PARTICIPATORY APPROACH AN OPPORTUNITY OR A HURDLE TO WATER REFORMS: EXPERIENCES FROM SAVE CATCHMENT COUNCIL, ZIMBABWE

By

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Lastly, I owe my success to the Almighty, Whom I believe is always on my side.

Abstract

For generations, participation has been a mainstay of academic writing and teaching. By the 1970's, the policy statements of the major international donors and implementing agencies all emphasize the importance of participation (Dudley, 1993).

It is time to stop simply reiterating the cry for community participation and prolonged argument about definitions of participation – related concepts. That was yesterday's battle. Certainly, despite all the rhetoric, participation often does not happen.

But this failure will not be rectified by yet more books and speeches calling for participation. Therefore the study aims to identify influences and constraints that affect stakeholder participation in the Zimbabwean Water Resources Management.

The study is based on qualitative research and triangulation, and encompasses a combination of literature study and multisided case studies. The methodology included a variety of research techniques, such as unstructured interviews, semi-structured interviews, non- participant observation, documents, records and meetings minutes, and maps.

The report concludes that participation is often impossible in situation of competing interest among involve stakeholders. Therefore the challenge is now to get beyond the general principles and determine the practicalities of how participation fits into a larger picture of effective natural resources management.

Key words:
Zimbabwe; Water reforms; Integrated Water Resources Management System; Save Catchment Council; Stakeholders; Awareness; Gender inequalities; Power; Domination

DECLARATION

I hereby declare that the material presented in this minithesis "Participatory approach an opportunity or a hurdle to water reforms: experiences from Save Catchment Council, Zimbabwe" is entirely my own unaided work, all sources used or quoted have been indicated and acknowledged by means of complete references and that this minithesis has not been submitted previously for a degree in this or any other university.

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Place: JHB.

Signed: .....

Dumisani Hendry Dube

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ABBREVIATIONS

AGRIEX	Agricultural Technical and Extension Service
CC	Catchment Council
SCC	Sub-Catchment Council
WRMS	Water Resources Management Strategy
ZINWA	Zimbabwe National Water Authority

LIST OF TABLES AND FIGURES

Table of content

Chapter One

Introduction

While participation have been enforced through legislation, the basics are not yet sorted out" (Dreyer, 2000).

1.1 Introduction

Southern Africa is in the unfortunate position of facing a limited water supply. Adding to the problem, water is not uniformly distributed and the supply does not always match the areas of greatest demand. Southern African Development Community (SADC) countries are rapidly approaching situations of water stress, if not absolute water scarcity. In Savenije and van der Zaag (2000) the expected per capita water available in the SADC region, which is already low, is expected to reduce by half by year 2025.

The water stress situation is further worsened by recurrent droughts in countries like Zimbabwe. In addition to that, there were many problems in the water sector of Zimbabwe. Problems such as: too many actors/institutions involved and too little coordination; increasing competition for a scarce and finite resource; declining quality of water; lack of state-generated finance to adequately run the sector; lack of common policy/benchmark by which to judge actions in the sector; and narrow band of stakeholder involvement in the sector (Dube and Swatuk, 2001). However, key to these problems was that, water access in Zimbabwe mirrored historical inequalities. Most Zimbabweans, especially rural Black, do not have access to water, in spite of the fact that more than 50% of the population of Zimbabwe lives in rural areas.

The Zimbabwe government, with the financial assistance from various donors, decided to introduce water reforms to solve the latter mentioned problems in the water sector. Key to the reforms was the adoption of participatory approach to water resources management. This whole approach was made legal through the enacting of the 1998 Water act, which made it a special requirement for user participation in water resources management through Catchment and Sub-Catchment Councils (Water act 1998, clause

20-30).

However, in practice, the implementation of reform processes has not been easy. Not lot has happened in the new participatory approach. There are questions pertaining to what has participation improved in terms of accessibility and effective management and who benefited most from the reforms. It is also still unclear whether participation has provided opportunities or barriers to stakeholders, the previously disadvantaged people, for solving their water related problems, like gaining access to water.

1.2 Study area

The study was conducted in Mutare, Zimbabwe. As the result of the new water management architecture, Zimbabwe is divided into seven catchment councils (see appendix 1). Each catchment council is divided into a number of sub-catchment councils. The research focused mainly on Save Catchment Council (CC) and its Sub-Catchment Councils (SCC) (mainly Odzi and Pungwe). In totality, Save CC consists of seven sub-catchment councils (SCC) namely: Lower Save; Upper Save; Devure; Macheke; Budzi; Pungwe; and Odzi, see appendix 2. Save catchment area covers three provinces namely, Municaland, Mashonaland East and Masvingo (Kujinga, 2001; WRMS for Zimbabwe, 2000). The area of Save CC is 48 564 sq. km (see table1). Part of Save CC falls within the jurisdiction of Pugwe river basin. The study was part of research project on Pungwe basin together with other researchers.

Table 1. Area of Catchment Councils

Catchment Councils	Area sq. km
Gwayi	86 121
Sanyati	66 462
Manyame	40 497
Mazowe	38 937
Save	**48 564**
Runde	41 056
Mzingwane	62 541
Total/Average	384 178

Source: DDF Database, 1999 in WRMS for Zimbabwe (2000)

Save CC is located on the eastern part of Zimbabwe bordering Mozambique, with Mazowe CC to the north, Runde CC to the south and Senyati CC to the west, see appendix 1. Its expected yield on a regional scale can be classified as low and ranges from nil to moderate typically in the range of 2 – 250 cubic metres per day per borehole WRMS for Zimbabwe (2000). Out of all the Catchment Councils, Save CC abstracts the most water, (see table2)

Table 2. Water abstraction and storage (1994)

Catchment	Present Storage $10^9 m^3$	Present Abstraction $10^9 m^3$	Total Present YIELD $10^9 m^3$	Potential Yield At 2MAR $10^9 m^3$	Present / Potential Yield %
Gwayi	0.40	0.06	0.20	0.61	33
Sanyati	0.91	0.09	0.47	1.66	28
Manyame	1.77	0.13	0.73	1.61	45
Mazowe	0.80	0.40	0.57	2.65	22
Save	**1.09**	**0.61**	**0.75**	**2.87**	**26**
Runde	2.48	0.11	0.79	1.30	61
Mzingwane	1.59	0.05	0.44	0.53	83
Total/Average	9.04	1.45	3.95	11.23	35

Source: DDF Database, 1999, in WRMS (2000)

1.3 Aims and objectives of the study

The aim of the study was to looks at public participation in the Save CC. The study hopes to illuminate benefits of user participation in water resources management. Another aim is to provide a platform or chance to discuss the participatory approach as a whole, by looking at a Zimbabwean case as an example.

On a broader perspective, the study is aimed at raising discussion and exchange of ideas about participation. On a specific note, the study aims to provide some valuable feedback about stakeholders' participation in Save CC. Thus giving participants an opportunities to improve what they have achieved and to learn from their wrongs, with

regard to participatory approach they are using.

1.4 Research rationale

The rationale for the study is to highlight the Zimbabwe situation beyond the 1998 Water Act, in terms of user participation in water resources management. It must be mentioned though that Zimbabwean water reforms are still in a very rudimentary form. All the same, there is still a lot to be learnt from the Zimbabwean new water management.

One of the reasons for the study is to raise questions regarding participation per se. For an example, questions like, why participation now? There are plenty reasons, from the government point of view, justifying the necessity of participation in water resources management e.g. inclusiveness, lower level management and self-sufficiency. On the other hand, stakeholders (key participants) might have their own reasons for participating in the new water resources management architecture. Their reasons seemed gloomy and contradictory to those of the government. This then raises the question of trust among different stakeholders – do different stakeholders trust each other to harmoniously work together? After all participation is entrenched in the new water act implying, thus there is a playing field. However, is it level to allow the play to proceed fairly?

Most importantly, who is to be included or left out in the participation? Who are the stakeholders and how to determine the stakeholders? What is the role of women in participation? Is there a common ground to accommodate such multiple interest and goals of different stakeholders?

Given the latter question, one is tempted to ask – who will benefit from water reform processes? Of the state might want to be rid of an expensive water supply and management burden. But what about stakeholders on the ground – what will they benefit, other than the prolonged waitings for water service delivery because new management institutions are still learning their new trade.

Even among participants (stakeholders), there are differences, in terms of what are they hoping to benefit. Poor communal farmers hope to get some financial assistance for their participation. For an example, they hope catchment councils will help them mend or construct irrigation canals (an impossible thing given roles of the catchment council stated in the act and their financial conditions). On the other hand, commercial farmers (more so whites) are hoping to secure water availability for their farming. The clash of interests among stakeholders shows that certain stakeholders with control over proceedings will dominate.

1.5 Hypotheses

"To simply assume that inclusivist language translates into the wider benefits for society is to ignore the profoundly political nature of the entire water reform process" Dube and Swatuk (2001: 1). Based on the afore-quoted statement, the research question of the study centers around the benefiting of different stakeholders in the new water reforms. Implying, whose needs are best served through the participation? Secondly, what are the reasons for the introduction of the participatory approach in the Zimbabwe water sector?

The study has the hypothesis: participatory approach does not benefit all water users in the new Zimbabwean water management architecture.

The new Zimbabwean water management approach has failed in spite of the involvement of highly professional individuals in the drafting of the Zimbabwean WRMS. The WRMS has failed to address thorny issues in the water sector. As such not all water users have benefited from the new reforms, the previously disadvantaged farmers in particular. Black farmers as they were mostly affected prior to the introduction of the WRMS continue to be disadvantaged even by the new highly acclaimed participatory approach.

1.6 Research methodology

Data collection consisted of various research methods. This includes a variety of research techniques, such as unstructured interviews, semi-structured interviews, participant observation and secondary material (documents, records, photographs and maps). Six weeks was spent in Zimbabwe i.e. Harare and Mutare to collect the data. During that period both unstructured and semi-structured interviews were conducted with relevant people involved in water management e.g. City Council members; academics; prominent Catchment and Sub-Catchment Council members like chairmen and catchment manager etc. The interviewing method provided direct personal contact between the researcher and interviewees.

As the study area is Save Catchment Council, most of the data was collected in the Save CC. This helped the study to focus on a specific area instead of looking at Zimbabwe in totality. In order to get a broader view of participation in Save CC one of its SCC, Odzi was use as a data gathering area. This helped in terms of balancing data gathering by touching most prominent new institutions involved in the water management i.e. ZINWA, CC, and SCC.

Mostly data was gathered in Save CC and Odzi and Pungwe SCC meetings whereby 20 – 30 minutes unstructured interviews were conducted. This was quite useful in terms of getting broad views of interviewees on certain issues. This gave the interviewees unlimited space to comment widely on the defined issues. Throughout the unstructured interviews, interviewees felt free thus expanding on the topic as they saw fit and related to their experiences.

Semi-structured interviews were conducted with Save Catchment manager; Save CC and Odzi SCC chairman; Save CC and Odzi SCC Training Officer; City of Mutare Engineer etc. The semi-structured interviews helped in bringing the views of those in leadership to the front.

While attending SCC and CC meetings, the researcher observed and noted the important facts. This helped in the following:

- To look at stakeholder representation, including representation of women.
- To find out the role of women in the CC and SCC
- To look at who is dominating the meetings i.e. level of participation by the various stakeholders in the meetings.
- To find out if catchment or sub-catchment council practices participatory approach effectively.

As part of secondary data, during Catchment and Sub-Catchment Council meetings, minutes were collected. This helped generate valuable information as there is little written material about Save CC. The use of secondary data also consists of the following: Mutare local newspapers, Zimbabwe water act, published materials, and research reports. Such data helped to generate important question about participation in general. Much emphasis was put on collecting primary data. Other information was also collected from NGO's, including university institutions that are concerned with water.

1.7 Significance of the study

This research will raise some questions regarding participation in the Zimbabwean water resources management. In no way is the study an attempt to discredit the participation processes in Zimbabwe or any stakeholder involved in the participation process.

It is hoped that such questions will help to bring about effective participation that will some how be satisfactory to most people.

The study provides those involved in participation with a third party or non-council member assessment to weigh their efforts.

The study hopes to create an opportunity for participants and those outside the process to look back and count the wrongs and achievements and learn from them to plan appropriately for the next day of participatory water resources management.

Lastly the study, through the raised questions, hopes to inspire future research on

participatory approach in water resources management.

1.8 Limitations of the study

- Because of stringent budget, a period of six weeks was spent in the field to collect data. That time was not enough to test some of the questions concerning water reforms in Save CC.
- The reformed water management approach is still at its rudimentary phase, thus many of the participants are not clear what these reforms are all about.
- There is little literature written about Save CC.

1.9 Structure of the study

Chapter one

This introductory chapter introduces the study area. It also looks at the aims and objectives of the study, research rationale, hypotheses of the study, methodology, significance of the study, and limitations.

Chapter two

This chapter will focus on literature review. Thus looking at approaches used in natural resources management, reasons for the introduction of participatory approach, and conditions for stakeholder participation.

Chapter three

Water reforms will be dealt with in this chapter, mainly the 1976 and 1998 Water Acts. Specifically the participatory approach ushered by the new 1998 water act. Secondly, it looks at the institutional settings, Catchment and Sub-Catchment Councils that facilitates participation.

Chapter four

This chapter looks at participation in Save Catchment in comparism with other catchment council i.e. pilot projects, Mazowe CC and Manyame CC. Looking at different forms of participation, training and outreach programs. Lastly, this chapter will

look at data analysis and testing of the research questions

Chapter five

Conclusion and recommendations

Chapter Two

Literature review

This chapter looks at the history and various reasons for participatory approach. It starts with a discussion of various approaches to natural resources management, namely traditional, open access, and the tragedy of the commons approach. On tackling shortfalls of the tragedy of the commons approach, the chapter will move on to discuss decentralized natural resources management i.e. Community Based Natural Resources Management (CBNRM).

Furthermore, sustainable development will be discussed to show the influence of environment protection on water resources management. Moreover, reasons influencing the adoption of participatory approach will be looked at. These include lack of trust in the government, and improving decision-making. The discussion about decision-making will highlight the influence of resource dependency theory in involving stakeholders in decision-making. Lastly, this chapter will mention conditions of stakeholder participation.

2.1 Natural resources management approaches

People's participation in natural resources management dates back years ago. It dates back to the use of traditional beliefs to manage environmental resources. Traditional people have had in place various measures to regulate and manage resources use, like water. These include rituals, ceremonies and festivals, myths and legends, and beliefs and customs. The traditional approach used penalties and sanctions to induce conformity. Traditional leaders such as Chiefs and Rainmakers had a great influence on people's lives, determining when resources (water) were to be used (Chenje and Johnson, 1996).

Traditional management had its drawbacks, like the inability to handle the pressure of increasing population. Thus as the population numbers increased, it became difficult for Chiefs to enforce the agreed upon resource management regulations. Large population

dismantles the bond among community members to respect and uphold community rules. Hara (1999) postulated that according to Olson's work on group theory (Logic of collective action), unless the number of individuals is quite small, or unless there is coercion or some other special device to make individuals act to achieve their group's common interest, rational self-interested individuals will not act to achieve their common or group interest.

The traditional approach can be likened to the open access approach whereby every one within the boundaries of a particular tribe have an access to the resource (water) in accordance to the agreed upon regulation. Normally in the traditional approach, property rights are the determining factor. Thus those living next to the managed resource had a privilege to use such a resource. However, in general, open access is not a traditional approach.

The tragedy of the commons approach was a response against the open access approach to resource management. So according to the tragedy of commons, the open access model will result in overexploitation and degradation of the shared resource since there will be no control of resource usage. Hardin (1968) suggested that in order to properly manage resources, management must be handled by either through private or state control. As a result Hara (1999: 6) stated, "The logic of the argument in the tragedy of commons is that only private ownership or the state can manage the resource successfully".

2.2 Decentralized natural resources management

There has been increasing interest over recent decades in political and critical theory in more inclusive, participatory way of doing policy and politics. But to be precise, much has been written about the participatory management approach in response to countervailing tragedy of commons theory, for an example, the Community Based Natural Resources Management (CBNRM) that emphasizes the decentralization of management (Ostrom, 1990).

According to Maveneke (1998), CBNRM benefits local communities in a form of cash dividends, community-based projects, and locally empowered leadership. Secondly, it results in efficient management and utilization of the environment i.e. wildlife and water. The context of CBNRM includes increased emphasis on culture, local institutions, traditional knowledge, participation and participatory approaches by increasing weight on decentralization (CBNRM).

2.3 Sustainable development and Agenda 21

The trend towards the participatory approach in water reforms must be understood within several broader contexts. One of these is the notion of sustainable development mentioned in the 1980 World Conservation Strategy; Our Common Future in 1987; Environmental Perspective to the Year 2000 and Beyond also in 1987; Caring for The Earth in 1990 and the United Nations Conference on Environment and Development (UNCED), Agenda 21 (Fuggle and Rabie, 1992). According to Chenje and Johnson (1996:19) sustainable development refers to "the ability of the present generation to utilize its environment without putting at risk the ability of future generations to do like wise."

Available natural resources (water) are affected by the growth of population. In the light of increasing water demand due to population and economic growth, Southern Africa needs a comprehensive annual water budget that not only takes into account all sources surface, groundwater, and marine but also balances individuals needs and those of other activities such as agriculture and industry. The wise use and management of water resources therefore depends on all people of the region, including women (Chenje and Johnson, 1996). According to Thomas et al (1996) there is a linkage between gender equality and effective water resources management.

According to principle 10 of Agenda 21: Environmental issues are best handled with the participation of all concerned citizens, at the relevant level. At the national level, each individual shall have appropriate access to information concerning the environment that is held by public authorities, including information on hazardous

materials and activities in their communities, and the opportunity to participate in decision-making processes. States shall facilitate and encourage public awareness and participation by making information widely available. According to principle 20: Women have a vital role in environmental management and development. Their full participation is therefore essential to achieve sustainable development (www.un.org/documents/ga/conf151/aconf15126-1annex1.htm).

Agenda 21 principles has influenced the management of natural resources, in general. Agenda 21 made the "ALL" word common to everything. Even with water resources management reforms the "ALL" word was prominent – more water for all; better life for all; better life for even the future generation. On regional scale, SADC has reaffirmed UNEP sentiments through the adoption of some protocols, e.g. the protocol on the shared water systems.

The protocol calls for a desirable future in which there is integrated water resources development and management. The integrated water resources development and management will results in efficient utilization, equitable access and sharing of the region's water resources to ensure sustainable social, environmental and economic benefits for all. However, the protocol highlights lack of effective participation by all stakeholders, particularly women and the disadvantaged, in water resources management. This compounds the general lack of social and environmental justice arising from poor governance (www.gwpsatac.org.zw/vision/chapter9.html).

2.4 Rationale for participatory approach

The major goal of citizen participation is to involve the public in decision-making (Heberlein, 1976; Adams et al, 1995; and Schmidt, 1998). The public wants to participate in decision-making because they have lost trust in the government as a decision-maker. "Concern for participation arises almost entirely in the context of real or imagined failure of government to respond appropriately to the more competitive needs and demands of citizens"(Heberlein, 1976: 1).

According to Holmes and Scoones (2000), in developing countries there is often a deep public distrust in the willingness and / or ability of the state to achieve positive improvements to the environment and the quality of life. This is largely because there have been years of inadequate public service provision, inappropriate development programmes, corruption and poverty.

Some governments have, as a result, attempted to overcome this low public confidence, and enhance the effectiveness and legitimacy of environmental policies by incorporating public participation. Thus, public participation is often aimed at emphasizing a more deliberative and inclusionary form of policy-making, in response to low public confidence in and limitations of state institutions (Holmes and Scoones, 2000).

Participation is defined as active involvement of citizens outside the electoral process in making decisions affecting their lives. Citizen participation taps community energy and resources, promotes dignity and self-sufficiency amongst citizens, and gives decision-makers and managers, be they elected representatives or ordinary citizens, special insight, information, knowledge and experience which can contribute positively to decision-making and management (Schmidt, 1998).

From what is mentioned above, citizen or public participation is a process aiming at improving the system that underpins citizen's lives. Improving the system implies improving the decision-making process. According to Schmidt (1998), public participation is a way of reaching better decisions. By making managers and planners aware of the range of alternatives and by not leaving out or alienating groups (who, if ignored, will resort to traditional political and legal mechanisms to make their wishes known) better decision will be made.

Participation in the political environment is one important manner in which an interest group links itself to the social system. The interest group gains legitimacy and support through participation in the political process. Resource management institutions see an

interest group as legitimate if its ideas or interests are acceptable or credible to those outside the interest group. Citizens view political action committees, environmental and consumer groups, and producer associations as legitimate mechanisms by which to influence the government institution's goal.

Resource management institutions or agencies need citizen participation as described in the "resource dependency " theory. This theory assumes that an agency needs its political and public surroundings for the physical, human and financial resources and the information necessary for the agency's survival. The successful agency builds coalitions to gain resources and information (Adams et al, 1995).

This then means managers of public organizations may view public interest groups in two ways - as a resource pool or as a source of information and knowledge about the public's best interest. When viewed as a resource pool, the bureaucratic organization wants to gain influence and secure interest group support to assure adequate resources. The content of the public input is often secondary to the power gained by the agency in the process (Adams et al, 1995).

When an agency seeks citizen participation to achieve the one specific purpose of support, participation is usually top down. The agency organizes the input process around its own goals and may not address the need of the individual or the public at large (Adams et al, 1995).

When forced to introduce participation, agencies listen to those groups that have the ability to give or take resources, bring public criticism on elected or appointed officials, or have access to the press. The agency's bureaucracy controls the press. Meeting dates, times, and locations; public testimony rules; and, access to materials, plans, and decision are all designated by the agency or public body receiving the public input. Actually, public participation is reserved for reaction to a decision (Adams et al, 1995).

Agency may view the public as a source of information and knowledge about the

publics' own best interest concerning the issue at hand. When this is the case, the concern of the agency becomes the accuracy and completeness of the information gathered from the public. It is what the public says that influences the decision-making of the organization, not just who says it.

The goal of proactive public involvement is to make better decisions. Involvement helps to ensure that all the important information is available to the decision-making body. Involvement also ensures that decision makers are aware of an array of concerns and a range of action alternatives. By inducing groups who, if ignored, will resort to traditional political or legal mechanisms such as elections, lawsuits, or recalls to ensure consideration of their ideas, this process will result in better decisions. Proactive public involvement does not make the manager's decision easier, but may very well assist in making it better (Adams et al, 1995).

There has been increasing interest over recent decades in political and critical theory in more inclusive, participatory ways of doing policy and politics, often expressed in opposition to the countervailing trends of marketisation - privatisation and globalization. However, ideas of participation have also benefited from neoliberalism– that less state intervention means freeing up civil society to participate openly in the market. Such a powerful belief is being exported to the developing world via globalization development aid and experts. Dominant (donor) states, companies, and individuals benefit directly from liberalization of structural reforms.

According to Wengert (1976), there is no single, unified theory of involvement. Many rationales for participation seem to fall into two general categories. The first category involves the pursuit of broad democratic goals that have intrinsic merit in their own right and which are set forth within the nation's basic constitutional framework. With the second category, participation is agenda is related or tied to the particular political objectives of stakeholders. In the first category, participation entails pursuing political equality and popular sovereignty goals (Tipple and Wellman, 1989). Participation is a way of holding governmental officials accountable for their actions (Koch, 1980).

Participation is way of moving from representative democracy to participatory democracy (Tipple and Wellman, 1989).

Furthermore, participation has been entrenched in global principles. One of the objectives of Agenda 21 is, " to design, implement and evaluate projects and programmes that are both economically efficient and socially appropriate within clearly defined strategies, based on an approach of full public participation, including that of women, youth, indigenous people, local communities and people under occupation, in water management policy-making and decision-making" (Pallet, 1997, p.94). According to the Dublin Declaration's second principle, adopted in 1992, " development and management must be based on a participatory approach, involving users, planners and policy makers at all levels of watercourse system" (Chenje and Johnson, 1996).

In the second category fall rationales such as:

- Affecting change within governmental organizations (changing fundamental agency behavior or changing individual decision, e.g., for more environmentally sensitive decisions) (Paehlke, 1987)
- Redistribution of political power (Arnstein, 1969; Riedel, 1972)
- To secure support from citizens for agency missions or particular activities.
- Obtaining information and educating oneself (Fortman and Lewis, 1987; Landre and Knuth, 1993)
- And resolving conflicts.

2.5 Conditions of stakeholder participation

Out of all the mentioned rationales for participation, Oliver (2001) still maintains total trust among involved stakeholders as proviso to effective participation. This therefore, shows the importance of levelness of the playing field. It is very important that conditions are suitable for the effectiveness of the planned participation.

According to Oliver (2001) stakeholders are likely to participate when they:

- Can see positive benefit

- Have an appropriate organizational structure or group
- Feel comfortable within structure or group
- See some aspect of their "way of life" threatened
- Are well informed about the issues or opportunity concerning them
- Feel philosophically committed to be supportive of the activity.

2.6 Conclusion

The stated participation reasons encapsulate the current reasons for participation from the uncritical or atheoretical understanding of participation. There is more to being involved in decision-making, redistribution of power, linking one self to social system and gaining information. Participation is a very complex governance system. It is not a technical exercise, but an ongoing political experiment in democratic governance.

The political and social context of managing rivers (water) and other natural resources keeps changing (Dovers, 2001). Out of all given reasons, stakeholders participate to safeguard their different interests, more so, if they see the new participatory management system as a challenge or opportunity to their survival.

As Cortner (2001) mentioned that some citizen come to public participation processes with expertise thus expecting to influence the situation to their advantage. While others hope that articulation of their values (including their problems) or information will affect the outcomes. Therefore, participation is tied to the particular political objectives of stakeholders.

Therefore according to Dreyer (2000) stakeholder participation exercises are intuitively the right thing to do, fun to attend and pleasant to organize but when analyzed in hindsight, results often leads to conclusion that they do not deliver adequately in terms of benefits.

Chapter three

Legislation and Participation.

This chapter traces the development of Zimbabwe water reforms from the Whites only to the inclusive water resources management approach. The chapter will look at political conditions that resulted in 1976 Water Act. This will show the link between politics and natural resources management. Flaws of the 1976 Water Act, which with other factors, resulted in the establishment of Water Resources Management Strategy (WRMS) will be discussed. The WRMS steered the reform process that resulted in the new Water Act of 1998 in which stakeholder participation is entrenched.

3.1 Political conditions

A need exists for comparative assessment of the legal strategies through which local groups have struggled to gain recognition of their rights to resources. This might entail attention to the question of how particular legal initiatives emerged, as well as the relationship between legal frameworks and national political cultures and histories (Brosius et al, 1998).

Most discussions of former colonies like Zimbabwe start with profound inequalities due to colonialism and the racial policies that accompanied the colonial rule. Between 1922 and 1980, what today is Zimbabwe was Southern Rhodesia, a White settler colony, nominally independent from Great Britain, the colonial power. Power, therefore, rested with a small minority of Europeans. They had substantial autonomy from Britain, and held the levers of powers. The economy was primarily based on agriculture and most if not all commercial farmers were Europeans. Water was a very important source of survival for Europeans (Derman, 1999).

Whites were therefore in sole control of what was very crucial to the economy – water. They did not share decision-making processes with Blacks because it was inappropriate at that time. According to them, Blacks were just subjects. They (Blacks) were forced to live in dry lands through policies such as Zimbabwe 1930 Land Apportionment Act

(LAA), separating land between blacks and whites. Blacks lived in places with insufficient water supply. While, Whites occupied most of Zimbabwean land, including the wet eastern highlands with perennial rivers. Thus, Whites were able to organize themselves into River Boards to manage water resources.

During and after colonization, governments have pursued heavily on top-down approaches in which environmental (natural resources) management mainly reflected the perceptions and priorities of the state. Although there are examples of enlightened conservation under colonial rule, policies were often based on racist views of an "ignorant" and environmentally destructive African population. These policies commonly denied local people access and control over resources they traditionally considered "theirs", creating a strong local resistance (Walker, 1999).

In the post-colonial period, the basic structures of colonial natural resources management policies were largely maintained in many African countries. This produced a kind of lingering embittered stalemate between African states unable to fully enforce new natural resources management policies and local communities unable to fully escape state control (Walker, 1999). As Donald Kaniaru, UNEP, in Environmental Justice Networking Forum (1996) stated that institutions for environmental governance in the SADC region are still not totally divorced from colonial structures and are yet to respond effectively to the new socio-economic and cultural demands of thee societies they serve.

In past governance, there was a distance created between resource users and decision-makers. Natural resources management issues were dealt with at ministerial level based on western models. Development was dictated by the political and economic considerations of the colonizers who regarded the natural environment (resource) as a free good to be controlled and exploited for their own gain. On the other hand, traditional societies were underdeveloped to support the settler and metropolitan economy (Environmental Justice Networking Forum, 1996).

Zimbabwe got its independent in 1980. Yet that independence did not overnight, change the status quo left by the departing colonial administration. As mentioned in Environmental Justice Networking Forum (1996:9) "in Zimbabwe, the independence period was constrained by the tension between the goal of preserving the capital economy geared towards meeting the needs of a small high income minority, and the goal of redirecting resources to meet the basic needs of the growing population".

Independent government failed to deliver. Ministries responsible for natural resources management and policy did not accommodate the divergent needs of the resource users (Environmental Justice Networking Forum, 1996). Problems associated with the distribution have spilled into water sector. Meaning, in the independent Zimbabwe White minority occupy large percentage of land compare to Black majority. Such unfair distribution of land influenced accessibility to water. Those with land used riparian rights to access water.

3.2 The 1976 Water Act and its flaws.

The underlying principle that water should be managed at the lowest appropriate level was captured as early as 1927 when the original water act was promulgated. The 1927 water act, and the amended act of 1964 stipulated that River Boards shall be formed to supervise and regulate water rights for any public stream or streams within an area to be fixed by the Minister (Murungweni, 2001).

According to sub-section (2) (9) of section 9 of the 1976 water act, in Murungweni (2001:5), "a River Board shall, subject to the provisions of sub-section (2) of section 56, consist of such number of members appointed by the Minister from persons interested in the public water concerned as the Minister may fix". In that sense, River Board members were not elected but only appointed by the Minister. This means representatives were not chosen by constituencies they represented.

In 1984, the nomination procedure was changed. The 1976 water act was amended by the Water Amendment Act (no. 2) of 1984 sub-section 1 (9) of section 9 reads: the Minister

may, by notice in the gazette fix the number of members who shall constitute a River Board and the manner in which they shall be elected or appointed (Murungweni, 2001).

Statutory Instrument 384 of 1985 determined the election of River Boards. Meaning, only water rights holders (who were only Whites) participated in the election of River Boards. As a result, participation in water resources management was only restricted to a particular race. (Murungweni, 2001). Therefore, participation in the River Boards was reserved only for White commercial farmers (Derman, 1999; Kujinga, 2001). Though River Boards have diligently carried out their tasks, they have done so in a very limited sectional manner. The composition of River Boards was a fundamental flow in water resource management in Zimbabwe (van der Zaag, 2000).

More so, women whom according to Mbongwe (1997) were, and continue to be fetchers of water, were not involved in deciding about the water allocation. It is well documented that allocation of water mostly affect women in terms of collecting and storing water in most rural areas (Gender Advocacy Programme (GAD), 2000).

Other than lack of sufficient participation of all water users (Blacks to be precise), the act had the following flaws too:

- Water was granted as a perpetual right meaning water right holders had lifetime access to water. This created a situation whereby it was difficult for new applicants to gain access to water, thus hampering water reallocation.
- The act did not deal effectively with water pollution.
- Penalties for infringing the act were derisory. Penalties did not reflect the economic value of water.
- Water was not charged as an economic good. The act therefore used a blanket and uniform charge against all water users before looking at the economic and social implications of such costs.
- The act was a complicated and unwieldy piece of legislation.

Majority of the Zimbabwean population simply treated the 1976 water act as another act of colonial era. This is because even with use of election procedure, Blacks were still excluded in the management of water resources. Previous colonial governments, as a matter of policy, administered the act for the benefit of the minority, then in power (van der Zaag, 2000).

The operations of the 1976 water act were centralized resulting in relatively, little user participation. The central government handled most of water related issues. For example," sections 55, 56, 57 of the 1976 water act give power to the Minister to reserve areas likely to be required for dam basins or dam sites, to reserve any quantity of public water for the future and to declare any area a public water control area, respectively" (van der Zaag 2000:4).

Decision-making process, with regard to water issues, was solely steered by central government through its institutions or agencies like Water Court or Chief Hydrological Engineer. The granting of rights to the use of public water was an exclusive function of the Administrative Court, sitting as the Water Court. The Water Court relied much on the information provided by the Chief Hydrological Engineer to determine water availability. This meant that some water users, specifically blacks, did not participate in deciding the allocation of water resources.

3.3 Reforming the 1976 Water Act.

The colonial government, as a matter of policy, administered the act for the benefit of the minority, then in power. To change the situation, Matinenga (former water court Judge) in van der Zaag (2000) suggested the formation of Catchment Councils (CCs) instead of River Boards. He postulated that such CCs should have among its duties the responsibility to allocate water. They were seen as suitable for such duty because they would be more aware of the needs of local people, than higher institutions that are not in contact with local people.

The act was difficult to enforce. However, the main hindrance was its centralized operations that had relatively little user participation. The act lacked coordination, van der Zaag (2000) reported the following suggested improvements made by those in favour of the new water reforms:

- Separate regulatory and operational functions and delegation of the latter to lower levels.
- Make users financially responsible for upholding, monitoring and enforcing their rights.
- Involve all stakeholders in planning and monitoring.
- Follow boundaries dictated by the resource rather than by administrative considerations.

"Taken together, these four guidelines point at the creation of a tiered structure of catchment organizations with operational and regulatory tasks appropriate for the scale of catchment, in which all stakeholders are represented" van der Zaag (2000:8).

As mentioned earlier, River Boards failed to include all users in water resources management though they have carried out some of their task. Representation on river boards was flawed. In response, Matinenga, in van der Zaag (2000) suggested the following with regard to representation:

- Water consumer's interest to proper water resource allocation, management and planning must be realized and recognized.
- The act must be amended so that every stakeholder's interest or that the interest of every consumer must be represented on the Catchment Council down to the subcatchment council.
- Representation on the Catchment and Sub-Catchment Council should not be limited to water right holders.

To add to water problems associated with 1976 Water Act, Zimbabwe experienced servere droughts in the 1990's. After the 90's droughts, the government initiated a study to provide guidelines on the development of a water resource management

strategy. Key activities was to develop and implement the water resource management strategy: to assess key issues and explore policy options; to devise and implement national guidelines; to provide a resource assessment methodology; and, to develop a framework for water resources allocation and demand management; institutional reform; legislation and regulation; and capacity building

(Www.oieau.fr/ciedd/contributions/at2/contribution/walling.htm).

3.4 Water Resources Management Strategy Project.

Zimbabwe has poor water resources due to various reasons, e.g. unpredictable seasonal rainfall (recurrent droughts). Increasing water competition caused by population growth worsened the situation. On the other hand, the demand for fresh water was increasing because of new technologically advanced agricultural practice and industrial and mining activities. Water demand was also severely affected or stressed by the increasing urbanization. Declining water quality due to industrial and mining pollution, and siltation from ill planed agriculture and soil erosion hampered provision of fresh water.

To make matters worse, the available financial resources from the government were steadily declining as demand on the Treasury increased. While in 1995, 95% of rural water supply was funded by external donors, the continued donor fatigue created an uncertain future in rural areas. The government policy for water development and management was failing. Actually, the Water Act of 1976 was a major stumbling block to equitable access to water for all WRMS for Zimbabwe (2000).

There were lots of separate institutions involved in water resources development and management, namely: Department of Water and Development (DWD); District Development Fund (DDF); The Department of Agricultural, Technical and Extension Services (AGRITEX); and Regional Water Authority (RWA). There was therefore a need to develop a coherent national water resources policy to guide all institutions involved in the various aspects of water resources management (WRMS for Zimbabwe, 2000).

Most important, the involvement of all stakeholders in determining water resources matters was limited by the domination of bureaucrats. There has been a growing pressure to involve all stakeholders and for natural resources to be managed at the lowest appropriate level. Critically, there was therefore a growing realization that stakeholders should be involved in putting together laws and regulations on those matters that directly affect them in order for such laws and regulations to gain wider acceptance thereby considerably easing implementation (WRMS for Zimbabwe, 2000). Most importantly, the droughts of the 1990's worsened the water sector crisis with shortages of water.

Donors played a very important role in the reforming of water sector in Zimbabwe. They funded WRMS project. Water Resources Management Strategy project was formulated in 1995 by Zimbabwe Government with assistance from the Dutch Government. The inception phase from October 1995 to September 1996 established a core Technical Secretariat with basic facilities and professional staff. The second phase of the project was started in October 1996, with support from Norway and Netherlands Governments funding the Technical Secretariat, and the Governments of United Kingdom and Germany funding the capacity building program in the Department of Water Development, WRMS for Zimbabwe (2000).

WRMS project consisted of the following management structures:

Steering Group: This was a decision-making body chaired by Permanent Secretary for the Ministry of Water Resources. It provided a forum that enabled stakeholder to participate. It consisted of Urban, Industrial and Mining (UIM), Agricultural and Rural water user sectors and other organizations with an interest water issues.

Three Sub-committees: The three sub-committees were Urban; Rural water sector; and UIM. They were established to deal with water issues in respect to each sub-sector. The sub-sectors conduct diagnostic studies to provide a basis for options and guidelines to be included in the strategy about each sub-sector.

The Technical Secretariat: It consisted of a Technical Co-coordinator and four professionals who include a Strategist, Economist, Environmental Specialist and Public Relations Manager. The Secretariat was responsible for facilitating and co-coordinating the project. It also provides secretarial assistance to other committees.

Pilot catchment planning team: The catchment planning team comprised of a Catchment Planner, a Development Economist and a Land and Water Use Specialist. this team worked alongside the Technical Secretariat and the DWD to draw up catchment plans based on the experience from pilot catchment projects. The objective was to use the catchment plan from pilot projects as a model for other plans and to test whether policies work. The pilot catchment plans were also to be used as models for the development of further catchment plans by Catchment Councils and ZINWA once an agreed and acceptable methodology has been developed.

Capacity Building: The capacity building component focus mainly on DWD. It was meant to strengthen the skills of local personnel. Access to new technology and new working methods were to be introduced in DWD staff. Operational standards were to be updated to bring them to international level. Other than that, DWD staff was encouraged to attain higher degrees in relevant areas to put the department in a strong position to implement new strategies. Capacity building efforts provided information timely for decision-making.

3.4.1 Objectives of WRMS.

"The wider objectives of the WRMS project was to achieve sustainable, equitable and economically feasible development in Zimbabwe through the proper use of water resources whilst taking into account the shared international watercourse system" (WRMS for Zimbabwe, 2000:8).

On a specific note, WRMS for Zimbabwe (2000) mentioned the following objectives:

- To put in place mechanisms that promote equal access to water for all Zimbabweans.

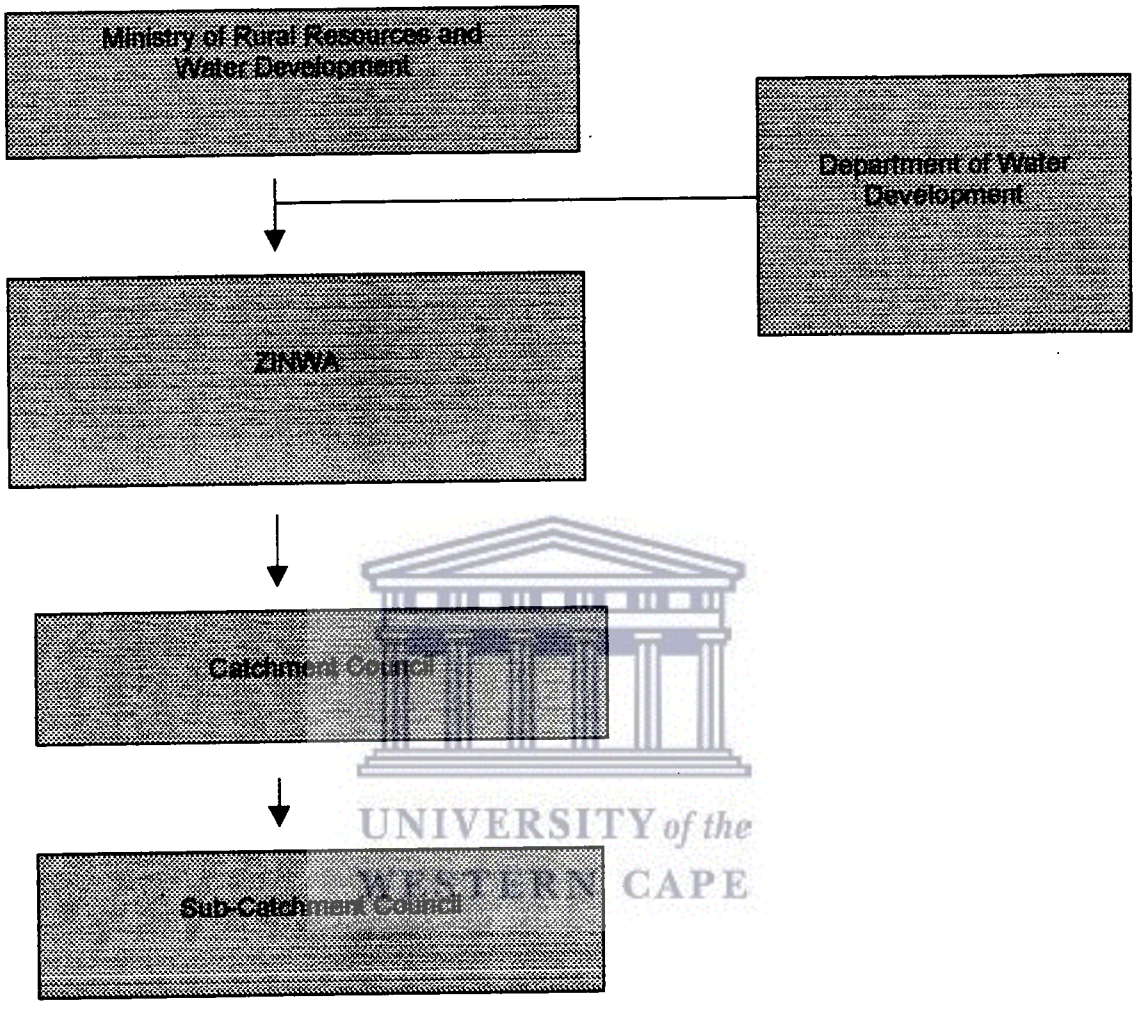
- To create an environment that promotes stakeholder participation and involvement in the decision-making process for the water sector.
- To create an enabling environment for an integrated approach to land and water resources planning and management on a catchment basis.
- To put in place measures that enhances the availability of water resources of suitable quality and quantity where and when it is needed.
- To put in place strategies that will promote the production of accurate water data on water use and demand for both surface and groundwater.
- To provide guidelines for private sector financing in the water sector as well as to improve opportunities for self financing and amelioration of public sector financing.
- To develop water pricing policies and mechanisms, which recognize water as an economic good.
- To promote integration of sector and regional water policies.

3.5 Water management institutions.

Before the 1998 Water Act, the Zimbabwe water sector was characterized by a large number of players operating from different ministries and departments. This posed problems as operational policies differed from one organization to another. As a solution, WRMS compiled a new 1998 Water Act to harmonize the situation and to formulate new water resources management institutions (see Fig. 1)

To address these institutional problems, the Zimbabwe National Water Authority has been established to undertake the commercial functions associated mainly with raw water provision, whilst a small Department of Water Development has been retained for the policy, statutory and regulatory functions. In line with the requirement to manage water at the lowest appropriate level, stakeholder institutions in the form of Catchment and Sub-Catchment Councils have been established in terms of the water act (WRMS for Zimbabwe, 2000).

Figure: 1Water Management Institutions



Adapted from Murungweni (2001)

3.5.1 ZINWA.

The ZINWA Act of 1998 established Zimbabwe National Water Authority (ZINWA). It is primarily a water management and bulk of raw water supply parastatal. ZINWA works on a commercial basis. According to ZINWA Act of 1998, its function shall be:

(a) To advice the Minister on the formulation of national policies and standards on—

I. Water resources planning, management and development; and

II. Water quality and pollution control and environmental protection; and
III. Hydrology and hydrogeology; and
IV. Dam safety and borehole drilling; and
V. Water pricing;

(b) Subject to the Water Act, 1997, ZINWA has to assist and participate in or advise on any matter pertaining to the planning of the development, exploitation, protection and conservation of water resources; and

(c) To exploit, conserve and manage the water resources of Zimbabwe with the object of—

I. Securing equitable accessibility and efficient allocation, distribution, use and development; and
II. Providing, in both the short and the long term, adequate water on a cost effective basis; and
III. Taking appropriate measures to minimize the impacts of droughts, floods or other hazards;

(d) To promote an equitable, efficient and sustainable allocation and distribution of water resources; and

(e) To encourage and assist local authorities in the discharge of their functions under the Rural District Councils Act [*Chapter 29:13*] and the Urban Councils Act [*Chapter 29:15*] with regard to the development and management of water resources in areas under their jurisdiction and in particular, the provision of potable water and the disposal of waste water; and

(f) To superintend, Catchment Councils in the discharge of their functions under the Water Act, 1997; and

(g) To encourage and assist Catchment Councils to plan and co-ordinate the development and management of water resources in areas under their jurisdiction; and

(h) To operate and maintain any water works owned or managed by the Authority and to sell any water there from, to dispose of waste water, to construct boreholes and to provide design and construction services; and

(i) To provide, at such fee as the Authority, may determine, all forms of assistance, including technical assistance, personnel, advisory and training, information and other services to the Government, local authorities and Catchment Councils in connection with the exploitation, development, management and distribution of water resources; and

(j) To undertake research studies and develop a database on hydrological issues pertaining to or of interest to Zimbabwe and to publish the findings and any other data compiled by the Authority; and

(k) To conduct hydrological and geographical surveys and to produce plans, maps or other information necessary in the planning, development and exploitation of water resources and to publish any such surveys, plans, maps or other information; and

(l) To promote such mechanisms for the co-operative management of international water resources as the Minister may determine; and

(m) To carry out any function that may be conferred or imposed on the Authority by or under this Act, the 1997 Water Act, or any other enactment.

3.5.2 Catchment Councils.

They are corporate bodies, consisting of representatives from Sub-Catchment Councils (Chairmen and Vice-chairmen). Other Catchment Councils members are Catcment manager, seconded by ZINWA, and some few co-opted members from prominent water fields AGRITEX, DWD. Zimbabwe has been partitioned into seven Catchment Areas. The Catchment Area boundary is defined by the whole extent of the river system or group of river system. Each Catchment Area falls under the juridisdiction of a Catchment Council (Tapela, 2001). The core focus of CCs is the management of water resources within their respective catchments and the administration of water allocation (Department of International Development, 1998; GeoData Institute, 2001).

Functions of Catchment Council are as follows, a Catchment Council shall-

a) In conjunction with the National Water Authority, prepare an outline plan for its river system in accordance with the act;
b) Determine applications made and grant permits required in terms of the act; and
c) Regulate and supervise the exercise of rights to, and use of, water in respect of the river system for which it is established; and
d) To supervise the performance of functions by Sub-Catchment Councils; and
e) Ensure proper compliance with the act; and
f) Perform any other function conferred or imposed upon it in terms of the act

The Minister may, by written notice to a Catchment Council, confer all or any of the powers of officers upon a Catchment Manager or on all or any of the member of a Catchment Council, and may at any time amend or revoke any such notice.

For the better exercise of its functions, a Catchment Council may delegate to Sub-Catchment Councils, either absolutely or subject to conditions, its functions as it thinks fit: Provided that-

I. The power to grant permits shall not be delegated to a Sub-Catchment Council;
II. The delegation shall not prevent the Catchment Council from exercising the functions concerned;
III. The Catchment Council may amend or withdraw any decision of Sub-Catchment Council in the exercise of its delegated functions (Water Act, 1998).

3.5.3 Sub-Catchment Councils.

Sub-Catchment Councils are lower level institutions of water management whose boundaries are delineated according to sub-hydrological zones. The Minister through statutory instruments in an area of specified river system establishes sub-Catchment Councils. Sub-Catchment Council members are decided by the Minister through statutory institutions (Department of International Development, 1998; GeoData Institute, 2001; Murungweni, 2001).

Functions of the Sub-Catchment Council consist of the following, it shall-

a) Regulate and supervise the exercise of rights to water within the are for which it was established; and

b) Perform such other functions as may be conferred or imposed upon it in terms of the act

c) With the approval from the Minister, it will levy rates upon person who hold permits within the area for which the Sub-Catchment Council was established; and charge fees for any service rendered by it. Any rates levied or fee charged by a Sub-Catchment Council shall be held by the Sub-Catchment Council in a fund for which proper accounts shall be kept and maintained. Such money will be used by the Sub-Catchment Council on expenses of performance of its functions

d) In performance of its functions, a Sub-Catchment Council may require any holder of a permit within the area for which it was established to take steps as it may specify to maintain in efficient repair any water works connected with his permit. Any permit holder who is aggrieved by a requirement of a Sub-Catchment Council may within thirty days of the requirement, appeal to the administrative Court. Failure to comply with requirement, the Sub-Catchment Council itself take the steps and recover the cost of doing so from such a person in any court of competent jurisdiction.

e) The Minister may, by a written notice to the Sub-Catchment Council concerned, confer all or any of the powers of officers upon all or any of the members of the Sub-Catchment Council, and may at any time amend or revoke any such notice (Water Act, 1998).

3.5.4 Tributary Associations and Water User Associations.

In some parts, Sub-Catchment Council have been further sub-divided into Water Users Associations that composed of the elected members from defined micro catchments (Tapela, 2001).This is the lowest water resources management level that makes SCCs. They manage water resources at tributary or sub-tributary level, which range between 50 – 500 km^2. This body is made up of interested stakeholders and is responsible for monitoring the permits issued but has no function in conflict resolution. They are responsible for informing stakeholders of institutional water resource decisions

(GeoData Institute, 2001). Water User Association's formation is not entrenched in the new act but stakeholders may form them as they see necessity the depending on the size of the Catchment Council and the number of involved stakeholders.

3.6. 1998 Zimbabwe Water Act

The 1998 Water Act is based on the principle that natural resources management systems need to correspond to changing social demands and environmental conditions. Environmental laws, institutions and policies must reflect the interwoven relationship between government, local communities, NGO's, the private sector as well as all relevant stakeholders. This will be achieved through policy reviews to change inherited institutions, and ensure responsiveness to the needs of the public.

The Act consist of 12 parts namely:

Part 1: Preliminary matters.

Part 2: planning and development of water.

Part 3: Establishment, functions and procedures of Catchment Councils

Part 4: Use of water for primary purposes and under permits.

Part 5: Declaration of water shortage areas.

Part 6: Control of water pollution and the protection of the environment.

Part 7: Servitude's

Part 8: Combined water scheme.

Part 9: Construction of small dams and large dams.

Part 10: Appeals.

Part 11: General matters.

Part 12: Repeal of the water act and transitional and savings provisions.

3.7 Essential features of the 1998 Zimbabwe Water Act

According to Zimbabwe Water Act (1998) a number of changes were introduced in Zimbabwe water resources management. These include the following:

- The vesting of all water ownership in the President, thus removing the concept of private ownership of water.

- Removing the concept of water rights being real rights issued in perpetuity and attaching these to the land in respect of which they are granted as permits. Water permits will be valid for a specific period of time and will be subject to review as circumstances may demand.
- Removal of much of the differentiation in approach to the management of water between surface water and groundwater.
- The removal of the preferential rights to water currently held by riparian owners.
- The conferring on Catchment Councils the power to issue the permits required for certain uses of water and thus decentralizing and removing this function from the Administrative (Water) Court to which appeals will now be made in certain circumstances.
- Ensuring that Catchment Councils set up to manage river systems in their catchment areas are representative of all water users in the area concerned the intention being that people in Communal and resettlement areas are involved in water management.
- Introducing the Zimbabwe National Water Authority established by the Zimbabwe National Water Authority Act, 1998, as a tool of government in performing certain functions hitherto the responsibility of the Secretary through the Department of Water Development.
- Establishing combined water schemes that will extend beyond irrigation to other commercial purposes.

3.8 Stakeholder participation in the 1998 Zimbabwe Water Act.

Participation in the new water act can be traced to the act pre-planning stages of Water Resources Management Strategy in 1995. According to Honourable Joyce Mujuru foreword in WRMS for Zimbabwe (2000) the strategy was developed through a participatory approach. A series of meetings and workshops were held to solicit views of all stakeholders.

Stakeholders participate in water resources management through Catchment Councils and Sub-Catchment Councils. Their representatives in Sub-Catchment Councils represent them. Chairmen and Vice-Chairmen of Sub-Catchment Councils form

Catchment Councils. The councils enhance user participation in decision-making. In other instances, stakeholders participate in water resources management through Water User Boards/Associations at the lowest level of management.

3.9 Representation in Catchment Council and Sub-Catchment Council

Catchment Councils are at the heart of the reform process and represent an innovative natural resource management. Catchment Council's innovation is that, they are to involve a much wider range of water users in the decision-making process than did the older River Boards (Derman, 1999). People who have an interest in any matter under consideration by the Catchment Council are entitled to be notified and to attend relevant proceedings to present their case (van der Zaag, 2000).

According to Ferguson and Derman (1999) there was broad representation in new water management architecture. Representatives from Government Ministries and Departments concerned with water were invited to participate in the Catchment Council deliberations. Thus, Catchment Councils composed of representatives of all major stakeholder groups, not only large-scale commercial farmers. These users include representatives of small-scale and communal farmers, large and small-scale miners, and urban users. Thus, in theory, the perspectives of more water user sectors were represented in water resources management (Ferguson and Derman, 1999).

Stakeholders include all those who affect, and / or are affected by the policies, decisions and actions of the system. They therefore include individuals, communities, social groups and institutions (Grimble et al, 1995). According to Kujinga (2001) in the Zimbabwean case, stakeholders comprise of all those involved in water management, including Rural District Councils (RDCs), communal farmers, resettlement farmers, small-scale commercial farmers, urban authorities, large scale mines, small-scale mines, industry and any other stakeholder groups the Catchment Council may identify.
Catchment and SubCatchment Council members were drawn from stakeholders of the main user group, namely:

- Commercial Farmers (CFU, Farmers Association).
- Communal Farmers (RDC, ZFU).
- Indigenous Commercial Farmers Union (ICFU).
- Resettlement Farmers.
- Small Scale Irrigators.
- Industry.
- Urban Councils.
- Rural District Council.

3.10 Some Preliminary Observations

A closer look at the composition of stakeholders shows that the majority of communal and resettlement farmers lack proper representation, because they are represented by the Zimbabwe Farmers Union (ZFU). This is because there are a lot of both communal and resettlement farmers who are not members of ZFU. According to Kujinga (2001), the same problem is prevalent in Odzi SCC where by it is assumed that ZFU represents all communal and resettlement farmers.

Box 1. Aboriginal Participation in Environmental Planning

Methodological and episteminological changes in the latter part of 21st century has led to the growing emphasis on the importance of public participation in planning and management of natural resources. Subsequently, in Australia, Aboriginal people were involved in the development of a management plan for a newly created World Heritage Area (WHA) in northern Queensland.

The used management approach was based on false assumptions of the homogeneity of Aboriginals the management agency thus thought that one prominent Aboriginal group can represent all Aboriginals. However, the whole program of involving Aboriginals was a flaw and marginalized some Aboriginal groups from the management of their traditional lands.

Source: Lane (1997).

If communal and resettlement farmers are not adequately represented at Sub-Catchment level how can they be represented at Catchment Council level? Most importantly, the same communal and resettlement farmers who are not well represented are more in numbers as compared to other groups of farmers. The inadequate representation of communal and resettlement farmers affects proper channeling of information from either SCC or CC and further marginalize the disadvantaged users (see box 1).

Meaning that, those who are not members of ZFU might not know about certain water issues discussed in SCC or CC. According to one ZFU representative, in Kujinga (2001), it is difficult to consult all his constituencies. He therefore used the ZFU provincial meetings to report on SCC matters, with the hope that ZFU representatives will pass the information to their different district. But as mentioned earlier, not every communal and resettlement farmer is ZFU member, so how then are non-ZFU farmers going to get feedback from SCC.

The Aboriginal experience, highlighted in box 1, shows that attempts at involving all stakeholders must account for both cultural bases of social and territorial organization as well as the differences in access to financial and organizational resources. Failure to incorporate these dimensions will result in the under-representation of some groups and the dominance of others. Indeed failure to consider such realities may prove to be an impediment to the representation of all stakeholders like the small-scale irrigators (Lane, 1997).

Apart from the unsatisfactory representation of communal and resettlement farmers, small scale irrigators are not well represented in Odzi SCC. According to Kujinga (2001) there are over twenty small- scale irrigation schemes that fall within the Odzi SCC area, yet there are only two small-scale irrigators representatives, who, to make matters worse, are from one irrigation scheme (Marange Irrigation Scheme). As a result, both these representative have never met people from other schemes to discuss issues raised in the SCC meeting or even to give feedback from the meetings. " If the situation about the representation of small- scale irrigators on the Odzi SCC remain as it is, it

means that some stakeholders are not participating in water management and remain disempowered" (Kujinga 2001:131).

In both Odzi SCC and Save CC, some stakeholders do not attend councils meetings. Stakeholders like, Mutare City Council, mining, forestry industry, Agriculture Rural Development Authority and RDCs, are constantly absent from meetings (Kujinga, 2001; Nhidza, 2001). In addition, stakeholders from other small-scale irrigation schemes are not taking part. They said they do not want anything to do with the SCC or CC or even ZINWA. In Nyanyadzi, the Nyanyadzi irrigators have since barred the chairperson of their Irrigation Management Committee from attending SCC. They say they are capable of managing their scheme on their own since they are the one who constructed it (Kujinga, 2001).

The on going farms invasions by former fighters of the liberation other ZANU-PF supporters have had a negative effect on introduction of participatory approach by training officers in some Save CC areas. The Odzi SCC training officer said that members of ZANU-PF have denied him to hold meetings in some areas, suspecting him of having a political agenda. In Zimunya communal lands, the training was asked to get a clearance letter from ZANU-PF Manicaland provincial offices. This training officer who has been denied to hold meetings in some areas is the one whom the Odzi SCC is relying to for awareness projects. He is suppose to make users aware of the water reforms and to make them understand the importance of stakeholder participation (Kujinga, 2001)

In Manyame CC and its SCCs have been affected by extreme political tensions ushered by land redistributions. For example, the intense and sometimes violent campaigns in towns of Karoi and Kariba had a negative impact on Angwa-Rukometchi SCC. In Musengezi SCC similar political tensions caused the collapse of the council. The chairman was harassed until he resigned. The vice-chairman, who took over as an acting chairman, himself has been a victim of assault. Most areas have been arenas of intense confrontation between supporters of the ruling party and the official opposition

party. Other sub-catchment councils, like Musengezi SCC have not been able to function since the inception of Manyame CC, and those Sub-Catchment Councils which had manage to meet regularly had made slow progress because of political tensions (Latham, 2001).

The uncooperative attitude by some institutions involved in the water sector raises some concerns. In addition, the different institutions involved in water resources management have resulted in an uncoordinated approach because different organizations have different interests and objectives. According to Murinye (Save CC Catchment Manager), there are some clashes between CCs and RDCs, in terms of who must structure the catchment plan.

A closer examination of the mandates of the various water related sectors seemed to indicate that the problem lay also with the institutional actors' failure to develop new protocols of organizational behaviour in line with the recent shifts in the water sector. There seems to be lines of authority, which create overlap in the water reform process. Indeed, sentiments were expressed that there seemed to be some resistance by some established local authority actors to the new river basin institutions, who were felt to be usurping the political action space. In some cases, Rural District Council (RDC) personnel were said to have refused to participate in the Sub-Catchment planning process (Tapela, 2001).

According to Latham (2001), CC and SCC have done no more than identifying some of the problems created by this arrangement. They have only indicated a need to network with relevant stakeholders and key figures to work out modalities to maximize the efficient operations and minimize conflicts caused by poor communication, conflicting interests and jurisdictions. However solving mean more than just identifying the problem.

To add on the mentioned problems about Zimbabwe water reforms, the reforms are based on foreign funding. Donors are playing a very important role in the water sector

of Zimbabwe. Other than have funded the WRMS, foreign donors fund Catchment Councils, mentioned Murungweni[1]. This does not guarantee the sustainability of the reforms. Because in if donors can pull out, the reforming processes will have to stop.

In conclusion, water reforms in Zimbabwe were influenced by lot of factors, most of which where water related problems. However, such water related problems were underpinned by political conditions in Zimbabwe. Political transitions were reflected in water reforms. The end of colonialism and Whites domination was reflected in water reforms by the introduction of a participatory management approach that ushered Blacks involvement in decision-making. ZANU-PF's land redistribution, to a certain degree, affected water reforms. On a lesser political note, donors played a very crucial role by funding the reforms, which resulted in new water management legislations. In a nutshell, WRMS reforms brought hope in addressing water problems by laying appropriate mechanisms like 1998 Water Act and the new water management institutions.

[1] Murungweni interviewed on the 22 June 2001, Harare

Chapter Four

Participation

This chapter is about participation in Save CC. Participation of stakeholders in other Catchment Councils i.e. Mazowe and Manyame CC will be highlighted to compare and show participation in general, Zimbabwe. In this chapter, participation will be analyzed to show that interests and power of certain stakeholders affects aims of water sector reforms.

Participation in Zimbabwe water resources management is entrenched in the Zimbabwean legislation. The 1998 Water Act paved the way for stakeholder participation through the establishment of Catchment and Sub-Catchment Councils. These institutions together with the newly established Zimbabwe National Water Authority (ZINWA) spearheaded the implementation of the water reforms. In WRMS for Zimbabwe (2000), the participating water users (stakeholders) are defined, as all persons who, in the opinion of the CC or SCC, have an interest in water and that are reasonably likely to be adversely affected by developments in the water sector. Stakeholders were drawn from the main user groups namely:

- Communal Farmers (RDC, Zimbabwean Farmers Union)
- Commercial Farmers (CFU, farmers Association)
- Indigenous Commercial Farmers Union (ICFU)
- Urban Councils
- Rural District Councils
- Small Scale Irrigators
- Resettlement Farmers
- Industry

4.1 Mazowe Pilot Project Experience

Before the enactment of the 1998 Water Act, a donor sponsored body known as Water Resources Management Strategy (WRMS) was formed to formulate and guide the process of reforming the water sector. The Mazowe catchment was chosen as a pilot

catchment in which dialogue with and participation by stakeholders and professionals could help in the evolution of the new legislation WRMS for Zimbabwe (2000). Mazowe pilot project was formed to produce guidelines on catchment planning

According to the GTZ (2000) report, a large workshop comprising of 74 people was held on 3 July 1996 in Bindura to *inform* a wide cross-section of stakeholders about the proposed changes in the water sector and to *gain support* for the Mazowe Pilot Project. Participants included 36 representatives from government, 18 from the private sector, 2 NGOs, 6 chiefs, 1 chief's aid, an independent farmer (1 of 4 women at the meeting), 5 from various user groups (CFU, ICFU, NILC, PIB), 1 teacher, 1 journalist and 3 from GTZ, and the donor (see appendix 3 for the Mazowe Catchment Workshop, Attendance list 3 July 1996). At the end of the workshop, the Mazowe Catchment Working Group tasked to form an interim Mazowe Catchment Council was chosen.

The GTZ (2000) report listed the following important lessons learned which were learned from Mazowe CC:

- Establishment of a healthy working relationship: One of the first and most important challenges of the Mazowe Pilot Project was to foster a 'team spirit' that encouraged the different sectors involved to overcome their fears and prejudices and to work together.

  Lessons learned: Complete honesty in an atmosphere free of politics, rhetoric and sloganeering helps people to be more sensitive to the needs of other participants and create a positive working atmosphere.

- Public awareness and stakeholder participation: Public awareness of the reform Process and public involvement in the selection of representatives at local level are important parts of the implementation of successful Sub-Catchment Councils. In order for Sub-Catchment Councils to function effectively, the community must be aware of the advantages of consumer-based water management.

Lessons learned: Low levels of public awareness impact negatively on stakeholder participation. The resultant lack of 'ownership' of the process and the result leads to stakeholder resistance and ultimately ineffective water resource management at Sub-Catchment level.

- Communal and Small-Scale Sector Participation: Water users in communal areas need a reason to participate. They must perceive the 'reward' for voluntary participation to be of value to them. Generally, communal users say the thing they want most is 'development'. To them, this means small dams and small irrigation schemes. If the possibility of development seems distant, enthusiasm diminishes.

  Lessons learned: If the perceived objective of 'development' appears unlikely to be achieved, co-operation and participation from the communal sector diminishes or disappears.

- Information exchange and dissemination: the difficulties involved with encouraging and fostering participation from stakeholders in communal and resettlement areas are compounded by communication constraints. Mazowe has found no solution for the problem.

  Lessons learned: Lack of communication infrastructure often makes it impossible to achieve the desired (indeed, required) level of stakeholder awareness and participation, particularly in the communal and resettlement areas. These are the areas where awareness and participation are most urgently sought by the reform process.

- Boundaries of Sub-Catchment Councils must be very carefully considered:

  Boundaries described by strictly hydrological criteria can create communication and transportation difficulties that prevent people from attending meetings. Mazowe learned that it was sometimes necessary to alter Sub-Catchment Council boundaries to include more than one hydrological sub-zone, even to split a Sub-Catchment Council area along a river.

Lesson learned: Theoretical considerations cannot override practicalities. The important thing is that the system must work as well as possible under the existing conditions.

- Travel refunds and attendance fees: Refund of travel expenses for attendance at Water User Boards, Sub-Catchment Council and Mazowe Catchment Council meetings was one of the biggest challenges encountered by the Mazowe Project
  Lessons learned: Dissension over travel refunds and applying simple and fixed rules based on verified information can only reduce other payments.

- Sub-Committees and communication: Mazowe found that sub-committees composed of a mixture of selected stakeholder volunteers and technical experts provided the opportunity for very effective communication between stakeholders and technical experts. The debate and discussion took place without the necessary lengthy Catchment Councils meetings.
  Lesson learned: Communications with technical experts is noticeably more effective if an engineer or a person with recognized technical qualifications puts the stakeholders' views or ideas forward.

- The Catchment Outline Plan: A Catchment Outline Plan (COP) is a legal Requirement that should be approved before an allocation system can be approved, water rights converted to permits or new permits issued. The reality on the ground is that the Catchment Council will be required to issue and manage permits whether or not a COP has been developed and approved.
  Lessons learned: Make the COP as simple as possible while conforming to the laid-down requirements of the Act. A simplified COP need to do more than quantify available resources to a reasonable degree of accuracy and provide the Catchment Council with guidelines on how to allocate and manage the water in the catchment in a sensible and sustainable manner. If the allocation/management system is designed to permit mistakes to be easily

rectified and allows for re-adjustment of permit size as necessary, the catchment plan need not be comprehensive.

- Water allocation and management systems: Mazowe learned that it was more efficient to delegate the task of developing an Allocation/Management System to a Technical Sub-Committee. Mazowe modified and adapted an existing functional River Board-developed water management system to suit the principles of the reforms and the new laws. Less time was required for experimentation, fewer mistakes were made and public acceptance was easier to obtain. Mazowe learned that public awareness and involvement in the process of forming the allocation system and rules are absolutely essential prerequisites to stakeholder approval.

  Lesson learned: there are very real difficulties involve in gaining wide acceptance and approval for a stakeholder-produced allocation system that proposes to change "the way things have always been done". A great deal of time and perseverance must inevitably precede the acceptance of significant change.

- Poverty alleviation: Most of the people in the 'poor strata' of Zimbabwean society are small-scale communal farmers facing problems in terms of water accessibility? In Zimbabwe access to water is only one of a number of inter-related and inter-dependent components, each of which must be present before poverty alleviation can take place.

  Lesson learned: Provision of equity of access to water is one building block, perhaps even the cornerstone, of an enabling environment for poverty alleviation. Guaranteed access to water paves the way for the other forms of assistance and should help other reforms (such as land reform) to be more effective. This should make things much less ambiguous than they were in the past, where poor stakeholders may have perceived that lack of access to water was the only thing holding them back. But unless the other prerequisites of access to capital, access to storage space, access to extension services, access to

essential infrastructure and the appropriate work ethic are also present, access to water will only give the small-scale communal farmers the ability to obtain water permits that they are unable to fully utilize

- Other social impacts: The Mazowe Project and the Mazowe Catchment Council Have certainly encouraged and fostered the involvement of people from the poorer strata of society. There is a noticeable difference in people's attitude. They are generally much more enthusiastic than they were before the inception of the project. But high expectations have not yet resulted in improved circumstances. There is now evidence of an increasing fear, particularly within the poorer strata of society that their involvement is not bringing about the desired result of 'development'.

  Lessons learned: Black small-scale communal farmers and the white commercial farmers have formed a harmonious working relationship. The Mazowe Project has provided an opportunity for them to learn that they can get along with each other and work together for their mutual benefit (GTZ, 2000).

The perceived 'success' of Mazowe pilot project encouraged government and donors to fast track the other five catchment councils. Therefore, instead of 6 months to get themselves organized, the Save CC was given 6 weeks (Rob Latham, interview, 28/06/01). Interesting evidence may be drawn from two different accounts of the Mazowe Catchment Council (MCC). On the one hand, the GTZ report on the history and lessons learned from the formation of the MCC (GTZ, 2000) provides a relatively balanced view of the exercise. It might be termed 'cautiously optimistic'. On the other hand, Sithole (2000) is far more critical. Both reports use 'stakeholder participation' and 'equitable access' as benchmarks for assessing the 'Mazowe experience'. According to Vira and Jeffrey (2001) this is quantitative and material success evaluated through etic or external criteria.

However, Vira and Jeffrey (2001) stated that evaluation of participatory project intervention should focus on internal or emic level criteria. This consists of elements,

aspects, and interpretations of the belief system as perceived or conceived by the numbers of the culture or society under consideration. In their observation, most evaluations tend not to include the personal achievements of participants as indicators, focusing instead on quantitative and material indicators of project success.

Notably, aside from claims that 'the resultant working atmosphere was very constructive' and that 'black small-scale communal farmers and the white commercial farmers have formed harmonious working relationships' – there is little evidence to suggest that 'success' at the pilot level warranted fast-tracking the other schemes. In addition, there are unsatisfactory reasons to suggest that all stakeholders were represented in Mazowe CC.

GTZ (2000) claims that considerable care was taken to ensure that all sectors were represented on the chosen working group (urban, industrial, large-and-small-scale mining, large-and-small-scale farming). It is also assumed that all administrative systems were represented (elected local government, Ministry of Local Government, Rural and Urban development and traditional leadership). The mere presence of a particular number of stakeholder groups was all it takes to have the so-called representetiveness in the Bindura meeting.

The claimed improvement on 'representation' in Mazowe CC showed an inverted pyramid. Very few people attended from the poor groups. The Bindura meeting was flooded with civil servants. Therefore, in terms of the number in the attendance list, the meeting was the success. Nevertheless, there were no diverse representatives in the Bindura meeting. Thus, one wonders how did those six chiefs and that single woman farmer have felt among so many 'suits' in Bindura.

4.2 Save Catchment Council

Save CC was inaugurated at the meeting held at Wise Owl Motel, Mutare on July 16 1999. The minutes of the inaugural meeting for Save CC are given in the Appendix 4.

According to the minutes of that meeting, the Save CC office bearers were elected from the chairmen and vice-chairmen of Sub-Catchment Councils who were present at that meeting in accordance to terms of section 24 of the Water Act Chapter 20:24. councilors that formed the inaugural SaveCC is listed in appendix 4.

Mr R.D. Latham was elected as the Chairman by 6 votes beating both Mr M.P. Pswarayi and Mr J. Ziwenga who managed 4 votes respectively. Chairmanship losers contested the Vice Chairman position, and Mr M.P. Pswarayi won by 12 votes to 2 for Mr J. Ziwenga (minutes of the inaugural meeting for the Save Catchment Council, Friday 16th July 1999, 10H00).

In that inaugural meeting both Commercial and Communal or small-scale farmers were represented. Six councilors were White and eight were Black. However, there was no female councilor. Most councilors were over the age of 40 years, meaning that views of younger generations were not represented. Most of the councilors have worked with various Rural District Councils and few with government institutions like Agricultural Technical and Extension Services (AGRITEX). Most councilors have formal education qualifications and are well-off people as some of them were businessmen.

Dube and Swatuk (2001) stated that at the inaugural meeting of Save CC, it was decided to co-opt City of Mutare because of many reasons. These include pollution issues (city of Mutare is the most polluter of Sakuva river), the City's rights to Lake Alex and Odzani Dam. Thus, "representatives from local authorities occupy important and decision-making position in Catchment and Sub-Catchment Councils. These representatives shoulder an enormous responsibility whereby they should articulate the needs, interest, and aspirations of a wide spectrum of water users in their area of jurisdiction" (Nhidza, 2001:15).

Local authorities play a very important role in as far as stakeholder participation is concerned. They represent urban stakeholders in the Zimbabwe water sector. Local

authorities are the major provider of water services for domestic water users and the commercial and industrial sectors in cities and towns. They are also one of the main polluters of rivers. Most water pollution emanates form their area of jurisdiction from water treatment works, sewage treatment works and industrial and mining effluent (Mukheli et al, 2001; Nhidza, 2001).

However local councils do not take participation seriously. They do not attend councils meetings. According to chairman of Save CC and Odzi SCC, Mr Rob Latham, City of Mutare even though a member of both Save CC and Odzi SCC, does not attend the council's meeting. In Kujinga (2001), City of Mutare is labeled as the worse Save CC in terms of attending council meetings. According to Mr Muskwe, Water/Sewage Engineer City of Mutare, Mutare as a city does not loose much by not attending council's meetings because they pay their water levies.

4.3 Manyame Catchment Council.

Manyame CC was formed shortly after the formation of Sub-Catchment Councils. "A week after the formation of the Lower Manyame Sub Catchment Council, a meeting was convened to form the Manyame Catchment Council" (Latham 2001:152). There is insufficient stakeholder representation at Manyame CC Latham (2001). Because from the onset, not all stakeholders were identified by officials from WRMS and the Ministry to be involve at sub-catchment level. In Lower Manyame SCC stakeholders were given short notice for the meeting (Latham, 2001).

According to Latham (2001), minutes of Manyame CC reveal a tendency for discussions to be dominated by Large Scale Commercial Farmers (LSCF) members because of the following reasons:

- The LSCF members (most of whom had served on the defunct river boards and were more familiar with the management of irrigation water) seem to have more confidence than those councilors from stakeholder groups newly introduced to the subject.
- Most of the issues raised at meetings were of direct concern to commercial agriculture (user permits and levies in particular).

However at Lower Manyame SCC, LSCF members take little part in proceedings. Their attendance is even poor. Where as at Manyame CC meetings were often dominated by discussion of issues important to LSCF at Lower Manyame SCC meetings have been dominated by the concerns of communal and small-scale agriculture.

At most meetings of Lower Manyame SCC discussions of the need for the development of outline plans and for these to include potential development of water resources were prominent. Other matters frequently discussed were how to enforce environmental protection measures, the formation of user boards and the incorporation of water point committees in the previously marginalized communities. At both CC and SCC levels, matters relating to agriculture (irrigation and the development of water resources) had been the major subjects debated (Latham, 2001).

Councilors representing mining had only attended two meetings. There had in consequence been no discussion of mining related subjects at CC. Councilors from Commerce and Industry had also been absent from meetings, or when present, had been passive rather than active participants in debates. This may have been attributed to the fact that they did not perceive any direct relevance or threat to their interest (Latham, 2001).

City of Harare, like City of Mutare in Save CC, does not attend most of Manyame CC meetings. According to Latham (2001) an Engineer representing City of Harare stopped attending meetings within the first year of Manyame CC operation. This shows that urban industrialist or commercial interests are not represented on the Manyame CC. Urban, Industrial and Mining (UIM) water has only been discussed by Manyame CC as far as it is perceived to be a possible threat to farmers' appropriations. In a nutshell, "at both Lower Manyame SCC and Manyame CC meetings, UIM water has not featured as a topic at either operational or at the planning levels, except in so far as it might be perceived as a challenge to rural agriculture" (Latham 2001:154).

Both Lower Manyame SCC and Manyame CC have one female councilor. Water issues specific to women are not discussed in both councils' meetings. This shows that men have yet to learn to address women issues also. The concerns of women in the previously disadvantaged rural areas have received no consideration at any meetings. The female councilors contributed rather as stakeholders, representing the sectors from which they were chosen (Latham, 2001).

4.4 Awareness and outreach

One of the stated major goals of the Zimbabwean water reforms is to involve people at the lowest appropriate levels in the management of water resources. In spite of the problems of dominance and power affecting the new Zimbabwean water management approach, stakeholder participation is probably affected by lack of information on the stakeholders' side. Most communal farmers do not understand the new water reforms and they lack capacity to participate effectively. This adversely affects Zimbabwean governments water reform's major goal of involving all stakeholders in the management of water resources.

If the water sector hopes to achieve its stated goals of equity of access, and effective, efficient and sustainable management, it is imperative that all users understand the 'system'. According to Vira and Jeffrey (2001) referred to this need for stakeholders to acquire communication skills, the ability to formulate project goals, to plan and delegate tasks, solve problems and other abilities necessary to be partners in executing a community-based management approach, a capacity building process.

Lane (1997) in his study of Aboriginal participation in Australian Environmental Planning noticed that, capacity building for indigenous people is very important for effective participation. Thus, participation of indigenous people should be facilitated by strategies explicitly designed to enhance their capacity. According to DWAF (1997) capacity must be built in marginalized and disadvantaged groups. This will help the catchment management approach to be successful in implementing sustainable and participatory water management strategies.

The new water reforms call for the working together of people who have not worked together previously. Such a situation poses a challenge that needs to be looked into to enable smooth running of the proceedings. Vira and Jeffrey (2001) stated that, if stakeholders have not worked together previously or even more importantly if they have a history of conflict, participatory strategies have to be effectively promoted through awareness campaigns.

Awareness meetings play a very crucial role in the dissemination of information. "In Mazowe and Mapfure, it was noted that despite information being disseminated through printed pamphlets and posters, there was still a need to follow up with personal contacts " (WRMS for Zimbabwe, 2000:73). In the case of Save CC, the Training Officer fills the gap of personal contact between Catchment Council and stakeholders.

To this end, each SCC is to have a 'training officer' whose task it is, in the words of the Save Catchment Council Manager, Sub-Catchment Council's Training Officers focuses on explaining the new water reforms to communal farmers. Secondly, they are tasked to convince communal farmers to use more water commercially and productively. Thirdly, they have to convince non-payers to pay water levies. This is a daunting task as most of communal farmers have been using water for years without paying anything for it.

Save CC Training Officer is then left with the task of introducing newly appointed Sub-Catchment Council's Training Officer's to the new water management system. He also oversees the performance of all Sub-Catchment Council's Training Officers. His main task though, is to train new Catchment Council members – introducing them to water management as described by the new 1998 Water Act.

The training officer, Mr. Joel Sithole, is a dynamic personality, clearly suited to the job. Both in discussions with him, and in reading his reports, it is clear that the task of imparting information and raising awareness over an entire catchment area is daunting.

Lack of time, and human and financial resource limitations made his task more difficult. According to Mr Rob Latham, SIDA provided seed money to fund Save CC.

Sithole, like the Catchment Manager, is overworked and overstretched. It is common for the CC to simply off-load tasks to him. The down side of the training officer's workload has enlarged to such an extent that very little 'training' is being done. On the positive side, however, in covering so much ground, the training officer knows the catchment and its concerns better than anyone does. In other words, he is the 'thread' in the patchwork quilt of water reform in rural areas.

According to Mr Joel Sithole, more women than men attended awareness meetings. In some meetings, there are equal female and male participants. However, in often cases, women are more than men. But he emphasized that this is misleading, because there is lack of women in decision-making bodies (CC and SCC). Nevertheless, irrespective of the afore-mentioned positive women participation in awareness meetings, there is still a lot to be done, mainly because in some cases, men outnumber women in awareness meetings and there are few, if any, women in decision-making.

Failure of awareness programmes meant less participation of small-scale Communal farmers in water resources management institutions. As a result, less participation of Communal farmers encouraged the status quo, whereby interests of Commercial farmers are most served by Catchment Councils. This led to aims of water reforms like addressing water accessibility among all stakeholders not to be meet by Catchment Councils.

4.5 Participation and power.

Since the distribution of power between stakeholders is unlikely to be equal, this can lead to the systematic exclusion or neglect of interests of weaker section of communities (Vira and Jeffrey, 2001). Growing literature on stakeholder involvement in natural resources management suggests that management occurs in an arena defined by

multiple and often highly contested interests. Dynamics among stakeholders are highly complex and determined by geography and historical context. Generally, gathered data also shows the clash of interests among key stakeholders in Save CC.

According to Sithole (2000) the important aspects about the dynamics of stakeholders relate to their perception of their endowment of political power. In the case of Zimbabwe, previously, Commercial farmers had power by virtue of controlling, allocating and managing water resources in the river boards. However, even in the new water reforms, Commercial farmers still has power, which they use to further their interests in Catchment Councils.

The 1998 Zimbabwean Water Act heralded the participatory approach in water resources management. This implies that the new water act was supposed to level the playing field to enable full participation of all stakeholders, free from domination, in water resources management. Thus the 1998 Water Act of Zimbabwe was supposed to have created what Jones (2001) called a " participatory arena" that was not dominated by some stakeholders.

Based on the observations in Save CC and Odzi SCC, several trends regarding participation were noted by the author. The most obvious point was the dominance of white commercial farmers in general. In meetings the author attended, white Commercial farmers dominated the proceedings[2]. While on the other hand, small-scale Communal farmers were submissive to White Commercial farmers. Therefore, the abiding power relation is reflected in the new water architecture (Dube and Swatuk, 2001).

Financial backing influences or determines participation. Thus, those with money have an access to CC and SCC meetings. In the case of Odzi SCC and Save CC, meetings are held at Mutare. Most council members stay in very far places. Communal farmers depend on the little transport allowance that is given to members after attending the

[2] Meeting attended:Save CC meeting, 29 June 2001; Odzi SCC meeting, 13 July 2001

meetings. This factor contributes to less interest on the part of Communal farmers as far as attending council meetings is concerned. In a nutshell, attending meetings is expensive for most Communal or small-scale farmers, unlike Commercial farmers who use their own cars. Thus such conditions for participation give an unfair advantage to those with their own transport (Sithole, 2000).

The afore-mentioned factors influence the participation of stakeholders in meetings proceedings. Thus finance is power and power influences participation. Based on the author's observations in SCC and CC meetings, some council members residing very far from the meeting venue (mainly Communal farmers) arrive in the meetings very tired. Others arrived very late for the meetings because of transport problems. Although most manage to come to meetings unprepared, they thus contribute very little. Thus most of them are passive participants.

Maybe at this juncture, it wont be inappropriate to pose the question; does participation mean involvement of all stakeholders in the proceedings (decision making) or just being counted as attendants of meetings? This is the kind of participation Dudley (1993) referred to as 'passive collaboration. According to him, it would be best if such collaborations were never referred to as public participation, but rather as something quite distinct, such as community's contribution. Community contribution certainly have a place in the lexicon of participation but the real interest lies in finding mechanisms through which the users can influence the decision-making and have real power (see Table 3 for a typology of participation).

Government of Zimbabwe and some donors have created a framework through which power sharing can be achieved among stakeholders in the water sector. But the policy of devolution as instituted by the Zimbabwe government does not explicitly allocate equal powers to all stakeholders. There is rather a covert and perhaps unwritten but obvious belief that stakeholder participation in essence means power has been shifted to those previously disadvantaged by the water policies of the past. In addition, that Communal farmers presence is a guarantee that they can make a difference to

entrenched value and institutional systems that previously marginalized them (Sithole, 2000). On contrary, in Save CC the previously disadvantaged continue to be marginalized further even after the reforms.

Preliminary research findings of 'Sustainable Livelihoods in Southern Africa' (SLSA) by the Institute of Development Studies research team in Zimbabwe confirmed the author's observation of the unfair dominance of Commercial farmers in Zimbabwean new water management institutions. They found that, commercial sector players with greater power and influence dominated water management institutions, resulting in the needs of poor farmers, and women in particular, being neglected (IDS Research, 2001).

Therefore, in Zimbabwe, Save CC to be specific, it seems certain stakeholders are more powerful than others are. Those who are powerful are more familiar with councils proceedings. Most of them have previously served in the defunct River Boards. Thus, they tend to dominate the proceedings. Sithole (2000) noted that most Zimbabwean Communal farmers do not feel able to participate on an equal footing with other stakeholders who have more experience and knowledge in water resources management.

As assumed by the Zimbabwean government, the new water reforms devolve power to the previously disempowered, meaning all stakeholders participate in the new water management institutions. However, it seems, that communal farmers do not know how to exercise their new power and large-scale Commercial farmers make use of that chance to dominate the councils. As a result they (communal farmers) remain powerless in reality.

4.6 Comparative example of participation from Save, Mazowe and Manyame Catchment Councils

In spite of the problems experienced concerning participation in each of respective Catchment Council, it was generally accepted that most stakeholders were participating in the water management proceedings. In Save CC, for an example, according to the

chairman Mr Rob Latham, most stakeholders are represented in Save CC. In addition, GTZ (2000) stated that most stakeholders attended the Bandura meeting, thus stakeholders are represented at Mazowe CC. But this is contrary to what has been observed about representation in councils, generally.

According to Latham (2001), most stakeholders are not represented in the Manyame CC. He further said, government influenced representation of stakeholders by choosing stakeholders, which will participate. In addition, in Save CC, councilors comprise mostly of educated males. Poor people are not represented since most councilors are well offs.

In both Manyame and SaveCC, City Council does not attend council meetings regularly. In the case of Save CC, forestry and tea estate representatives and City of Mutare were regular absentees. According to Latham (2000) City of Harare and mines representatives do not attend meetings of Manyame CC. Judging from latter mentioned scenario, some stakeholders, like Mutare City Council, do not see the necessity of attending Catchment Councils' meetings. Because, in the case of Mutare City Council, they pay their levies; owns Pungwe project; and does not use water from other dams. It therefore feels that its water needs are addressed.

City of Mutare engineer, Mr Muskwe, mentioned that it was not necessary for the City to attend Save CC meetings. Looking at lessons learned from Mazowe Pilot Project, stakeholders tended to attend if their interests were being attended to. According to Save CC minutes, agricultural issues were prominent in the agenda. Such issues were not of importance to local councils. After all, councils, including Save CC, were still on their infancy stages. They often discuss things like postal address and renting offices, things that were not important to busy engineer.

With regard to gender imbalances, women are not well represented in all councils. Women have been traditionally marginalized from formal decision-making processes. The pivotal role played by women as providers and users of water has seldom been

reflected in institutional arrangements for the development and management of water resources (Rudengren et al, 1997). Whether intentionally or unintentionally, the exclusion of women has continued in development and natural resources management. This has resulted in the portrayal of women as passive beneficiaries of service (www.cgiar.org/iwmi/pubs/pub031/RR031.htm).

Thomas et al (1996) mentioned the need to develop a clear understanding of the linkage between gender equality and effective water resources management. WRMS emphasized the importance of involving women in water resources management, more so, in decision making. According to WRMS for Zimbabwe (2000), women in Zimbabwe constitute more than 51% of the total population. Therefore, development that does not take into account the views and needs of half of the total population is not sustainable.

Evidence from the formal meetings suggests that women have influence as demonstrated at outreach meetings and in their position as water point managers. However, the higher echelons of power continue to be visibly dominated by men. According to Dube and Swatuk (2001), in Save CC, the participation of women is clearly more prevalent at awareness and outreach meetings. At these meetings, women often outnumber men, sometimes by as much as 4:1. However, Save CC does not have a female councilor. Therefore, according to Cornwall (2000a) participatory approach continues to pay little attention to issues of gender, more so in terms of involving women in decision making.

The dominance issue was common in all mentioned Catchment Councils. Commercial farmers, who are mostly whites, dominate the proceedings. There is a lot of reasoning behind such dominance, one of which being that commercial farmers have experience of managing water since most of them were members of the defunct river boards. They also have power which they take advantage of to further marginalized Communal and small-scale farmers.

4.7 Analysis and discussion

Jones (2001) criticized the notion that participatory approach constructs the 'ideal speech situation', in which differences and conflicts are tackled through the principle of 'open dialogue' in space void of domination. He based his critics on the fact that, stakeholders come to participate with power or knowledge that shape their proceedings. As such they dominate the proceedings creating and preventing the construction of the ideal speech situation.

In Save CC, Commercial farmers dominate the proceedings. They therefore control the proceedings and their interests are prioritized compared to other stakeholders. In Save CC meeting of the 26 June 2001, issues most common to large-scale Commercial farmers were discussed. For example, the changing of water rights to water permits and the issuing out of provisional permits was discussed. Issues important to small-scale Communal farmers were not emphasized i.e. issues like mending of irrigation canal gate destroyed by the cyclone.

Therefore, while water reforms were aimed at addressing problems in water sector that are most felt by Blacks, their (water reforms) progress was hampered by the dominancy problem. Interests differences among stakeholders in Catchment Councils affected the success of water reforms. These squabbles, made water reforms not to meet the most basic targets of improving water accessibility to Blacks and transforming the Whites only water management institutions. If the needs of rural people are not addressed by water reforms through participatory approach, who will benefit from the success of water reforms.

Years after the introduction of water reforms in 1998, Zimbabwe is still, challenged by pressure to ensure that all its citizens have equitable access to water. Not enough efforts has been done to develop water for rural areas where the majority of Zimbabweans live. The rural water supply has been so far largely restricted to ground water sources through the provision of boreholes. Not all areas are rich in ground water resources. The

numbers of rural piped water schemes are still very small, and where they exist, they are badly maintained.

Therefore, in analyzing the hypothesis, government of Zimbabwe has benefited most from water reforms. Other than making water sector financially viable, it has minimized water sector costs by trimming and converting Department of Water Development (DWD) into a statutory body and establishing finance oriented ZINWA. ZINWA was to operate along commercial lines, generated its own resources for operations and maintenance of infrastructure and contract commercial loans for capital development on its own right.

Compare to other users, women has not benefited much from water reforms. There has been little success with regard to gender balance in water management institutions. The legislating of involvement of women in water management is not enough because in practical terms women are not involved in decision-making institutions like CC and SCC. However there seem to be indications that women do participate in decision-making institutions through other channels, and do exert influence in other ways i.e. being represented by men, see box 2 below.

In rural Shona society women prefer to be represented by men in decision-making institutions. Thus men carry the task of representing all members of the society including women. On the critical note, the fact that more than half of the Zimbabwean population lives in rural areas and most of them are Shonas clarifies the reasons why women's participation in councils is so poor. According to Save CC Training Officer (Mr Sithole) culture is one of the contributing factors to poor women participation in both Catchment and Sub-Catchment Councils.

Women's participation in a Shona setting (Save CC to be specific) must be analyzed with a very critical broad scope. Often times the inaccurate analysis view women's participation through the biased northern European lens. This often results in misleading conclusions.

Box 2. Shona Women Participation in Zimbabwe

Village life and Shona society in Zimbabwe are quite different from the urbanized, societies of northern Europe. Shona women in Zimbabwe have at least as much influence in the family unit as women in other societies, perhaps even more. In Shona society, women generally avoid being publicly prominent or publicly 'visible'. They generally do not seek public office. Those are 'man things'. Men enjoy them, even need them. Shona women, especially those in the poor strata of society, generally send their men to meetings and let their men spend time sitting on committees, while they stay at home and concentrate on things which they consider will make better use of their precious time. In between committee meetings, the women lobby their men behind the scenes and behind closed doors. Each woman knows best how to communicate with her man and each man soon learns exactly how his wife feels about important issues. When he goes to his committee meetings, he is virtually obliged to make certain that the ideas he proposed and the decisions he makes are in agreement with those of his wife. If they are not, words will soon get back to his wife and life at home will get pretty miserable. The system works very well. If few women sit on committees in Zimbabwe, this does not indicate a 'gender problem'. It merely indicates that Shona women influence the decision-making process differently (but not less effectively) than the urbanized, educated working women of northern Europe.

Source: GTZ (2000)

This however, does not mean that women are adequately represented in general; that their interests are on the policy table and that they do not suffer gender discrimination. On a broader perspective it is still a challenge to address shortage of women in decision-making bodies. After all not all Zimbabwean women adhere to the Shona culture. Women from different cultural background deserve fair representation by women representatives.

This is how smallholders themselves understood the 'reform' process. At Nyadiri Sub-Catchment consultative meeting (13/10/99), Sithole reports that 'the "so-called" involvement in the water reform process came as a surprise to chiefs' and that 'Most chiefs expressed the sentiment that they did not understand why they were invited' (p.

10). One RDC official stated at Nyagui Catchment Council meeting (06/10/99), 'the new and proposed system changes nothing, those with money to build dams still have a comparative advantage over those in communal areas who have no hope in hell of ever building and sustaining one' (p. 9).

According to the researchers experience with the Save CC, it is clear that CFU and ICFU members have been taken to the Catchment Council like a duck to water. As with the Mazowe experience, Black and White commercial farmers have formed a relatively stable alliance in defense of their common interests: access to water permits. From this perspective, the CC address interests of certain groups. Thus, most rural Blacks are not benefiting from the reforms.

According to Dudley (1993), problems of dominancy, power and representation of women and other smaller users in participatory approach are inevitable. This is because, in the case of Zimbabwe water reforms, participation was an end goal of the reforms. Out of other challenges faced by the water sector before the establishment of Water Resources Management Strategy, lack of user participation was labeled as one of the challenges. Meaning that reforms, out of all other targets, was aimed at addressing user participation in water resources management.

Therefore, among other challenges, Zimbabwe water reforms targeted achieving participatory approach in water management. Thus, there was nothing beyond participation. Participation was not used as a process to achieve certain key reforms like equal water accessibility. In the case where participation is not a process, it became an exercise of power linked to politics. In addition, it became a manifestation of a broader political process whereby the 'haves' dominate the 'have-nots'. According to Dudley (1993) if participation is an end goal of the whole water reforms, it cannot be divorced from its political context and consequences.

Table3. Pretty`s Typology of Participation

1. **Passive participation:**People participate by being told what is going to happen or has already happened. It is a unilateral announcement by an administration or project management without listening to people's responses. The information being shared belongs only to external professionals.

2. **Participation in information giving:** People participate by answering questions posed by extractive researchers using questionnaire surveys or similar approaches. People do not have the opportunity to influence the proceedings, as the findings are neither shared nor checked for accuracy.

3. **Participation by consultation:** People participate by being consulted and external agents listen to views. These external agents define both problems and solutions, and may modify these in the light of people's responses. Such a consultative process does not concede any share in decision-making and professionals are under no obligation to take on people's views.

4. **Participation for material incentives:** People participate by providing resources, for example labour, in return for food, cash or other material incentives. Much on-farm research fall into this category, as farmers provide the fields but are not involved in experimentation or the process of learning. It is very common to see this called participation, yet people have no stake in prolonging activities when the incentives end.

5. **Functional participation**: People participate by forming groups to meet predetermine objectives related to the project, which can involve the development or promotion of externally initiated social organization. Such involvement does not tend to be at the early stages of project cycles or planning but rather after major decisions have been made. These institutions tend to be dependent on external initiators and facilitators, but may become self-dependent.

6. **Interactive participation:** People participate in joint analysis, which leads to action plans and the formation of new local institutions or the strengthening of existing ones. It tends to involve interdisciplinary methodologies that seek multiple perspectives, and make use of systematic and structured learning processes. These groups take control over local decisions and so people have a stake in maintaining structures or practices.

7. **Self-mobilization:** People participate by taking initiatives independent of external institutions to change systems. They develop contacts with external institutions for resources and technical advice that they need, but retain control over how resources are used. Such self-initiated mobilization and collective action may or may not challenge existing inequitable distributions of wealth or power.

Source: Jeffery and Vira (2001)

Participation both in the reform process and the new water resources management practice can be linked to the Prett's first four categories of the typology of participation (i.e. passive participation; participation in information giving; participation by consultation; and participation for material incentives). Stakeholders participation takes place after the professionals have planned in advance the proceedings of participation and who will participate. Before WRMS was formed professionals and politicians meet before hand and decided what was going to be changed in the water resources management sector. As such the Bindura meeting that resulted in the formation of the Mazowe CC, according to the GTZ (2000) report was aimed at informing stakeholders about the proposed changes and to gain support.

In the information giving participation stakeholders (mostly the previously disadvantaged stakeholders) participate by providing decision-makers with information. There is no guarantee that the information given will influence the decision to be taken. As such, in Save CC and its Sub-Catchment Councils there was a slow progress in using reports given by Black representatives. In their reports they complained about broken canal gates, expensive application fee etc. however issues affecting White Commercial farmers featured mostly on the agenda. Jeffery and Vira (2001) stated that in such a participatory approach not all participants have the opportunity to influence the proceedings.

In the fourth typology people participate to gain material incentives. Thus stakeholders participate to benefit something but not to genuinely to partake in the proceedings. In Save CC most if not all stakeholders participated to gain something. White Commercial farmers participated to safeguard water availability. On the other hand, most Blacks representatives are much more concerned about traveling allowances than serious issues on the discussion table. In one meeting the researcher some Black representatives were totally silent throughout the meeting until the chairman started the discussion about traveling allowances.

Participation of Black stakeholders strays rather far from the last three categories (functional participation; interactive participation; and self-mobilization). White Commercial farmers features mostly in this last three categories. They (commercial farmers) participate to meet predetermined objectives. Throughout the reform process White Commercial farmers interest dominated the proceedings. Their pressing issues so far have been highly entertained.

With regard to interactive participation, White Commercial farmers participate in joint analysis leading to action plans and the formation of new institutions because of their experience acquired from serving in defunct river boards. Their experience put them on the advantage side as compare to most inexperienced Black representatives. With regard to self-mobilization, participation means taking initiatives. Because of their domination, White Commercial farmers control CC and SCC. Even though both Blacks and Whites representatives are both supposed to participate in deciding about the use of water only White representatives do. As a result, the new reforms fails to challenge inequitable distribution of power. This implies that power still rest solely on the hands of the White representatives.

On a positive note, water reforms succeeded in replacing water rights with water permits. It has also made it possible for catchment management plans to be drawn. Water reform has brought Commercial and small-scale Communal farmers together to discuss water issues. It has also made water sector economically viable/self-sustaining. This was made possible by creating an enabling environment for private sector/donors participation and through encouraging payment of water levies by users.

4.8 Concluding remarks

Participation is the end goal of the new Zimbabwean water reforms. It (participation) was envisaged as the underpinning factor to the reforms. As such the Zimbabwean WRMS put a lot of emphasis on stakeholder participation. They tried every means to paint a picture of the perfect stakeholder participation in CC and SCC. But on contrary, the participation in Zimbabwe Catchment Councils, Save CC to be precise, is not

satisfactory. The so-called representative SCC and CC are not convincing. The success of participatory approach in addressing the challenge of water accessibility is dampened by the domination of White Commercial farmers. Interests of large-scale Commercial farmers dominate proceedings in Save CC

Problems associated with participation as a key goal in Save CC and Zimbabwe in general has affected the success of the envisaged water reforms. Participation in Zimbabwe has been used as a targeted goal instead of a process to achieve key goals with. As such much emphasis has been put on achieving stakeholder representation at an expense of addressing serious water problems affecting the previously disadvantaged population mostly. As a result, those who pushed for stakeholder participation have wrongly considered it to be an end goal instead of a process, and has thus hindered the addressing of key water problems.

Chapter Five

Conclusion

In this chapter, there will be a brief summary of the water sector in Zimbabwe starting with challenges that resulted from the introduction of water reforms. The chapter will then provide a summary of the situation after the introduction of the reforms. Such a summary will start with a discussion of negative aspects followed by positive aspects of the reforms and participation. The chapter will then mention general comments about what participation mean based on experiences from Save CC. Lastly recommendations will be suggested with regard to improving situation in Save CC

5.1 Challenges

Before the reforms, water sector in Zimbabwe was faced with a number of problems. Zimbabwean government financed most of water development projects and little attempts were made to use private capital. Increasing demands on government financial resources resulted in sharp decline in the water sector allocation. There were no legal guidelines for stakeholders' participation, including donors. In addition, institutions where stakeholders could participate in water resources management were not in place. River Boards and advisory councils allowed limited participation of stakeholders i.e. water rights holders only.

Water accessibility was not equal. Urban dwellers and agricultural sector benefited from water development programmes. Little efforts were made to develop water for the rural areas where majority of Zimbabweans live. Rural water supply was largely restricted to groundwater. Moreover, Zimbabwe has been a victim of recurrent droughts and so far, there were no proactive measures to address that. There were no convincing efforts to address water quality problems. Thus, the unsolved sanitation problems in both rural and urban areas were causing the deterioration of water quality. Furthermore, there was no concrete regulation dealing with water pollution from industries, mines and City Councils.

There existence of many water institutions posed problems of duplication of activities and responsibilities. The used water pricing was not satisfactory. The price of water was very cheap. The used water pricing mechanism was not ensuring that the sector that uses the bulk of the developed water pays for the service commensurately. There were no regulations in place to ensure that agricultural water users have to improve their water-use technologies in order to be more efficient.

5.2 Negative aspects of water reforms and participation

A number of strategies have been recommended for water resources management reforms in Zimbabwe. These strategies emanated from the identified challenges and shortfall of Zimbabwe water sector. Successful implementation of these strategies depended on the extent to which government accepted and adopted the water management strategies as presented. According to WRMS for Zimbabwe (2000), implementation of reforms depended on the extent to which relevant institutions were strengthened to deliver. The role of Catchment Councils and Sub-Catchment Councils was viewed as important in implementing most of the proposed strategies.

Judging from the latter statement, Zimbabwe water reforms depended largely on Catchment Sub-Catchment Councils for the success of water reforms. This was a negative aspect because, there were lot of problems in Catchment and Sub-Catchment Councils, which affected the achievement of key reforms. There were problems with participation in Save CC. Large-scale Commercial farmers dominated other stakeholders in councils. In addition, women were not represented in Save CC.

Key challenges to water sector i.e. equal water accessibility, are not fairly addressed because of the problems of dominancy and representation. Meaning, not much has been done to address water access equity. In rural areas, people still rely on unsustainable ground water for their supply. Communal farmers are denied access to water because they cannot afford water permits application fee. On the other hand, those who use to have water (water rights holders) continue to have water. Moreover, Commercial

farmers are given provisional water rights, which they used to access water while waiting for their water rights to be converted into water permits.

In spite of money generated from levies, Zimbabwe water reforms relied on foreign donors. This is not good because with the unpromising political situation, most of the foreign donors are threatening to pullout their financial contributions in Zimbabwe. Therefore, the future of water reforms in Zimbabwe is uncertain.

Another factor contributing to the failure of attainment of key water reforms i.e. equal accessibility of water is that participation was regarded as an end goal of the reforms processes. Lack of user participation was noted as one of the challenges before the establishment of Water Resources Management Strategy (WRMS) in Zimbabwe. As such stakeholder participation was one of the goals of the water reforms. In such instances where participation is a goal, participation inevitably becomes a manifestation of a broader political process whereby those with power dominate the proceedings.

5.3 Positive aspects of water reforms and participation

Zimbabwean water reforms are still on their rudimentary stages. Subsequently, Save CC held its inaugural meeting in 1999. In spite of negative aspects of water reforms and participation in Zimbabwe there are some positive aspect about Zimbabwean reforms:

- The major success of the reform is that Commercial farmers and small-scale Communal farmers are sitting together and attempting a dialogue. This brings hope for a better working relationship among stakeholders in future.
- Renewable water permits have replaced perpetual water rights.
- The establishment of SCC and CC in place of the defunct River Boards has ensured all stakeholders participation in water management.
- The reforms have succeeded in minimizing institutions involved in water sector thus establishing ZINWA to enhance the level of professionalism in integrated water resources management.
- Reforms introduced appropriate pricing of water that resulted in self-sufficient water sector. This was boosted by collection of water levies by SCC, however,

much of the financial support has been generated from donors after regulation and guidelines were laid for their participation.

- To top it all, the reforms has brought legislations like the 1998 Water Act and ZINWA Act, which provided the basis for future reforms in water sector. These acts laid the foundation for dealing with challenges in the water sector e.g. water pollution that currently are not a priority. In future when everything has settled, and stuff has gained experience, such challenges will be tackled using the same legislations.

5.4 General comments on the meaning of participation

Generally, participation approach has benefited the government more than other stakeholders. At the top of water sector challenges was the fact that government resources allocated to water sector was decreasing. This means that Zimbabwe government could not finance the water sector. Thus, participation of stakeholders meant passing the bug of financing water sector to users and donors. Users contributed by paying levies, while donors spent millions funding water related projects, thus saving the government in crisis.

The new water architecture failed to address abiding power relations in Zimbabwe. The stakeholders with power e.g. large-scale Commercial farmers have influence in the new Save CC. Issues important to them like provisional permits, are prioritized in Save CC meetings. Therefore, in a rush towards the lowest appropriate management of water resources the state has created the context within which those already empowered combined de facto economic powers with de jure political powers to further disadvantaged the poor.

Therefore, in general, participation means furthering interests of certain stakeholders over others. Making the water sector self-sufficient furthers the government's interests. On the other hand, large-scale Commercial farmers dominate Catchment Councils to further their own interests. Thus according to Vira and Jeffery (2001) participation may

be more appropriately viewed as a process of selective engagement between some actors to further a particular set of interests at a specific point in time.

5.5 Recommendations

In dealing with recurrent droughts, a comprehensive drought preparedness plan inclusive of long-term programs of water resources management must be designed and adopted. Such a comprehensive policy must be based on the demand management approach instead of the expensive supply oriented alternatives.

In order to address water accessibility, more especially to rural areas, a detailed strategy must be developed and put in place. Such a strategy must ensure that water supply in rural Zimbabwe is developed.

Women should be encouraged to participate in decision-making institutions like Catchment Councils. Cultural stereotypes that hinder women's participation must be addressed, and if possible be done away with. Men also must be enlightened about gender issues in order for them to also learn to tackle gender issues. After all, issues associated with gender imbalances poses a challenge not only to women, but to men too.

Special training sessions should be provided for stakeholders aimed at addressing gender imbalances. Objectives of the sessions will be to:

- Provide women with basic information on the programme;
- Overcome women's initial reluctance or shyness to make an inventory of women's interest in participation, resulting in concrete plans;
- Identify potential leaders and representatives for water users associations.

Men must also be involved on such sessions on the need for women's involvement (Botha, 2001; Cornwall (a), 2000; Cornwall (b), 2000).

It is evident that transformation has been taking place to reform Zimbabwe national water sector. The driving forces behind these changes not only relates to rising water

demand, deteriorating water quality, financial constrains for the provision and management water services, but also to an increased awareness of the need to manage water in an environmentally- sound and sustainable manner. However, given problems associated with recent changes i.e. representation, Hall and Walmsley (n.d.) suggested the following precautionary points:

- The move toward a fully integrated approach to water resource development and management is likely to be a long and tortuous path requiring significant changes in attitudes, practices and procedures and needs realistic time-scales to become entrenched if the desired objectives are to be achieved;

- It is important that the process of change is consolidated step-by-step in order to carry with it the support of politicians, professionals and communities alike, as change for change sake is unlikely to be beneficial;

- Change must be embraced from within the country but assistance from external support agencies will inevitably be crucial in promoting and supporting change.

- Careful consideration needs to be given to ensure that political, social, and economic settings are compatible with the direction of change as prescriptive solutions will undoubtedly meet with resistance and solutions will only be identified through mutual co-operation and consultation;

In dealing with the issue of dominancy in councils, mechanisms must be put in place to avoid the domination of institutions like Catchment Councils by powerful stakeholders. This must include monitoring of councils performance and minutes to ascertain who dominate the proceedings. Other than that, stakeholders from the previously disadvantaged groups must be thoroughly introduced to councils set ups so as to spent less time learning from meeting thus allowing those with experience to dominate.

There is a need to rationalize and strengthen awareness outreach projects that:

- Facilitate appropriate participation by the private sector in partnership with the public sector.
- Ensure gender balance in management at all levels.
- Prevent conflicts of interest between and among stakeholders.
- Facilitate effective stakeholder participation at all levels.
- Facilitate community participation.

With regard to participation as a goal, Dudley (1993) suggested that, participation as a goal should not necessarily be discouraged but it should be recognized for what it is – a political act. Whatever the political motivation for participation, including its problems, people still expect tangible delivery. For example, a poor rural widow practicing subsistence farming desperately needs water and the government must generate money to sustain the water sector. These important issues should not be compromised for power squabbles due to the goal-oriented participation.

In order to address these local issues, irrespective of any broader objectives, the function of participation should be that of a tool to achieve a given task. " Participation in our decision-making is a process of false horizon – it is a necessary step but it is not a goal in itself - we must advance beyond it" Dudley (1993:164). Therefore, participation is a process important as far as helping to improve the quality of the intervention in natural resources management process.

5.6 Concluding remarks

Participation in Save Catchment Council is an act rushed to address challenges that were facing water sector in Zimbabwe. As such, there was no proper planning to lay adequate ground rules on how stakeholders must participate. As a result, not all stakeholders have benefited from participation. Commercial farmers have benefited, they have used Catchment and Sub-Catchment Councils to address their needs. The government benefited from making water sector financially sustainable. While on the other hand, communal farmers, including women, is still waiting to benefit until to date.

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21 June 2001. Zeb Murungweni, Legal and Institutional Advicer, GTZ – Ministry of Rural Resources and Development. Time: 09H00 – 10h30. Place: GTZ offices.

22 June 2001. Jim Latham, Phd student at University of Zimbabwe, Manyame CC Councilor. Time: 12H00 – 13H00. Place: WaterNet offices – University of Zimbabwe.

27 June 2001. Mr Mpingo, Provincial Administrator – Manicaland Province, Time: 10H00 – 11H00. Place: Provincial Administrator's office, Harare.

02 July 2001. Mr Murinye, Save Catchment Manager, Time: 11H30 – 12H00. Place: Save Catchment Manager's office, Mutare.

02 July 2001. Mr Joel Sithole, Save Catchment Training Officer, Time: 12H30 – 13H30. Place: Save Catchment Training Officer's office, Mutare.

03 July 2001. Rob Latham, Save Catchment Council Chairman, Odzi Sub-Catchment Council Chairman. Time: 10H00 – 12H00. Place: Mr Latham's home, Mutare.

04 July 2001. George Muskwe, City of Mutare Water and Sewage Engineer. Time: 12H00 – 13H00. Place: Mutare City Council.

10 July 2001. Mr Chereni, IRWSSP Officer. Time: 10H00 – 11H00. Place: Provincial Government Building, Mutare.

Meetings attended

28 June 2001, Nyanga IRWSSP Mid – Year Review Workshop Programme. Time 8H30 – 16H30. Place: Valley Lodge, Mutare.

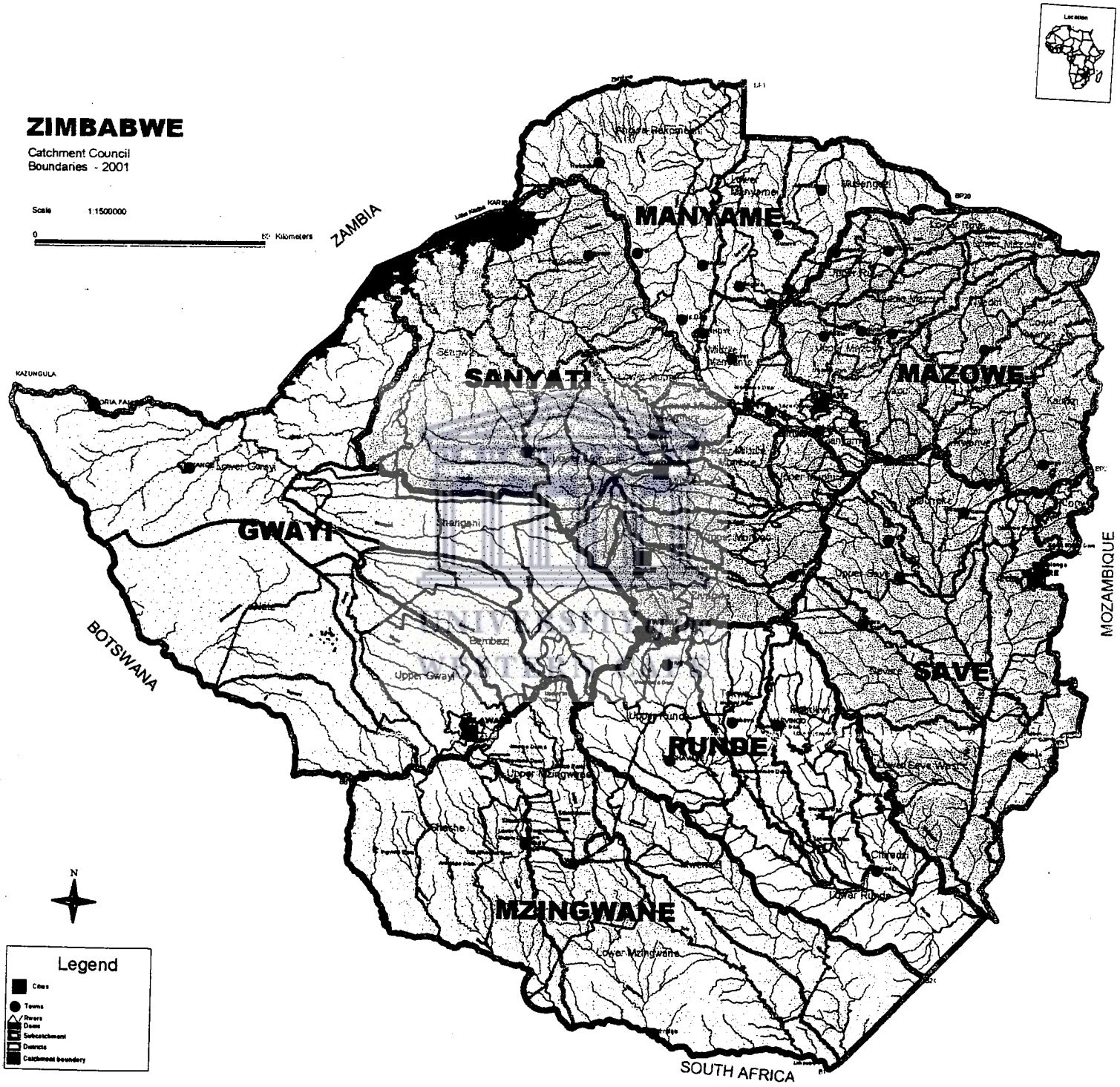
29 June 2001, Save Catchment Council Meeting. Time: 09H30 – 13H30. Place: ZINWA, DWD offices, Mutare.

09 July 2001, Pungwe Sub-Catchment Council Meeting. Time: 10H00 – 12H30. Place: Hauna Growth Point (Conference room), Mutare.

13 July 2001, Odzi Sub-Catchment Council Meeting. Time: 10H00 – 12H30. Place: ZINWA offices conference room, Mutare.

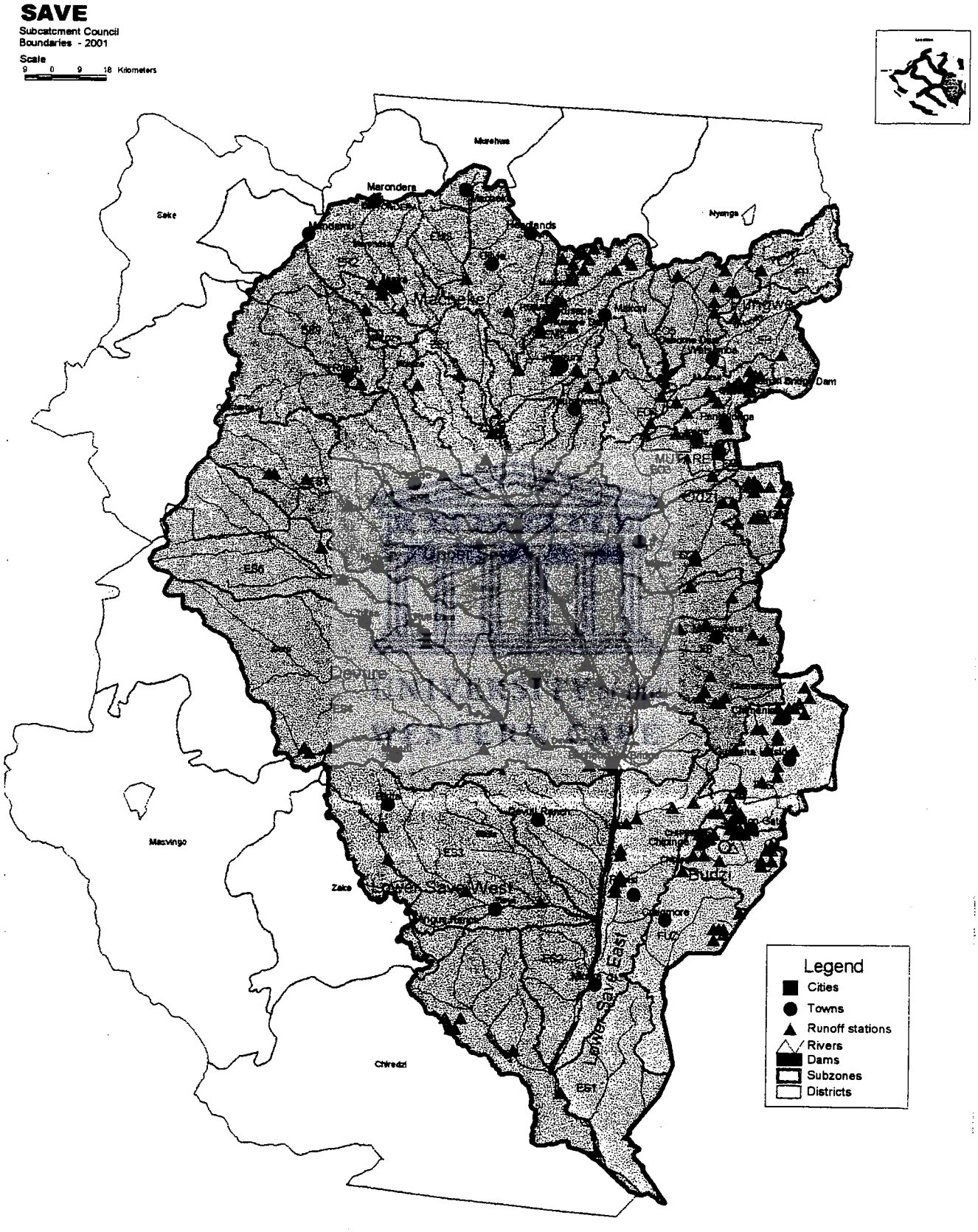
APPENDIX 1

Map of Zimbabwe Catchment Councils



APPENDIX 2

Map of Save Catchment Council



Appendix 3

List of Participants

Mazowe Catchment Workshop, 3 July 1996

Mr Canisius Dengu	Member of Parliament, Bindura
Mr D Munyoro	Provincial Administrator, Mashonaland Central
Mr C.J Chingosho	Office of the P A
Mr CR Chitora	Provincial Water Engineer
Mr GT Machiri	Chief Agritex Officer, Mashonaland Central
Mr EM Towinda	Provincial Water Office, DDF, Mashonaland Central
Mr C Mafusire	Provincial Rural Development Officer, DDF, Mashonaland Central
Mr TL Munyai	Provincial Natural Resources Officer, Mashonaland Central
Mr G Makuya	Ranger
Mr HC Maguchu	S/Ranger
Mr HD Magaya	Provincial Planning Officer, Mashonaland Central
Mr BM Mushavi	Provincial Roads Engineer
Mr JZ Mabenge	Chief Provincial Economist, Mashonaland Central
Mr G Matimba	Education Officer, Mashonaland Central
Ms NN Mvere	District Administrator, Bindura
Mr JT Jaji	Assist DA, Shamva
Mr T Gundo	Assist DA, Rushinga
Mr P Nyamaharo	Chief Bushu
Chief Mukumba	
Chief Nyamaropa	
Mr Mushowa	Chief
Chief Makuni	
Chief Makope	
S Jani	Chiefs Aid
Mr AN Makoni	Bindura Town Secretary
Eng Makundu	Bindura Town Engineer
Mr LP Maira	CEO, Bindura RDC
MR RW Nhambu	Project Officer, Mazowe RDC
Mr CT Kundishora	Water Officer, Mazowe RDC
Mr LD Pamuzanda	CEO, Rushinga RDC
Mr BT Zendera	CEO, Shamva RDC
A Munyuru	Shamva RDC
Mr K Manyani	AEO, UMP RDC
Mr CJ Gotora	Chairman,UMP RDC
Eng Mutuwe	City of Harare
R Madimutsa	City of Harare

Dr Williams	Chief Planning Engineer, DWR
Mr W Tuhna	Engineer, DWR
Mr E Madamombe	Hydrologist, DWR
Z Murungweni	GTZ
S Helming	GTZ
Mr Manjonjori	GTZ
S Pazvakavambwa	WRMS Secretariat
J Sakupwanya	WRMS Secretariat
C Chahweta	WRMS Secretariat
Mr Oliver Newton	WRMS, Agricultural Sub-committee
Mrs Nherera	Farmer
Mr JP Makaya	ICFU rep
Mr Bill Reed	Chairman, NILC
Mr N Holme	Regional Executive, CFU
Mr M Bentley	ZTA
Mr K Mandisodza	Director, PIB
Mr I McKersie	Mazowe River Catchment Board
Mr K Walters	Mazowe River Catchment Board
Mr JP Melrose	Virginia River Board
L Wood	Marondera North River Board
Mr R Gunundu	Mazowe Citrus Estates
Mr JB Lockhart	Mazowe Citrus Estates
VW Smith	Trojan Nickel Mine
T Mashungupa	Trojan Nickel Mine
A Woods	Anglo-American
CT Saunders	Anglo-American
Mr GE Munyuro	SSMAZ
Mr Nils Prince	Freda Rebecca Mine
Ms OC Mascarenhas	LEAD Southern Africa
Mr A Mundangepfupfu	LEAD Southern Africa
Mr Mark Gorejena	Teacher
Mr Sithumbuzo Moyo	Journalist
Mr R Chawasarira	MVDC
Judge F Blackie	MVDC
TC Dougherty	MVDC
CC Topping	MVDC
B Darby	MVDC
Ms K Farnworth	MVDC

Appendix 4

Minutes of the inaugral meeting for the Save Catchment Council held at Wise Owl Motel, Mutare on Friday 16th July 1999, 10H00

Present:

Working Group:

DC Munyuro	Chairman of the Working Group-in the Chair
TW Murinye	PWE and Secretary
C Nyikayaramba	Provincial Natural Resources Officer
B Chipanera	Agritex Officer

DWD Head Office:

ZN Murungweni	GTZ/DWD
D Kagoro	DWD and National Co-ordinator ZINWA
M Chidziva	Sanyati Catchment Council
C Nyathi	Regional Water Authority

Councillors:

R Zuze	Chairman Lower Save SCC
H Orner	Vice Chairman Lower Save SCC
MGD Middleton	Chairman Pungwe SCC
C Sithole	Vice Chairman Pungwe SCC
H Kuwodza	Chairman Devure SCC
R Senah	Vice Chairman SCC
MF Croxford	Chairman Budzi SCC
JC Kotze	Vice Chairman Budzi SCC
R Latham	Chairman Odzi SCC
T Chitauro	Vice Chairman Odzi SCC
J Ziwenga	Chairman Upper Save SCC
JB Chitongo	Vice Chairman Upper Save SCC

MP Pswarayi	Chairman Macheke SCC
L Mahufe	Vice Chairman Macheke SCC

Observers:

GR Hamilton	Regional Water Authority Board & Upper Save Councillor
E Nhidza	Deputy Provincial Water Engineer
V Mazambani	Department of Water Development
CNN Mawoneke	Department of Water Development

1.Chairman's Opening Remarks

The meeting was called to order at 10H30 with the Chairman and the Returning Officer Mr D Munyuro. Provincial Administrator welcomed everybody to the inaugural meeting of the Save CC. After introducing himself and his team (Working Group) the Chairman asked the delegates to introduce themselves advising the capacity in which they were attending the meeting.

The Chairman proposed to the Council to co-opt Mutare City Council into the Council to bring the Council members to fifteen. This was in view of the fact that the City is a major consumer who cannot be ignored. Councilors expressed concern that Mutare City had been identified as a major stakeholder in the Odzi and Pungwe SCC and was invited to both council's set up meetings but failed to attend. No apologies were received in both cases. Councilors expressed concern at this attitude by the City.

The Chairman went on to emphasize the importance of the task that lay ahead for the councilors bearing in mind that water management was a broad responsibility involving land, water and the people. He highlighted that Save CC was unique in a number of ways:

I. It has the biggest volume of water from potential dam sites like Condo and Chitowe
II. It has the biggest potential for irrigation compared to other catchments
III. It has the biggest population compared to other catchments

IV. All varieties of water use exist from forestry, mining, industry, urban etc
V. Contributes to shared water as it shares borders with Mozambique
VI. It has the biggest chunk of unused water in Osborne Dam

He said all these were challenges to the catchment council and challenged them to utilize water to eradicate poverty among people of the area. He emphasize that the protection and preservation of the Save River should take centre-stage in the catchment councils progrmmes.

The Chairman appealed to the councilors to lead by example and deligently apply themselves to the task for which they were constituted. After this the Chairman gave the floor to Mr Kagoro of the Department of Water Head Office to address the councilors.

2.Keynote Address & Overview of Programme:

Mr Kagoro started off with highlighting the objectives of the whole reform process which are:

I. Equitable access to water by all Zimbabweans
II. Efficiency in exploitation and utilization of water
III. Strengthening of environmental protection in the exploitation and management of water resources
IV. Improvement in the administration of the Water Act

He went on to highlight the principles guiding the reform process which include:

I. That ownership of water is vested in the state and any commercial user of water from whatever source has to have authority to use the water
II. That stakeholders must always be involved in important decision-making and management of water resources
III. That water resources shall be managed on a catchment basis since rivers defy administrative boundaries
IV. That development of water resources shall be on an environmentally sustainable basis

V. That the skewed allocation and distribution of water has to be redressed

VI. That the user pay and polluter pays principle s shall apply

VII. That water has an economic value in its competing economic uses and should attract an economic charge for its use

Having given this background Mr Kagoro went on to cover the provisions of the **Water Act Chapter 20:24** and **ZINWA Act Chapter 20:25** that touch on Catchment Councils. He also made reference to provisions of the **Draft Statutory Instrument on Water (Catchment Council)** Regulations. He referred to Section 20 of the Water Act, which provides for the establishment of catchment councils covering the actual establishment, functions, powers and responsibilities as well as principles to be observed in considering applications for permits for use of water. He touched on maters pertaining to Catchment planning and legal provisions thereto in terms of the Act as well as the relationship of ZINWA and the Catchment Council.

After Mr Kagoro's presentation the Chairman opened the floor for discussion.

3. General Discussion and Question & Answer session.

Q1. Who set the water levies and are they contestable at law?

A1. Levies are provided for in Section 41 of the ZINWA Act Chapter 20:25. The existing Planning Branch within the Department of Water Development determines appropriate levies

Q2. Delegates wanted clarification regarding levies and the blend price

A2. These are different issues. Blend price is charged on water from the government source and it meant to offset the operation and maintenance cost as well as capital redemption with regard to the establishment of the source – usually dams. On the other hand levies were meant to cater for all administrative expenses in the processing and management of a permit.

Q3. Is it possible to establish a Sub-Catchment within a Sub-Catchment as provided for in Section 24 of the Water Act.

A3. Localised administration below Sub-Catchment Council is permissible as long as it is not based on racial, tribal, ethnic, religious or any other consideration of similar nature. Issues of logistics are a plausible basis for further subdivision of a Sub-Catchment area.

Q4. Would it not be more reasonable to switch the Turwi Siya system from the Save to the Runde Catchment Council bearing in mind that water from the system is mainly used in the Runde Catchment in the Lowveld Estates?

A4. As for now the situation shall remain as it is. If any change is seen to be necessary, it may be implemented at a later date.

Q5. What power does the Catchment Council have over the Catchment Manager?

A5. The Act is silent on that issue. However the Catchment Manager will be a ZINWA employee. His office provides the Secretariat for Catchment Councils in terms of the Act.

The Chairman had to end the discussion in the interests of time. He advised that there will be programmes for awareness and education where all concerns were going to be addressed.

4. Constitution of The Save Catchment Council:

The Chairman said he recognized that the delegates were made up of the Chairmen and Vice Chairmen of the seven Sub-Catchment Councils that have been set up recently in terms of Section 24 of the Water Act Chapter 20:24. He read out the names as per record. All the fourteen (14) councilors were present. The Chairman duly declared them the Save Catchment Council. He offered an opportunity to the councilors to introduce themselves once more giving little more of their profiles to facilitate the election of office bearers for the Council

Middleton Malcom David Gordon

Chairman of Pungwe SCC. 52 years old (in 1999) and has farmed in the Nyanga area for more than 17 years. Has served in Rural Council in various capacities for more than ten years, and was a chairman of Nyanga Farmers Association.

Sithole Christian Lenon

Vice-Chairman of Pungwe SCC. Employed by Mutasa Rural District Council as a Projects/Planning Officer. Holds a BSc Degree in Political Administration and a Diploma in Personnel Management.

Pswarayi M.P.

Chairman of Macheke SCC. Former Deputy Director of AGRITEX, holds a degree in Agriculture. Businessman in Rusape as well as a farmer in the Dowa Small Scale Farming Area doing mixed farming including irrigation farming.

Mahufe L.

Vice-Chairman of Macheke SCC. Also Vic-Chairman of Marondera Rural District Council and a farmer/irrigation farmer in the Macheke area. Also operating a retail business in the same area.

Latham R.D.

Chairman of Odzi SCC. 69 years old (in 1999) commercial farmer in the Vumba Area who has also farmed in the Chipinge Area. A Surveyor by training and a Chairman of Commercial Farmers Union- Eastern Districts.

Chitauro Kundishora Thomas

Vive-Chairman of Odzi SCC. A Master Farmer in the Nyanga South Resettlement Area since 1983. councilor in Nyanga Rural District Council for more than 9 years. Formerly a supervicer for Cone Textiles and retail chain store.

Ziwenga Jabulani

Chairman of Upper-Save SCC. 37 year old (in 1999) Chikomba businessman with retail uoutlets and a contracting firm. Also a councilor in the Chikomba Rural District Council.

Chitongo J.B.

Vice-Chairman of Upper-Save SCC and Chairman of Hwedza Rural District Council. Chairman of an irrigation scheme in Hwedza. Irrigation farmer as well as a cattle farmer.

Kuwodza H.

Chairman of Devure SCC. A 42 year old (in 1999) councilor in the Chikomba Rural District Council and a farmer. Formerly a technician in the textile industry.

Senah Regis.

Vice-Chairman of Devure SCC. A 60 years old (in 1999) irrigation farmer in Gutu. A councilor in the Gutu Rural District Council, and a holder of a certificate in agriculture.

Zuze Raphael

Chairman of the Lower- Save SCC. He holds a Diploma in Agriculture, and has worked for government for two years before joining ARDA as an Estate Manager. Currently, (as in 1999) Estate Manager at Arda Middle Save Estate, which is entirely under irrigation.

Orner H.N.

Vice-Chairman of Lower Save SCC. A 69 year old (in 1999) USA Agriculture graduate and has worked for CONEX (AGRITEX) for five years. He has also worked for 2 and half years for Triangle Ltd and 5 years as a Project Manager for Sabi Limpopo Authority. Has been farming for more than 28 years in the Middle Save.

Croxford M.F.

Chairman of the Budzi SCC. A commercial farmer in Chipinge area for more than 19 years. Has worked in the Surveyor General 's office for 13 years. And has worked for 20 years as a Chief Surveyor and Irrigation Manager for Hippo Valley Estates.

Kotze Johannes Christoffel

Vice-Chairman of Budzi SCC. Has been practicing commercial farming for more than 37 years. And has been a councilor in Chipinge Rural District Council for the past more than 6 years.

After this exercise the meeting adjourned for tea conveniently designed to give the delegates the chance to mingle before election of office bearers could be conducted

5. Election of the Catchment Executive:

After the tea break the main business was the election of the Catchment Executive Committee particularly the Chairman and Vice Chairman. The Chairman urged the councilors to be mature enough and disregard race and whatever isms and put the best people for the job. He advised that election was going to be by secret ballot. At this point one delegate suggested that those people who are prepared for the responsibilities indicate so, so that time would not be wasted in nominating people who would decline. The exercise was carried out and the shortlist of 3 willing candidates was compiled.

5.1 Nominations for Chairmanship were conducted thus:

a) MP Pswarayi was nominated by L Mahufe seconded by J Chitongo
b) RD Latham was nominated by J Kotze seconded by M Middleton
c) J Ziwenga was nominated by R Sena seconded by R Zuze

5.2 Results:	RD Latham	6 votes
	MP Pswarayi	4 votes
	J Ziwenga	4 votes

5.3 Nomination for Vice Chairmanship:

a) MP Pswarayi nominated by M Middleton seconded by R Latham

b) J Ziwenga nominated by T Chitauro seconded by M Croxford

5.4 Results: MP Pswarayi 12 votes

J Ziwenga 2 votes

The Chairman declared RD Latham the duly elected Chairman and MP Pswarayi the duly elected Vice Chairman of the Save Catchment Council. He congratulated them and wished them well.

6. ZINWA Board Candidates: Save Catchment Council Submissions.

In all 19 names were submitted by the various Sub-Catchment Councils:

I. Simba Makoni
II. Jerry Gotora
III. Joseph Sanhanga
IV. Dianne Masaya
V. David Zamchiya
VI. Gerald Hamilton
VII. Mr Foroma
VIII. DC Hamilton
IX. Mr Magondo
X. Miss V Mathabire

After some deliberations the Council settled for three names:

I. Simba Makoni proposed by R Latham seconded by M Middleton, the rest concurred
II. Gerald Hamilton proposed by J Kotze seconded by M Croxford, the rest concurred
III. Virginia Mathabire proposed by J Ziwenga seconded J Chitongo, the rest concurred

These names were to be proposed to the Minister of Water Resources for consideration for ZINWA Board. The Provincial Water Engineer was to collect the candidate's CVs and submit them to the Ministry.

The Chairman asked the newly constituted council to sit and deliberate on pertinent matters in terms of the Act. He reminded Council to discuss and conclude the City of Mutare membership of the Council and matters pertaining to date of the next meeting, venue etc. the Chairman of the inaugural meeting then vacated the chair and asked the new executive to come to the front table.

7. Issues at hand by Catchment Council Chairman.

Before Council went into its business Mr M Chidziva of Department of Water highlighted the need for the Council to open up their account/s in terms of the law and regulations so that whatever funds that can be made available are deposited into the account/s. he also advised that around 5th/6th of august there will be a workshop for both DWD staff and some Catchment Councilors where the Acts and Statutory Instruments will be discussed.

7.1Mutare City Council

The Chairman expressed concern that Mutare City had not responded to invitations for the inaugural of both the Pungwe and Odzi Sub-Catchment Councils in which the City has huge stake in terms of water. Other councilors agreed with the Chairman's sentiments. Ultimately it was agreed that Mutare City be approached and a request be made that the City Engineer be coopted into the Catchment Council as the 15th member.

7.2 Dates of the next meetings

The Catchment Council was to meet on Friday 27th august 1999 at the Provincial Water Engineer's Office at No.7 Park Road at 10H00 a.m. thereafter Catchment Council will meet every fourth week of the month while Sub-Catchment Councils should meet every second week of the month. Delegates from Upper Save SCC suggested that the permanent venue for the Catchment Council meetings be Dorowa, which is more central to everybody. The Chairman suggested that the venue remained the Provincial Water Engineer's Offices where all resource materials like maps etc are housed. Some councilors shared this opinion while others did not. However it was agreed that the

issue of permanent venue be adjourned to the next meeting when other pertinent matters like finances etc would have been clarified.

Sub-Catchment Council would meet on the following dates:

- Lower Save 13th August 1999
- Upper Save 23rd August 1999
- Budzi 13th August 1999
- Devure 6th August 1999
- Macheke 13th August 1999
- Pungwe 10th August 1999
- Odzi 10th August 1999

8. Closing of meeting.

The Chairman thanked everyone present and closed the meeting at 13H45 p.m.