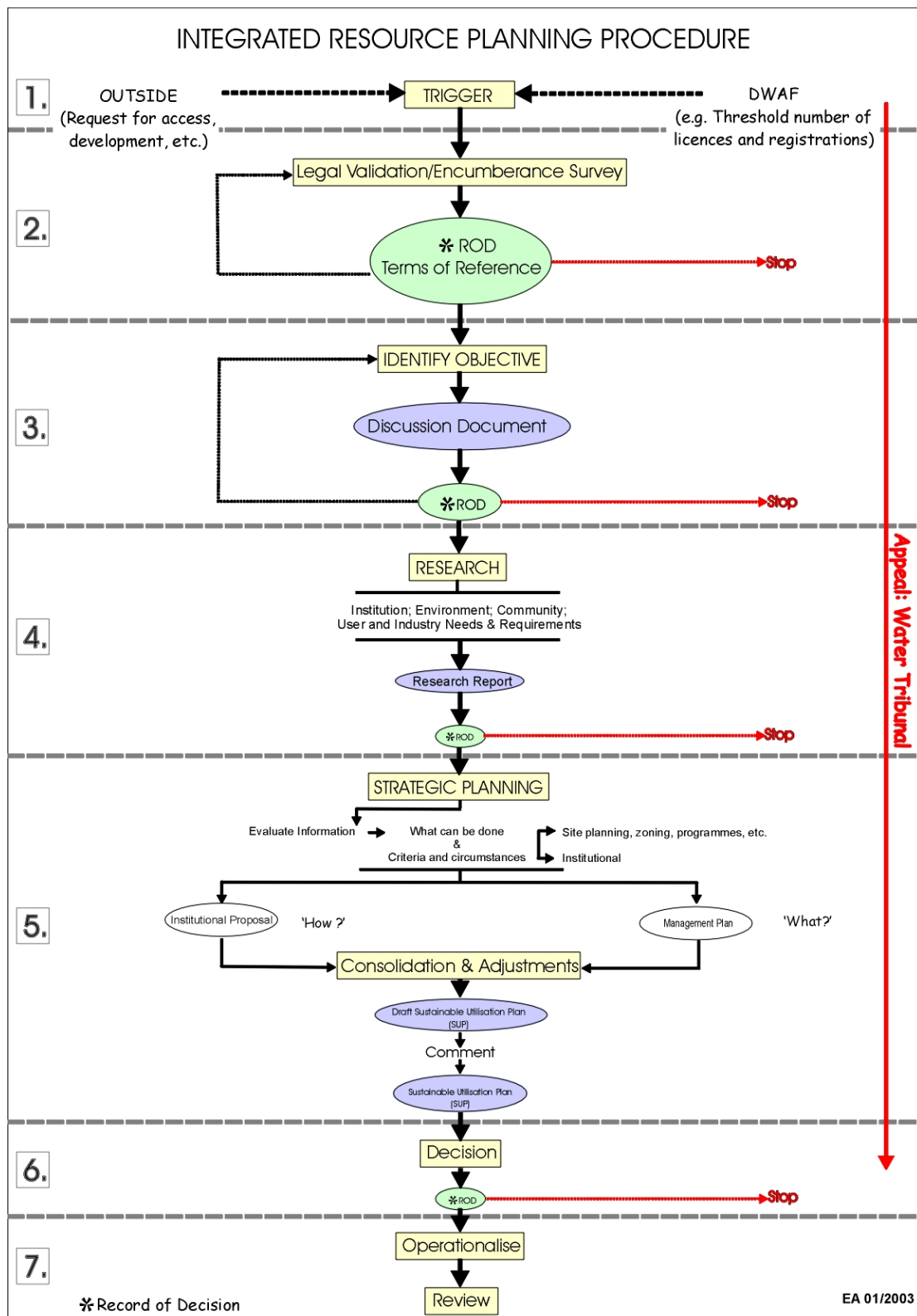


Figure 2: The RMP Process

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***Appendix 3: RMP Qualification Criteria***

**1. Resource Management**

- (a) The water resource is being threatened by lack of management and/or uncontrolled development and use.
- (b) The water resource falls within protected area, or is subject to protection legislation.
- (c) The water resource has conservation value.

**2. Recreational Industry Involvement**

- (a) There are numerous recurrent significant incidents or accidents.
- (b) There is constant conflict between uses and users.
- (c) There is significant possibility for BEE opportunities.
- (d) The water resource is identified as economic development node.

**3. Community Participation and Beneficiation**

- (a) Communities are experiencing problems with regard to physical access and access to the water-based economy of the resource.
- (b) Institutional relationship will significantly contribute to participation and benefication.

**4. Public Policy**

- (a) The water resource has been identified as a local development objective in terms of an IDP or strategic development framework.

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**Appendix 4: RMP Key Performance Evaluation Criteria Checklist**

**Process:**

1. All legal, administrative and technical encumbrances and requirements must be clarified before planning commences. These must be explained to the stakeholders and incorporated in the final plan.
2. All relevant stakeholders must be involved in the development of the strategic objectives, implementation policy and strategies, and socio-economic opportunities for the water resource.
3. A truly consultative planning Process must be followed were all stakeholders are afforded the opportunity to take part in the planning Process.
4. Due opportunity must be provided for broader public review of the results of the planning Process. All comments and inputs must be recorded and appropriately incorporated in the final plan.

**Plan:**

**1. Resource Management**

- a. The RMP must advance the protection of the water resource and other natural and cultural resources.
- b. The RMP must address natural and cultural resources in terms of relevant legislation including the National Environmental Management Act, Protected Areas Act, Biodiversity Act, and South African Heritage Resources Act.

**2. Utilisation (Recreational Industry / Private Sector Involvement)**

- a. The RMP must promote opportunities for women, disabled persons and Black Economic Empowerment.
- b. The RMP must contribute to the expansion of sustainable and equitable local socio-economic development in an open and transparent manner
- c. Opportunities planning must be compliant with the relevant National Treasury Regulations in respect of procurement and PPPs, and in particular National Treasury's Tourism PPP Toolkit.
- d. The RMP must support public and dam safety.
- e. The RMP must promote harmonisation and compatibility of different uses.

**3. Community Participation and Involvement**

- a. The RMP must define the relevant communities (i.e. host, affected, local).
- b. The RMP must provide for communities having equitable access to the resource – physically as well as to the water-based economy.
- c. The proposed institutional structuring must be relevant and compliant with Department of Water Affairs and Forestry (DWAFF) guidelines (i.e. *Considerations on Institutional Arrangements for Recreational Water Use, Draft Discussion Paper, Version 2.0, September 2003*).
- d. The RMP must guide and describe appropriate beneficiation mechanisms.

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#### **4. Zoning**

- a. The zoning plan must incorporate among other the following minimum requirements:
- i. the overall vision for the water resource;
  - ii. accessibility for identified target markets;
  - iii. the physical, aesthetic and environmental potential of the region, as well as capacities and constraints of the terrain;
  - iv. suitability for specific types of developments and activities;
  - v. access to support infrastructure;
  - vi. linkages and relationships with neighboring zones, developments and activities; and
  - vii. efficiency of management.

#### **5. Institutional Proposal**

- a. The proposed Water Management Institution must be relevant to the area and protocols as set out in DWAF guidelines including the document *Considerations on Institutional Arrangements for Recreational Water Use, Draft Discussion Paper, Version 2.0, September 2003*.
- b. The proposed management institution must be representative in terms of race, gender, disability, and relevant stakeholders.

#### **6. Monitoring, Assessment and Information**

- a. The RMP must enable monitoring and evaluation of performance and compliance and promote and enable appropriate information management of all key performance areas for reporting purposes and continuous improvement.
- b. The RMP must be compliant with ISO 19000 or a similar management system approach.

#### **Implementation:**

1. The RMP must be integrated with relevant local and other strategic development and planning frameworks.
2. The proposal must support co-operative governance.
3. Implementation must be compliant with ISO 19000 or a similar management system approach.
4. The RMP implementation must be compliant with relevant legislation including regulations promulgated in terms of the National Water Act in respect of Section 26 and 113 relating to the use of water and access and use of government waterworks for recreational purposes.

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**Appendix 5: Draft Ecotourism Characteristics Opportunity Spectrum (ECHOS)**

(Adapted from SANParks (2005), *Conservation Development Framework Manual* and United State Forestry Services (2004), *Water Recreation Opportunity Spectrum User's Guidebook*)

LANDSCAPE CHARACTER (DESCRIPTION AND CRITERIA) <sup>1</sup>	OPPORTUNITY SPECTRUM		
	ACCESS	UTILISATION	DEVELOPMENT
<b>Wilderness (W)</b> <ul style="list-style-type: none"> <li>- As defined by the Protected Areas Act (PAA), 2003 (Act 57 of 2003)</li> <li>- No infrastructure</li> <li>- No external audio-visual impacts</li> <li>- Large in size</li> <li>- Outstanding opportunities for solitude and isolation</li> </ul>	<ul style="list-style-type: none"> <li>- Ideally limited to single groups but not necessarily</li> <li>- Very strict access conditions</li> </ul>	<ul style="list-style-type: none"> <li>- Low intensity</li> <li>- 'Pact it in, pack it' out principles</li> <li>- 'No trace left' principle</li> <li>- Research</li> <li>- Nature and heritage based activities</li> <li>- Non-motorised</li> </ul>	<ul style="list-style-type: none"> <li>- None</li> </ul>
<b>Wilderness edge (NW)</b> <ul style="list-style-type: none"> <li>- Formally protected in terms of PAA</li> <li>- No infrastructure except for cultural heritage resources of historic and archaeological significance</li> <li>- Very limited external audio-visual impacts, &gt; 10km</li> <li>- Relatively large in size</li> <li>- High probability of isolation</li> </ul>	<ul style="list-style-type: none"> <li>- Ideally limited to single groups but not necessarily</li> <li>- Very strict access conditions</li> </ul>	<ul style="list-style-type: none"> <li>- Low intensity</li> <li>- 'Pact it in, pack it' out principles</li> <li>- 'No trace left' principle</li> <li>- Research</li> <li>- Nature and heritage based activities</li> <li>- Non-motorised</li> </ul>	<ul style="list-style-type: none"> <li>- None</li> </ul>
<b>Natural, limited access (NLA)</b> <ul style="list-style-type: none"> <li>- Formally protected in terms of PAA</li> <li>- Infrastructure limited to cultural heritage resources of historic and archaeological significance, guest experience facilities and limited management infrastructure</li> <li>- Limited external audio-visual impacts</li> </ul>	<ul style="list-style-type: none"> <li>- Limited groups, more than one group may be in this area at one time</li> <li>- Strict access conditions</li> </ul>	<ul style="list-style-type: none"> <li>- Nature based activities</li> <li>- Motorised/non-motorised</li> <li>- Guided/self guided</li> <li>- Low intensity and low impact</li> </ul>	<ul style="list-style-type: none"> <li>- Small, low impact, environmentally sensitive developments</li> </ul>

<sup>1</sup> Colour models for water and land zones to be obtained from Environment and Recreation.

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LANDSCAPE CHARACTER (DESCRIPTION AND CRITERIA) <sup>1</sup>	OPPORTUNITY SPECTRUM		
	ACCESS	UTILISATION	DEVELOPMENT
<ul style="list-style-type: none"> <li>– Size irrelevant</li> <li>– Moderate sense of isolation</li> </ul>			
<p><b>Natural, developed (ND)</b></p> <ul style="list-style-type: none"> <li>– Formally protected in terms of PAA</li> <li>– Infrastructure appropriate to protected areas</li> <li>– Limited external audio-visual impacts</li> <li>– Size irrelevant</li> <li>– Moderate sense of isolation</li> </ul>	<ul style="list-style-type: none"> <li>– Nature and size of groups linked to carrying capacity assessment, industry norms and standards and objectives</li> <li>– Less restrictive access conditions</li> </ul>	<ul style="list-style-type: none"> <li>– Nature-based activities</li> <li>– Motorised/non-motorised</li> <li>– Guided/self guided</li> <li>– High or low intensity, low impact</li> </ul>	<ul style="list-style-type: none"> <li>– Infrastructure and facilities appropriate to intensity of utilisation minimize impact</li> </ul>
<p><b>Rural-natural (RN)</b></p> <ul style="list-style-type: none"> <li>– Largely natural setting not formally protected in terms of PAA</li> <li>– Infrastructure is rural in nature</li> <li>– External audio-visual impacts limited</li> <li>– Size irrelevant</li> <li>– Moderate sense of isolation</li> </ul>	<ul style="list-style-type: none"> <li>– Nature and size of groups linked to carrying capacity assessment, industry norms and standards and objectives</li> <li>– Less restrictive access conditions</li> </ul>	<ul style="list-style-type: none"> <li>– Any activities based on objectives</li> <li>– Motorised/non-motorised</li> <li>– Guided/self guided</li> <li>– High or low intensity, low impact</li> </ul>	<ul style="list-style-type: none"> <li>– Infrastructure and facilities appropriate to intensity of utilisation to minimise impact</li> </ul>
<p><b>Rural-developed (RD)</b></p> <ul style="list-style-type: none"> <li>– Prevalence of agricultural practices such as lands, fields, orchards, vineyards, avenues and windbreaks</li> <li>– Infrastructure is rural in nature</li> <li>– External audio-visual impacts limited</li> <li>– Size irrelevant</li> <li>– Moderate sense of isolation</li> </ul>	<ul style="list-style-type: none"> <li>– Nature and size of groups linked to carrying capacity assessment, industry norms and standards and objectives</li> <li>– Less restrictive access conditions</li> </ul>	<ul style="list-style-type: none"> <li>– Any activities based on objectives</li> <li>– Motorised/non-motorised</li> <li>– Guided/self guided</li> <li>– High or low intensity, low impact</li> </ul>	<ul style="list-style-type: none"> <li>– Infrastructure and facilities appropriate to intensity of utilisation to minimise impact</li> </ul>
<p><b>Suburban (S)</b></p> <ul style="list-style-type: none"> <li>– Low to medium density residential development</li> <li>– Audio-visual impacts prevalent</li> <li>– Size is irrelevant</li> </ul>	<ul style="list-style-type: none"> <li>– Nature and size of groups linked to carrying capacity assessment, industry norms and standards and objectives</li> <li>– Less restrictive access conditions</li> </ul>	<ul style="list-style-type: none"> <li>– Any activities based on objectives</li> <li>– Motorised/non-motorised</li> <li>– Guided/self guided</li> <li>– High or low intensity, low impact</li> </ul>	<ul style="list-style-type: none"> <li>– Infrastructure and facilities appropriate to intensity of utilisation to minimise impact</li> </ul>



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<b>LANDSCAPE CHARACTER</b> (DESCRIPTION AND CRITERIA) <sup>1</sup>	<b>OPPORTUNITY SPECTRUM</b>		
	<b>ACCESS</b>	<b>UTILISATION</b>	<b>DEVELOPMENT</b>
<b>Urban (U)</b> – High density development – Audio-visual impacts significant – Size is irrelevant	– Nature and size of groups linked to carrying capacity assessment, industry norms and standards and objectives – Less restrictive access conditions	– Any activities based on objectives – Motorised/non-motorised – Guided/self guided – High or low intensity, low impact	– Infrastructure and facilities appropriate to intensity of utilisation to minimise impact