

[Coat of Arms]

DEPARTMENT OF WATER AFFAIRS AND FORESTRY

**Operational Policy:
Using Water for Recreational Purposes**

JANUARY 2004

Prepared by

Sub-directorate Environment and Recreation

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ACKNOWLEDGEMENTS

The Department of Water Affairs and Forestry wishes to thank Ecotourism Afrika Trust for assisting in the development of a policy for using water for recreational purposes. This document and policy is the first step in the process towards the regulation of the use of water for recreational purposes.

Various stakeholders, both from DWAF and other Government departments, together with representatives from the private sector, affected communities, sporting and recreational organisations and interested individuals contributed to the compilation of this Draft Policy and their participation and enthusiasm is sincerely appreciated.

POLICY ABSTRACT

Subject: Using water for recreational purposes

Purpose: Defining government's overall and DWAF's particular responsibility regarding this water use and establishing the basic principles, policy, strategies and actions for regulating the use of water for recreational purposes.

Authority: Sections 3 and 4 of the National Water Act, 1998 (Act No. 36 of 1998).

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GLOSSARY

Access	Refers to being able to get, enter or use something ¹
CPPP	Community Public Private Partnership
DA	Department of Agriculture
DEAT	Department of Environmental Affairs and Tourism
DLA	Department of Land Affairs
DPLG	Department of Provincial and Local Government
DPW	Department of Public Works
DT	Department of Transport
DTI	Department of Trade and Industry
DWAF	Department of Water Affairs and Forestry
ECA	Environment Conservation Act, No. 73 of 1989
Equity	Refers to the application of general principles of justice and fairness with the specific intent of righting the wrongs of the past
KPA	Key Performance Area
NEMA	National Environmental Management Act, No. 107 of 1998
NWA	National Water Act, No. 36 of 1998
PFMA	Public Finance Management Act, No. 1 of 1999
SRSA	Department of Sport and Recreation South Africa

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Figure 1: Sustainable Use of Water for Recreational Purposes

Figure 2: Key Performance Areas

¹ White Paper on Environmental Management Policy, Department of Environment Affairs and Tourism, April 1999

SECTION 1: INTRODUCTION – SETTING THE SCENE

Despite the use of water for recreational purposes only being formally recognised as a water use with the promulgation of the National Water Act (Act no. 36 of 1998) [NWA], the use of water for recreational purposes has formed part of the sport, leisure, recreation and tourism industry for a long time.

The use of water for recreational purposes entails a wide range of possibilities ranging from *de minimis* use – personal use – to large commercial tourism interests focused on using the water for recreational purposes.

However, the NWA does not define nor provide an understanding of what the use of water for recreational purposes entails, merely stating that it [Section 21(k)] is a water use, and that in terms of Section 113(1)(2) and (3):

(1) *The water of a government waterwork and the surrounding state-owned land may be made available for recreational purposes, either generally or for a specific purpose, on the conditions and to the persons determined by the Minister.*

(2) *The Minister may –*
(a) *control or prohibit access to any government waterwork; and*
(b) *subject to the Act, make reasonable charges for –*
(i) *the use of;*
(ii) *entry into; and*
(iii) *the use of any water surface or land associated with, any government waterwork for recreational purposes.*

(3) *Nothing done under this section exempts any person from complying with other provisions of the Act and with any other applicable law.*

Additionally, Schedule 1 of the NWA states that

(1) *A person may, subject to this Act -*
(e) *for recreational purposes –*
(i) *use the water or the water surface of a water resource to which that person has lawful access; or*

(ii) *portage any boat or canoe on any land adjacent to a watercourse in order to continue boating on that watercourse.*

Recognising the importance of this use, as well as the various impacts that this use could have on the quantity and quality of water it is essential that this water use be managed and controlled to ensure that it contributes to the attainment of the purpose of the NWA (Section 2) which includes:

- a) meeting the basic human needs of present and future generations;
- b) promoting equitable access to water;
- c) redressing the results of past racial and gender discrimination;
- d) promoting the efficient, sustainable and beneficial use of water in the public interest;
- e) facilitating social and economic development;
- f) providing for growing demand for water use;
- g) protecting aquatic and associated ecosystems and their biological diversity;
- h) reducing and preventing pollution and degradation of water resources;
- i) meeting international obligations;
- j) promoting dam safety; and
- k) establishing sustainable representative institutions to ensure the achievement of the purpose of the NWA.

By recognising the use of water for recreational purposes as a water use, the NWA provides a legislative framework to ensure that the Minister, as public trustee, can significantly contribute to ensuring that South Africa's water resources are protected, used, developed, conserved, managed and controlled in an sustainable and equitable manner, for the benefit of all persons and in accordance with its constitutional mandate.

Ultimate accountability and responsibility regarding the equitable allocation and beneficial use of water in the public interest resorts with the Minister, including the promotion of environmental values.

The objective of this policy is to clarify the various strategies and mechanisms that the Minister can utilise to ensure the sustainable and equitable use of water for recreational purposes.

Like recreation, sustainability and equity are not defined in the NWA, yet lay an essential foundation on which all decisions and initiatives are to be based.

According to the Department of Sport and Recreation, recreation is defined as “a process of voluntary participation in a wide variety of activities that are undertaken during leisure times and contributes to the improvement of general health, well being and skills of both the individual and society”, implying that the policy for using water for recreational purposes, focuses on the impacts of the activities on water quantity and quality.

The use of water for recreational purposes thus includes all recreational activities and exploits which require water or the water surface for successful completion. These activities include boating, swimming, sailing, fishing, diving, baptism and other religious rituals, etc. and can range from *de minimis* to commercial in extent and intent.

DWAF as a department plays an essential role in establishing, providing and maintaining opportunities for the recreation and sporting communities, ensuring that the quality of the water resources utilised for such activities is of an acceptable quality, and that environmental and operational factors that could influence the safe utilisation of water for recreational purposes are communicated to these users timeously.

Achieving sustainability in the manner, purpose and extent to which water is utilised for recreational purposes is an objective of the Department. However, sustainability is a concept often used yet seldom understood, and implies the attainment of a harmonious balance by avoiding the depletion of natural and cultural resources, either by the industry utilising these resources or communities hosting these resources. Clear policies regarding the use of water for recreational purposes are pivotal in the attainment of this harmonious balance.

Besides describing the concept of fairness, equity implies the application of general principles of justice and redress to correct or supplement the law. Due to imbalances as a result of past racial and gender discrimination, it is imperative that the use of water for recreational purposes be undertaken in a sustainable and equitable manner.

Attaining sustainability regarding the use of water for recreational purposes in an equitable manner will require clarity regarding specific policies pertaining to a wide range of key performance areas. The complexity of issues will not only require commitment from DWAF and its staff, but also commitment from

other departments on all spheres of government, as well as from the recreational industry and communities hosting resources.

DWAF commits itself to an approach of integrated management, ensuring that resource managers, policy makers, communities and the recreational industry work together, based on a common goal as opposed to conventional discipline driven management.

Due to the wide spectrum of water resources numerous opportunities are available for recreational activities increasing the demand for access to water resources. Besides the pressure that this intensified demand places on water resources, this demand also creates numerous opportunities for economic development which can contribute to the alleviation of poverty and the redressing of past imbalances due to racial and gender discrimination.

These opportunities have been neglected due to various reasons, including:

- lack of government policy and due processes;
- lack of access to resources;
- lack of sense of responsibility within industry; and
- lack of knowledge within communities regarding their roles and responsibilities.

The NWA provides the legal framework in which the opportunities can be developed with this Policy regarding the use of water for recreational purposes providing the guidelines for sustainable development.

Various challenges face DWAF in its endeavours to attain the objectives of the NWA through the use of water for recreational purposes including:

- transforming the water based recreation industry;
- promoting sustainable and equitable use of water for recreational purposes;
- ensuring that water resources are protected and managed; and
- communal benefits emanating from the use of water for recreational purposes.

1.1 Authority

In terms of Section 3 of the NWA, National Government, through the Minister of Water Affairs and Forestry, is the public trustee of the nation's water resources, with additional power in terms of Section 26 of the NWA, to regulate the manner, purpose and extent of water use, and in this instance the use of water for recreational purposes, and to regulate any recreational activity in order to protect a water resource or in-stream or riparian habitat. These powers also include regulating the use of the water of a government waterwork for such purposes.

DWAF is thus mandated as the lead organisation concerning the regulation and management of the use of water for recreational purposes. The Directorate Water Abstraction and In-stream Use is the lead directorate within DWAF responsible for policy and protocol formalisation and support concerning the use of water for recreational purposes. DWAF's functions in respect of the management and control of the use of water for recreational purposes will centre on achieving the purpose of the NWA.

The basis for regulating water use is defined in Chapter 4 of the NWA, specifically dealing with the various types of licensed and unlicensed entitlements to use water, inclusive for recreational purposes.

However, given that the functional areas of concurrent national and provincial legislative competence comprise *inter alia* tourism, and that of exclusive provincial competence, provincial recreation and associated amenities, the responsibility for sustainably managing this water use, and the various aspects of this industry, will not only resort with DWAF but also with other spheres of government and delegated authorities in a co-operative manner.

Local government is responsible for *inter alia* the provision of services to communities in a sustainable manner, the promotion of social and economic development, and the promotion of a safe and healthy environment. Part B of Schedule 4 and 5 of the Constitution of the Republic of South Africa (Act No. 108 of 1996) states that a municipality has executive authority in respect of, and has the right to administer local tourism, local amenities and local sport facilities.

Often the development of local tourism, amenities and sport facilities are linked to water resources, necessitating co-operation and joint planning.

This complex, three tier approach to the development of water resources for recreational purposes ensures that any development addresses the needs and expectations of local communities, while still ensuring that broad national and provincial objectives can be met.

Tourism development as well as the development of amenities and sport facilities are not the competency of DWAF, yet when the use of water for recreational purposes is critical to the success of initiatives it is essential that DWAF form part of the planning and authorisation process.

Successfully attaining the objectives of the NWA will require commitment from DWAF to broader initiatives such as tourism, amenity and sport facility development when these rely on the use of water.

1.2 Roles and Responsibilities

Critical to sustainability within the use of water for recreational purposes will be the level of co-operation that can be established between DWAF and the various national, provincial and local government departments which have a role to play in resource management, the management of community benefits and the development and promotion of tourism, sport and recreation.

DWAF as the custodian of water resources recognises that its role and function is limited to the development, management and monitoring of water resources, yet that the department together with other government departments must jointly manage the utilisation of these resources to the benefit of all stakeholders. Various departments such as Department of Environmental Affairs and Tourism (DEAT); Sport and Recreational South Africa (SRSA); Department of Land Affairs (DLA); Department of Public Works (DPW); National Treasury; Department of Transport (DoT); and the Department of Agriculture (DoA) all have a role to play in ensuring that the use of water for recreational purposes is sustainable:

- DEAT: responsible for the Environmental Impact Assessment (EIA) regulations and authorisation in terms of National Environmental Management Act (Act No. 107 of 1998)[NEMA] and the Environment Conservation Act (Act No. 73 of 1989)[ECA], as well as tourism development based on the principles contained in the White Paper on

- the Development and Promotion of Tourism in South Africa (1996) – Government led, private sector driven, and community based;
- SRSA: responsible for the standards pertaining to operator safety and compliance;
- DLA and DPW: responsible for availing state assets vested with each department;
- National Treasury: responsible for regulations pertaining to the Public Finance Management Act (Act No. 1 of 1999) [PFMA] and in particular public private partnerships;
- Department of Trade and Industry (DTI): responsible for both Community Public Private Partnerships (CPPPs) and Industry transformation;
- Department of Provincial and Local Government (DPLG): responsible for linking DWAF to Provincial and Local Government
- DoT: responsible for regulations pertaining to vessel safety; and,
- DoA: responsible for regulations pertaining to agricultural resources and aquatic weeds.

Besides the mandate that the Constitution provides to national and provincial government several competencies are provided to local government regarding the development of local tourism, amenities and sport facilities. DWAF has an essential role to play in ensuring that where development of any of these facilities or amenities takes place adjacent to water resources the developments contribute to attaining the objectives of the NWA and those of national, provincial and local government.

Broad government policy that development should be Government led implies that the public sector should be responsible for establishing an environment in which development can take place, driven by the private sector, yet benefiting the communities in which the development is based.

Through co-operative governance it will be possible for DWAF to form partnerships with provincial and local government regarding the use of water for recreational purposes where each partner will be tasked with aspects pertaining to the development of tourism, amenities and sporting facilities.

Although not an exhaustive list, statutes thus forming part of the legal framework within which the use of water for recreational purposes will be regulated include:

- The Constitution of the Republic of South Africa, Act No. 108 of 1996

- ECA
- NEMA
- Conservation of Agricultural Resources Act, No. 43 of 1983;
- Development Facilitation Act, No. 67 of 1995;
- Municipal Structures Act, No. 117 of 1998;
- National Forests Act, No. 84 of 1998;
- National Parks Act, No. 57 of 1976;
- Promotion of Administrative Justice Act, No. 3 of 2000;
- PFMA; and
- Provincial and local laws, ordinances and by-laws.

1.3 Principles Underlying the Policy

Several principles underlying the policy are based on broad principles contained in among other the NWA and NEMA and are relevant to the use of water for recreational purposes that will be applied toward the regulation of this water use.

These principles in essence include:

- Sustainable and beneficial water resource and environmental (natural, historical and cultural) protection, use, development, conservation, management and control;
- Appropriate consideration to relevant legislation, policies and regulations;
- Provision of lawful, reasonable and procedurally fair administrative services and support;
- Government providing and enabling framework for the water-based recreational industry to flourish, through clarification of policy and the promulgation of regulations to guide development;
- Private sector driven development, investment and operation; and
- Effective and equitable community involvement to ensure the basis for sustained growth of the related industry and development, as well as the empowerment of previously neglected communities.

SECTION 2: AIM OF THE POLICY

The aim of the policy on the use of water for recreational purposes is to achieve sustainability through:

- Ensuring equitable and beneficial use of water and associated resources for recreational purposes based on sound environmental management principles;
- Equitable community participation and beneficiation;
- Meeting the needs and requirements of the water user in a co-operative manner; and
- Just public administration and service delivery based on sound policy.

Water resources are always situated within communities, yet are utilised by the water-based recreation industry, seldom providing benefit to these communities or resource management.

To ensure the sustained use of water resources and equitable benefits to communities, these resources must be protected, managed, conserved, used and developed in a sound manner.

It is, however, imperative that communities actively participate in the planning and management of these resources since only they can place value, set limits of acceptable change, as well as ensure that the management of these resources complies with management objectives, set by all stakeholders.

Unlocking the potential of resources is a responsibility normally apportioned to the water-based recreation industry. However, this industry needs to be transformed to ensure that past imbalances due to gender and race discrimination are redressed.

The responsibility for redressing these imbalances lies with Government through clarified policy and just administrative procedures addressing both the manner, purpose an extent to which water and associated resources can be utilised for recreational purposes as well as the extent to which communities benefit from the water-based economy.

These areas - resource management, community beneficiation, industry involvement, and clarified policy - form the focus of this operational policy on the use of water for recreational purposes.

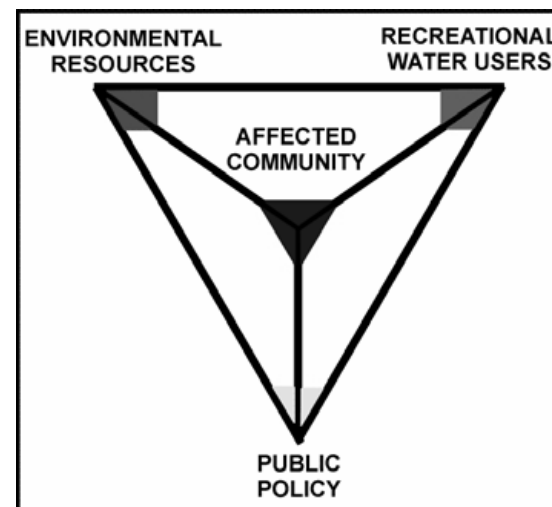


Figure 1: Sustainable use of water for recreational purposes (Ecotourism Afrika Trust, 2003)

Thus, the aim of the policy is to achieve a harmonious balance between these focus areas thereby attaining sustainability, through:

- **Ensuring equitable and beneficial use of water and associated resources for recreational purposes based on sound environmental management principles:**

Water resources that are or could be utilized for recreational purposes include rivers, wetlands and estuaries, as well as government waterworks. These resources entail both natural and cultural attributes within the environment and can have both tangible and intangible value.

- **Equitable community participation and beneficiation:**

Without tangible and measurable benefits to communities – economic, social and environmental - the sustainability of resources can and will not be ensured. It is imperative that these benefits are documented and communicated by DWAF to the various stakeholders to establish wider understanding of the value of the use of water for recreational purposes.

- **Meeting the needs and requirements of the water user in a co-operative manner:**

The water-based recreational industry can contribute significantly to realising benefits through the use of water for recreational purposes by *inter alia* investments, contributing to resource management, transfer of skills and capacity, stimulating local economies, and information collection and collation.

- **Just public administration and service delivery based on sound policy.**

It is envisaged that through this operational policy that DWAF will achieve the objectives of the NWA as well as contribute to attaining broader government objectives, including:

- Efficiency in public service;
- Black economic empowerment;
- Greater all-round attention to challenges of human resource development to reduce unemployment; and
- Poverty relief.

SECTION 3: SUSTAINABILITY TOOLS (KEY PERFORMANCE AREAS)

By basing all decisions, objectives, strategies and actions on the principles underlying sustainability, DWAF envisages that it would achieve sustainability regarding the use of water for recreational purposes. It is, however, imperative that the following key performance areas, used as 'tools' to ensure sustainability must be addressed:

- Integrated Resource Management and Classification
- Safety
- Authorisation
- Equitable Access
- Communication and Capacity Building
- Institutionalisation and Linkages
- Legal Framework
- Monitoring, Evaluation and Information Management

See Appendix 1 Figure 2: Key Performance Areas.

SECTION 4: POLICY STATEMENTS

It is DWAF's policy that:

Water and associated resources are conserved and utilised in an environmentally sound and equitable manner based on integrated resource management plans developed in association with all stakeholders.

The use of water for recreational purposes will be **safe**, both from a resource and industry perspective

All water utilised for recreational purposes is appropriately **authorised**.

The use of water resources for recreational purposes shall **benefit** and contribute to the sustainable livelihood of the host, affected and local **communities**.

The objectives of the NWA and the policy and implementation programme pertaining to the use of water for recreational purposes will be **communicated**.

Appropriate **institutions** and effective co-operative **linkages** are developed to ensure that the management of the use of water for recreational purposes is sustainable.

The use of water for recreational purposes complies with all relevant **legislative requirements**.

The use of water for recreational purposes is **monitored and evaluated** in terms of both performance and compliance, and information pertaining to this use is managed in a user friendly and effective manner in order to promote the sustainable utilisation of water resources.

4.1 Key Performance Area: Integrated Resource Management and Classification

It is DWAF's policy that water and associated resources are conserved and utilised in an environmentally sound and equitable manner based on integrated resource management plans and classification system developed in association with all stakeholders.

To achieve the objectives of the NWA it is imperative that DWAF firstly involve all stakeholders in planning procedures ensuring that management objectives and actions reflect the needs and expectations of the communities affected by the water resource, that local development objectives are complemented by the plans, that plans reflect the conservation value of the resource and that socio-economic development opportunities are established which can redress past imbalances as a result of gender and racial discrimination.

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

Thirdly, once a water resource has been subjected to an extensive planning procedure aimed at ensuring that the use of the water resource for recreational purposes will be sustainable it is important that the results be captured in a classification system (Geographic Decision Support System) which can assist DWAF, relevant government departments and authorities, communities and the private sector regarding decisions pertaining to the water resource, its utilization for recreational purposes and the management of benefits emanating from its utilization. This classification regarding water

resources can be included in Integrated Development Plans (IDPs) for district and local municipalities providing an excellent framework for co-operative governance and co-coordinated regional economic development based on local needs and expectations.

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

Without approved management plans relating to water resources utilized for recreational purposes it is impossible for informed decisions to be made, necessitating a precautionary approach to access, utilization and development proposals.

**KEY PERFORMANCE AREA:
INTEGRATED RESOURCE MANAGEMENT AND CLASSIFICATION**

POLICY STATEMENT: Water and associated resources that are utilised for recreational purposes are conserved and utilised in an environmentally sound and equitable manner based on integrated Resource Management Plans (RMPs) and classification system developed in association with all stakeholders.

OBJECTIVE:	A planning and zonation framework for the inclusion of water resource planning and management is established and included in Integrated Development Plans (IDPs)		
STRATEGIES	ACTIVITIES	INSTITUTIONAL LINKS	CRITICAL SUCCESS FACTORS
To create a mechanism for the establishment of Special Management Areas (SMAs) around water resources at local level and ensure that these are addressed in Spatial Development Framework Plans (SDFP's), where RMPs set control measures.	Establishing a formal link between DWAF and Local Government	<ul style="list-style-type: none"> ▪ Strategic Co-ordination; Water Services ▪ DPLG; South African Local Government Association (SALGA) 	Local Government must understand and support the need and purpose of zoning land surrounding water resources as SMA's
	Communicating the need and value of SMA's	<ul style="list-style-type: none"> ▪ Communication Services 	The value of SMA's as a zoning option to local authorities, and Sustainable Utilisation Plans (SUPs) as the basis for management plans recognised
	Establishing a database of SDFPs incorporating SMA's	<ul style="list-style-type: none"> ▪ Information Management; Water Resource Planning Systems; Water Services 	

OBJECTIVE:	RMPs are compiled and based on the <i>principles</i> underlying the Sustainable Utilisation Planning Procedure (SUPP)		
STRATEGIES	ACTIVITIES	INSTITUTIONAL LINKS	CRITICAL SUCCESS FACTORS
To develop and communicate a guideline on the compilation and evaluation of RMPs.	Developing a guideline for the compilation and evaluation of RMPs	<ul style="list-style-type: none"> ▪ Integrated Water Resources Planning; Institutional Oversight, Regions, WMIs 	Management Acceptance
	Initiating an awareness and communication campaign pertaining to the objectives and principles underlying the SUP and SUPP	<ul style="list-style-type: none"> ▪ Communication Services 	
To facilitate compliance of <i>existing</i> RMPs for water resources that are utilised for recreational purposes	Compiling and updating a database of existing resources and RMPs for resources that are utilised for recreational purposes by:	<ul style="list-style-type: none"> ▪ Information Management; Administration; Institutional Oversight; Regions; WMIs ▪ Water users through SRSA 	Utilisation of RMPs as a decision support tool requires DWAF support

OBJECTIVE:	RMPs are compiled and based on the <i>principles</i> underlying the Sustainable Utilisation Planning Procedure (SUPP)		
STRATEGIES	ACTIVITIES	INSTITUTIONAL LINKS	CRITICAL SUCCESS FACTORS
	<ul style="list-style-type: none"> ▪ Designing a database and management system based on resource type, recreational activity and management responsibility ▪ Collecting, collating and updating information through Regions and WMIs 	(Sports Commission); DEAT	
	Developing an auditing system that addresses both evaluation and management of RMPs	Information Management; Institutional Oversight; Regions; WMIs	
	Prior to approval, auditing compliance of existing RMPs with the objectives and principles underlying the SUP and SUPP	Institutional Oversight; Regions	
To facilitate the compilation of <i>new</i> RMPs for water resources that are utilised for recreational purposes	Including recreation as an aspect to be addressed and included in water resource planning	Integrated Water Resource Planning; Water Allocation; Information Management	
	Initiating a public process whereby DWAF will prioritise a facilitation programme for the compilation of SUPs for water resources utilised for recreational purposes by: <ul style="list-style-type: none"> ▪ Calling for requests pertaining to assistance based on clear qualification conditions ▪ Filtering requests based on qualification conditions and compiling a shortlist based on province and district ▪ Requesting alignment through Catchment Management Agencies (CMAs), Provincial MECs and District Municipalities (DAs) based on existing structure plans, IDPs as well as Catchment Management Strategies 	<ul style="list-style-type: none"> ▪ Communication Services; WA&IU; Information Management; Regions; Institutional Oversight; Strategic Co-ordination; Water Services; WMIs ▪ Provincial MEC's through MINMEC; Municipal Managers through Provincial MEC's; SALGA; DPLG 	Buy-in and support from role-players

OBJECTIVE:	RMPs are compiled and based on the <i>principles</i> underlying the Sustainable Utilisation Planning Procedure (SUPP)		
STRATEGIES	ACTIVITIES	INSTITUTIONAL LINKS	CRITICAL SUCCESS FACTORS
	<ul style="list-style-type: none"> ▪ Compiling a Ministerial prioritisation list informed by the national, provincial and local planning frameworks 		
	Facilitating a roll-out programme for the compilation of these new RMPs	Institutional Oversight; Regions	

OBJECTIVE:	Based on RMPs water resources are classified and RMPs and classification are utilised as decision support tools		
STRATEGIES	ACTIVITIES	INSTITUTIONAL LINKS	CRITICAL SUCCESS FACTORS
To establish a GDSS for the use of water for recreational purposes	Developing the format of a GIS based classification system and metadata criteria	Information Management; Resource Directed Measures (RDM)	
	Populating and updating the system as RMPs are received	Information Management; Regions; WMIs	
	Publishing through Government Notice updated lists of approved RMPs	Legal Services	

4.2 Key Performance Area: Safety

It is DWAF's policy that the use of water for recreational purposes will be safe, both from a resource and industry perspective.

Safety, relating to both the manner and extent to which water resources are utilized for recreational purposes, as well as the limitations that bio-physical aspects such as hydrological profile and characteristics, geomorphological features, climatic data, water quality, wildlife and infrastructure place on the safe utilization of water for recreational purposes, is critical to the sustainability of this water use.

DWAF envisages that the use of water for recreational purposes will be undertaken in a safe manner, and will thus only allow competent operators access to the water resources. Competency of operators is however not a function of DWAF, but rather of SRSA. By among other including the requirement for proof of competency in the authorization procedure, DWAF can ensure that water will only be utilized by competent operators.

Besides the inclusion of proof of competency as part of the authorisation procedure, DWAF can also utilize regulations in terms of Section 26 of the NWA pertaining to the manner, purpose and extent to which water is utilized for recreational purposes to ensure the safety of users, as well as specific conditions contained in the RMPs.

Compliance to vessel safety regulations is also not a competency of DWAF yet DWAF requires that vessels that are utilized on water for recreation must comply with basic safety norms and standards, either as a regulation promulgated by the Department of Transport, or, in the absence of regulations, the international standard for the specific operational conditions.

The extent to which water resources can be utilized safely for recreational purposes will depend on the objectives set in the RMPs, the level of management competency and development. The management objectives must be communicated to all users and other stakeholders to ensure understanding and acceptance of the safety requirements relating to the water resource.

The bio-physical and infrastructural aspects which could influence the safety of recreational water users forms the basis of the RMPs. Based on aspects such as the hydrological characteristics of the catchment, water quality, as well as geomorphological features such as waterfalls, rapids, obstructions, weirs etc., as well as occurrence of wildlife such a crocodile and hippo, limitations can be placed on the manner and extent to which water resources can be utilized safely. The impact of the recreational activity on the quality of the resource will be included in these evaluations and decisions.

These limitations can be incorporated into the classification system as well as GDSS to ensure that within its knowledge and management capacity DWAF can ensure that water resources are safe to be used and that the use is undertaken in a manner that ensures the safety of the users.

**KEY PERFORMANCE AREA:
SAFETY**

POLICY STATEMENT: The use water for recreational purposes will be safe, both from a resource and industry perspective.

OBJECTIVE:		The manner, purpose and extent to which water resources are used safely are appropriately regulated, controlled and managed	
STRATEGIES	ACTIVITIES	INSTITUTIONAL LINKS	CRITICAL SUCCESS FACTORS
To provide through appropriate media and tools user-friendly information pertaining to resources for use by the industry and communities	Establishing communication mechanisms (linked to the GDSS) through which information requirements and information can be communicated to relevant stakeholders	<ul style="list-style-type: none"> ▪ Communication Services; Information Management; Regions; WMIs ▪ Government partners 	Internal and external institutional data and information links
To identify all controllable factors impacting on the safe use of water for recreational purposes and include these in water resource planning initiatives and classification system	Including resource safety considerations in planning, implementation, management (RMPs) and operation of water resources	Water Allocation; Integrated Water Resource Planning (IWRP); Civil Design; Regions; WMIs	<ul style="list-style-type: none"> ▪ Planners and implementers understanding the value and contribution to safety ▪ Self-regulation by users
	Compiling and disseminating decision support protocol relating to application of appropriate tools and measures (e.g. signage, notice boards, indemnities etc.)	Water Allocation; Integrated Water Resource Planning (IWRP); Civil Design; Regions; Institutional Oversight; WMIs	

OBJECTIVE:		Compliance with industry norms and standards is ensured	
STRATEGIES	ACTIVITIES	INSTITUTIONAL LINKS	CRITICAL SUCCESS FACTORS
To facilitate sharing of responsibility between relevant government departments	Identifying partners and formalising institutional relationships	<ul style="list-style-type: none"> ▪ Strategic Co-ordination ▪ DoT; SRSA (Sports Commission) 	Conclusion of working agreements and Memoranda of Understanding (MoUs) and Agreement (MoAs)

OBJECTIVE:		Compliance with industry norms and standards is ensured	
STRATEGIES	ACTIVITIES	INSTITUTIONAL LINKS	CRITICAL SUCCESS FACTORS
To include the requirements for compliance with industry norms and standards into regulations pertaining to the manner, purpose and extent to which water is utilised for recreational purposes	Contributing to the development of regulations	<ul style="list-style-type: none"> ▪ Water Allocation; Legal Services ▪ DoT; SRSA 	Promulgation of the regulations
To include the requirements for compliance with industry norms and standards in the authorisation procedure pertaining to the use of water for recreational purposes	Incorporating safety evaluation criteria and conditions for compliance in authorisation protocol	<ul style="list-style-type: none"> ▪ Water Allocation; Legal Services ▪ DoT; SRSA 	Management acceptance of authorisation procedure
To ensure and facilitate the monitoring of performance and compliance	Facilitating the creation of a water-based recreational incident and accident report database	<ul style="list-style-type: none"> ▪ Information Management, Regions; WMIs ▪ SRSA; DoT; South African Police Services (SAPS) Water Wing; SA-Stats 	Participation and contributions by stakeholders and partners

OBJECTIVE:		The safe use of water is promoted	
STRATEGIES	ACTIVITIES	INSTITUTIONAL LINKS	CRITICAL SUCCESS FACTORS
To facilitate the establishment of a National Water Safety Programme	Identify partners and formalise institutional relationships	<ul style="list-style-type: none"> ▪ Strategic Co-ordination ▪ SRSA; DoT; Water Wing 	Willingness of stakeholders and role-players to participate and contribute
	Developing and implementing the programme with industry and government partners	<ul style="list-style-type: none"> ▪ Information Management; Communication Services; Water Allocation; Regions; WMIs ▪ SRSA; DoT; Water Wing 	
	Facilitating together with SRSA the establishment of a water-based sport and recreation forum	SRSA (Sports Commission); Sport and recreation associations and federations; DoT; Water Wing	Willingness of stakeholders and role-players to participate and contribute

4.3 Key Performance Area: Authorisation

It is DWAF's policy that all water utilised for recreational purposes is appropriately authorised.

In terms of the NWA all water use must be authorised. Various mechanisms can be utilized to ensure that authorisation is obtained, ranging from Schedule 1 Authorisation, General Authorisation and Licences.

Schedule 1 Authorisation is limited to *de minimis* use of water resources, for private, non-commercial purposes, to which the user has legal access. Licences will be used to authorize the use of water for recreational purposes where:

- the use of water for recreational purposes has a commercial intent;
- the vessel is to be used for overnight accommodation;
- the activity could, or is deemed to have, a measurable negative impact on the environment or human safety; and
- the proposed activity has been identified as requiring a license in terms of an approved RMP.

In the interest of co-operative governance an aligned procedure regarding the authorization of the use of water for recreational purposes is envisaged. Currently applications regarding the access, use, and development of water and associated resources requires several applications by several government departments at all three levels of government. Ideally, a single application should suffice if correctly administered through the various government authorization procedures - an application capturing all relevant information pertaining to the use of the water resource, associated resources, the EIA requirements, compliant to the Treasury regulations as well as regulations pertaining to the availing of state assets.

This 'One-stop-shop' approach in which the various relevant authorities maintain responsibility for each separate authorisation as well as conditions will make monitoring by the respective authorities easier. Not only will the process enable effective monitoring, but also ensure that the public sector

establishes an environment conducive to effective decision-making in an administratively just manner.

By linking the authorisation procedure to include all aspects regarding the use of water for recreational purposes including cumulative impacts, environmental impacts and other water uses, particularly Section 21 (c) and (i), it would be possible to guide decision-making enabling sustainable development.

A Licence Assessment Advisory Committee consisting of all the relevant authorities can assist DWAF in ensuring that the objectives of co-operative governance can be met.

**KEY PERFORMANCE AREA:
AUTHORISATION**

POLICY STATEMENT: All water utilised for recreational purposes is appropriately authorised.

OBJECTIVE:		Appropriate authorisation of the use of water for recreational purposes is ensured and facilitated	
STRATEGIES	ACTIVITIES	INSTITUTIONAL LINKS	CRITICAL SUCCESS FACTORS
To establish mechanisms to ensure transformation and reform of the use of water for recreational purposes is addressed through authorisation procedures	Ensuring incorporation of black and gender economic empowerment considerations in allocation and authorisation procedures	Water Allocation; Stakeholder Empowerment	Management support and acceptance of protocol
To clarify and streamline the procedures relating to the various entitlements to use water for recreational purposes	Compiling regulations to limit Schedule 1 use of water for recreational purposes	Water Allocation; Legal Services	Management and stakeholder acceptance and support
	Determining guidelines for dealing with Existing Lawful Use by addressing verification, compensation and regularisation	Information Management; Legal Services; Water Allocation; WMIs	
	Compiling General Authorisations if required	Legal Services; Water Allocation; Regions	
	Defining 'stressed' resources and developing criteria and indicators for water allocation (e.g. accidents and incidents, conflicting use, compatibility, ecological impacts, inequities)	<ul style="list-style-type: none"> ▪ Water Allocation; Institutional Oversight; Regions; WMIs ▪ Water users; SRSA; DoT; DEAT DPLG; SALGA; Parks Boards 	
	Developing and aligned procedure for the licensing of the use of water for recreational purposes by: <ul style="list-style-type: none"> ▪ Researching and compiling a database of related requirements ▪ Clarifying procedures for private sector engagement by: <ul style="list-style-type: none"> - Researching models relating to Partnerships (e.g. Public- 	<ul style="list-style-type: none"> ▪ Water Allocation; Legal Services; Regions; RDM; Institutional Oversight; Strategic Co-ordination ▪ National Treasury; SRSA; DoT; DEAT; DTI; DPLG; Parks Boards; DLA; DPW 	<ul style="list-style-type: none"> ▪ Informed relevant authority/ies ▪ Acceptance by partners of a 'one-stop shop' and establishment of a LAAC ▪ Exemption from National Treasury Regulations and authorisation for PPPs (in-house)

OBJECTIVE:	Appropriate authorisation of the use of water for recreational purposes is ensured and facilitated		
STRATEGIES	ACTIVITIES	INSTITUTIONAL LINKS	CRITICAL SUCCESS FACTORS
	<p>Public Partnerships, Public Private Partnerships - PPPs and Community Public Private Partnerships CPPPs)</p> <ul style="list-style-type: none"> - Evaluating available models and developing appropriate 'tools' - Communicating models to various stakeholders (WMIs, industry and communities etc.) - Developing an implementation programme for the establishment of Partnerships <ul style="list-style-type: none"> ▪ Clarifying Reserve determination requirements ▪ Establishing a clearing house and Section 21(k) Licence Assessment Advisory Committee (LAAC) ▪ Co-operatively developing a single procedure for joint-evaluation and approval including considerations relating to EIA; safety; competency; encumbrances etc. 		
	Clarifying protocol relating to trading and transfer of rights	Legal Services; Water Allocation	
To develop appropriate measures for charging for the use of water for recreational purposes	Developing, based on the Concession Management Policy for the Use of Water for Recreational Purposes, an appropriate pricing and charge strategy for this use (relevant to all water resources including state dams)	<ul style="list-style-type: none"> ▪ WR Finance and Pricing; Water Allocation; Regions; WMIs ▪ Water users; SRSA; DoT; DEAT; Parks Boards and nature conservation authorities; DPLG; SALGA; DLA; DPW; DTI; National Treasury 	Management and stakeholder acceptance and support
	Clarifying protocol for the disbursement of fees and charges by WMIs	WR Finance and Pricing; WMI Governance; Finance	Management support

OBJECTIVE:			
Appropriate authorisation of the use of water for recreational purposes is ensured and facilitated			
STRATEGIES	ACTIVITIES	INSTITUTIONAL LINKS	CRITICAL SUCCESS FACTORS
To establish mechanisms to ensure efficient and appropriate implementation of procedures	Training and capacity building of stakeholders	Stakeholder Empowerment; Communication Services	
	Monitoring, evaluating and reviewing protocol and implementing appropriate changes and actions	Information Management; Water Allocation; WMI Governance; WR Finance and Pricing; WMI; Legal Services	

OBJECTIVE:			
Appropriate management of entitlements is ensured			
STRATEGIES	ACTIVITIES	INSTITUTIONAL LINKS	CRITICAL SUCCESS FACTORS
To develop and implement measures to efficiently manage entitlements	Developing an appropriate management system linked to the GDSS	Information Management; Water Resource Finance and Pricing; Water Allocation; Regions; WMIs	
	Communicating with stakeholders regarding compliance and performance	Communication Services; Institutional Oversight; Water Allocation; Regions; WMIs	

4.4 Key Performance Area: Equitable Access

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

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

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

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

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

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

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

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

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

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

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

**KEY PERFORMANCE AREA:
EQUITABLE ACCESS**

POLICY STATEMENT: The use of water resources for recreational purposes shall benefit and contribute to the sustainable livelihood of the host, affected and local communities.

OBJECTIVE:			
The rights of communities to physically access resources for recreational purposes are protected			
STRATEGIES	ACTIVITIES	INSTITUTIONAL LINKS	CRITICAL SUCCESS FACTORS
To determine which communities should benefit and the scope of physical access rights	Developing guidelines to define host communities and rights.	Stakeholder Empowerment; Water Allocation	Management acceptance and support
To ensure that physical access for recreational purposes as well as compatibility of recreation with other uses are incorporated and considered when water resources are planned and classified	Communicating allocating equitable physical access for communities to recreational resources to stakeholders	Communication Services; Water Allocation; IWRP; Institutional Oversight; WMIs	
	Developing a guideline regarding the incorporation of physical access within water resource planning processes; RMPs; classification; consultation; approval, and monitoring and evaluation processes	Water Allocation; RDM; IWRP; Institutional Oversight; Regions; WMIs	Due consideration and respect of the classification status of the resource as derived from consultation

OBJECTIVE:			
Equitable access to the water-based recreation economy for the community is ensured			
STRATEGIES	ACTIVITIES	INSTITUTIONAL LINKS	CRITICAL SUCCESS FACTORS
To establish an environment conducive to the transformation of the water-based recreation industry	Clarifying and communicating the roles and responsibilities of 'communities' and 'operators'	<ul style="list-style-type: none"> ▪ Institutional Oversight; Water Allocation; WR Finance and Pricing ▪ National Treasury; DEAT; DTI 	
	Empowering stakeholders through processes such as RMPs, classification, authorisation etc.	Communication Services; Institutional Oversight; Regions; RDM; Regions; WMIs	
To develop applicable models and mechanisms covering different	Developing and updating a database of available economic beneficiation	<ul style="list-style-type: none"> ▪ WR Finance and Pricing; Institutional Oversight; Water 	Management acceptance of community empowerment models and

OBJECTIVE:	Equitable access to the water-based recreation economy for the community is ensured		
STRATEGIES	ACTIVITIES	INSTITUTIONAL LINKS	CRITICAL SUCCESS FACTORS
economic beneficiation scenarios	models	Allocation <ul style="list-style-type: none"> ▪ DTI; National Treasury 	mechanisms incorporated in resource management tools.
	Developing a DWAF process through consultation and by aligning and synergising the various government requirements (National Treasury, DTI, DEAT etc.)	WR Finance and Pricing; Institutional Oversight; Water Allocation	

4.5 Key Performance Area: Communication and Capacity Building

It is DWAF's policy to communicate the objectives of the NWA and the policy and implementation programme pertaining to the use of water for recreational purposes.

Communicating DWAF's objectives regarding the use of water for recreational purposes is critical to ensure sustainability. A broad spectrum of communication tools ranging from print and electronic media to workshops, seminars and roadshows can be utilised as part of the communication process, yet the emphasis must be on two way effective communication between the DWAF and the various stakeholders.

The broad objective regarding the communication of recreation as water use is to create awareness regarding this use, build capacity within DWAF, illustrate the value of recreational water use, assist in unlocking the potential of the water based economy, create a framework regarding the aims and objectives of the NWA and how the use of water for recreational purposes can contribute to attaining these, and demystify the authorisation procedure regarding the use of water for recreational purposes.

Recreation as part of the broad tourism field, has tremendous potential to provide benefits for the host communities, if undertaken correctly. If not based on the principles underlying sustainability, the activities have the potential to severely degrade the environmental resources on which it is based. With the increased awareness of the potential regarding the use of water for recreational purposes, increases in the potential impacts of recreational activities are becoming evident. To ensure that realistic expectations regarding the use of water for recreational purposes are attained it is imperative that DWAF communicates with all stakeholders regarding the following focus areas:

- The potential of recreation as a water use;
- Methods of unlocking the potential of water resources through the development and management of recreational water use activities;
- The value of recreation as water use; and,

- The authorisation procedure regarding the use of water for recreational purposes.

Building capacity within the various stakeholder groups, specifically DWAF, water management institutions, other government departments and various delegated authorities is essential to ensure that the objectives of the NWA can be attained. Through the communication campaign, as well as capacity building programme it will be possible to ensure that the various development opportunities available regarding the use of water for recreational purposes can be optimally utilised in a just and administratively sound manner.

**KEY PERFORMANCE AREA:
COMMUNICATION AND CAPACITY BUILDING**

POLICY STATEMENT: To communicate and ensure capacity regarding the objectives of the NWA (Act No 36 of 1998) and the policy and implementation programme pertaining to the use of water for recreational purposes.

OBJECTIVE:	Understanding and co-operation ensured by changing perceptions and attitudes through the promotion of the value of the use of water for recreational purposes		
STRATEGIES	ACTIVITIES	INSTITUTIONAL LINKS	CRITICAL SUCCESS FACTORS
Facilitate a communication campaign pertaining to the focus areas of the policy on the use of water for recreational purposes.	Research and establish a database of existing communication strategies	Communication Services	
	Developing and implementing a communication strategy by among other: <ul style="list-style-type: none"> ▪ Establishing support mechanisms e.g. help desk/ info kiosk ▪ Establishing and formalising communication channels to transfer important messages related to the use of water for recreational purposes to a range of target audiences 	<ul style="list-style-type: none"> ▪ Institutional Oversight; Regions WMIs ▪ Government partners 	

OBJECTIVE:	Stakeholders and role-players empowered by ensuring sufficient capacity regarding the use of water for recreational purposes		
STRATEGIES	ACTIVITIES	INSTITUTIONAL LINKS	CRITICAL SUCCESS FACTORS
To ensure training and skills development of stakeholders	Developing and implementing ongoing and appropriate programmes	<ul style="list-style-type: none"> ▪ Institutional Oversight; Regions WMIs ▪ Water users, Government partners 	

4.6 Key Performance Area: Institutionalisation and Linkages

It is DWAF's policy that appropriate and effective co-operative linkages are developed to ensure that the management of the use of water for recreational purposes is sustainable.

In order to achieve the harmonious balance required for sustainability it is imperative that appropriate institutions and effective co-operative linkages are established. Confusion between the various stakeholders regarding their specific role and function can result in duplication, assumptions and inefficiency. Clarity regarding the role and function of each sector, combined with effective institutional relationships formalised through appropriate agreements will establish an environment conducive for the sustainable management of water resources for recreational purposes.

Resource management is critical to ensure the sustainability of water resources that are utilised for recreational purposes. Degradation of water resources, as well as reductions in water quality or quantity will result in changes in user patterns with no contribution toward the attainment of the objectives of the NWA. Various government authorities, community structures and the private sector have a role to play in resource management. By compiling RMPs addressing all aspects pertaining to the successful attainment of harmony between the various stakeholders, and involving all stakeholders in the planning procedure, yet guided by DWAF, it will be possible to ensure that not only can DWAF attain its objectives regarding the utilisation of water resources for recreational purposes, but also ensure that this attainment is in a manner that is acceptable and supported by the communities affected by the water resource.

Often water resources are managed by other authorities as part of wider resource management initiatives. Through the establishment of management partnerships between DWAF as the custodian of all water resources and these public sector partners it is possible to add substantial value to water resources. To ensure that these partnerships contribute to the attainment of the objectives of the NWA it is imperative that DWAF evaluates the management plans that guide the water resource management, albeit by a third party.

DWAF's policy that only minimal land be acquired to effectively manage a government waterwork and the limits of water resource management being water and the associated aquatic ecosystem necessitates the formation of partnerships to optimally unlock the potential of water resources. However by clarifying the rights and responsibilities of the development partners it is possible to ensure that each stakeholder clearly understands and agrees to the development and management objectives set for the resource within its regional context.

Various resource management and development partnerships can be established depending on the specific environmental situation. These can include public-public partnerships, public-private partnerships; community-public partnerships, and community-public-private partnerships.

Besides the role normally associated with communities several traditional communities have rights to land which these communities can utilise as equity within development projects. Land vested in the DLA or Public Works to which traditional communities have rights can be included in management areas adjacent to water resources, thereby availing sufficient land to ensure viable development opportunities, not possible only on land administered by DWAF.

Efficient unlocking of economic potential pertaining to water resources that are utilised for recreational purposes depends on the level of private sector involvement that can be attained by DWAF and its partners. The role of the private sector includes:

- i) Investment in the water based recreation industry.
- ii) Operation and management of recreation efficiently and profitably.
- iii) Advertise and promote individual services.
- iv) Continuously upgrade skills of the workforce by continuously providing training and retraining.
- v) Continuously refurbish amenities and equipment.
- vi) Satisfy customer needs by providing quality products and services.
- vii) Develop and promote socially and environmentally responsible use of water for recreational purposes.

- viii) Ensure the safety, security and health of users in collaboration with the government and other private sector members.
- ix) Collaborate with the government in planning, promoting and marketing of recreational water use.
- x) Involve local communities and previously neglected groups in the water based recreation industry through establishing partnership ventures with communities, out-sourcing, purchase of goods and services from communities.
- xi) Enable communities to benefit from development.
- xii) Operate according to appropriate standards.
- xiii) Efficiently organise itself to speak with one voice.
- xiv) Represent the interests of private business on the fora of national, provincial and local government.

Often government and communities assume the role of the private sector, transferring unnecessary risk to the public sector or community as a whole. Through concessions and contracts it is possible to transfer risk to the private sector without negating benefits to communities or encumbering the public sector. Undertaking in this way sustainability and viability can be ensured without compromising the competitive advantage of the private sector. Critical to successful private sector involvement is to ensure that fees are market related, and that a comprehensive due diligence is undertaken on the private sector partner to ensure competency and compliance to contractual obligations.

The benefits that the private sector provide to both DWAF and communities will form the basis for partnership formation, and will encompass financial, technical and environmental aspects aimed at ensuring effective transformation of the tourism and recreation industry that utilises water for recreational purposes.

Despite the preferential treatment clubs received in the past, clubs will be treated as operators and be subject to the same authorisation procedure and institutional relationship as any of the other operators. Breaking the shackles of exclusivity brought about by previous agreements between DWAF and clubs will ensure that the objectives of the NWA can be attained in an appropriate manner. The onus will rest on the clubs that intend to utilise water for recreational purposes to illustrate the social, economic and

environmental benefits emanating from the water utilisation, as well as ensure that the benefits resulting from the use can be managed through the institutional arrangements and linkages.

Clubs often have an exceptional pool of expertise that can be incorporated into initiatives that promote and enhance the growth of the recreational activity, thereby increasing the level of participation, raise the profile of recreation as a water use, and assist in alleviating imbalances between urban and rural communities. As the basic unit of sport and recreation the role and function of clubs will be limited to:

- Implementing policy on sport and recreation at group/individual level;
- Increase participation through proactive recruitment programmes;
- Involvement in capacity building;
- Making representations to provincial federations and local authorities to garner resources for its operation;
- Being the primary vehicle for the identification, development and nurturing of talent; and,
- Providing a unique social support structure

Source: White Paper – Getting the Nation to Play (SRSA, 2003).

Often clubs believe that their role and mandate extends beyond these functions, to include resource management, development, managing exclusivity instead of inclusivity, and property development instead of sport and recreation development. By clarifying the role of clubs, and evaluating the proposal of clubs against broader government objectives it would be possible to ensure that clubs do not overstep their mandates or minimise potential business opportunities through their actions.

Through clear institutional relationships it would be possible to ensure proper resource management, the effective management of community benefits and ensure the development of viable and sustainable business opportunities. Ideally clubs should be the link between the community, private sector partner and government, giving a voice to the needs and expectations of the recreators and sport community. In this way the interests of government, business and community can be protected. Caution should prevail regarding commercial interests being veiled in club initiatives, undermining activities which should be undertaken by the private sector in association with public partners.

Clubs can and should form strategic alliances with private sector operators or concessionaires thereby reducing the maintenance and management costs of the club and increasing the viability of commercial ventures. This approach will allow clubs opportunity to focus on their specific role and functions within the sport and recreation field.

As the custodian of water, DWAF must form close co-operative linkages with other government departments, at national, provincial and local levels to ensure that the utilisation of water for recreational purposes can be developed and managed in an integrated manner. These linkages should be formalised ensuring effective governance.

**KEY PERFORMANCE AREA:
INSTITUTIONALISATION AND LINKAGES**

POLICY STATEMENT: Appropriate institutions and effective co-operative linkages are developed to ensure that the management of the use of water for recreational purposes is sustainable.

OBJECTIVE:		Appropriate institutions established to manage recreational water use effectively	
STRATEGIES	ACTIVITIES	INSTITUTIONAL LINKS	CRITICAL SUCCESS FACTORS
To provide institutional options available for effective and efficient management of recreational water resources	Researching available structural options to manage recreational water resources effectively and efficiently	<ul style="list-style-type: none"> ▪ Institutional Oversight; Regions; WMIs ▪ Delegated authorities 	Management acceptance of options
	Developing generic guidelines for implementing the formulation of institutions to manage recreational water resources	Institutional Oversight	Management acceptance
	Communicating the various options for incorporation into the resource management frameworks used to manage water resources	<ul style="list-style-type: none"> ▪ Communication Services; Institutional Oversight; Regions; WMIs ▪ Government Partners 	
	Including and evaluating the proposed institutions and linkages within RMPs	Institutional Oversight	
	Developing and auditing and monitoring procedures for evaluating performance of institutions	Institutional Oversight; Regions; WMIs	

OBJECTIVE:		Functional linkages established to ensure co-operative governance and effective sharing of management responsibilities regarding the sustainable management of water resources for recreational purposes	
STRATEGIES	ACTIVITIES	INSTITUTIONAL LINKS	CRITICAL SUCCESS FACTORS
To formalise functional linkages, based on the roles and responsibilities of the various agencies involved with the management of water and associated resources related to recreational water use	Identifying and describing mechanisms and linkages options	Strategic Co-ordination; Institutional Oversight; Legal Services	
	Institutionalising and empowering	Institutional Oversight; Legal Services;	Willingness to co-operate by role-

OBJECTIVE:	Functional linkages established to ensure co-operative governance and effective sharing of management responsibilities regarding the sustainable management of water resources for recreational purposes		
STRATEGIES	ACTIVITIES	INSTITUTIONAL LINKS	CRITICAL SUCCESS FACTORS
	appropriate structures between DWAF and the relevant agencies	Regions	players
	Monitoring the efficiency and effectiveness of structures and mechanism	Institutional Oversight; Regions; WMIs	

4.7 Key Performance Area: Legal Framework

It is DWAF's policy that the use of water for recreational purposes complies with all relevant legislative requirements.

A continuously updated database regarding the legal framework, focusing on Acts, Bills and Regulations, as well as associated guidelines will ensure that DWAF remains abreast of the legal environment and constraints. The changing legal environment influences decisions yet it is imperative that all decisions are constitutionally sound, and that the policy regarding the use of water for recreational purposes contributes significantly to attaining the objectives of the NWA and broader Government objectives.

To ensure that DWAF attains its objectives in an appropriate manner, cognizance must be taken of:

- Guiding principles: overarching objectives and purposes guiding authority and duty in terms of the law;
- Criteria: limitations to the discretion of persons exercising authority or performing duties under specific legal provisions; and,
- Decision-making procedures: mandatory public consultation, notice, comment and appeal procedures.

These aspects are all applicable across the entire category of national laws, which can be divided into:

- The Constitution, the provisions of which bind all actions and decisions of all organs of state;
- Framework legislation not limited to a specific sector of activities or natural resources but rather applicable across all these sectors, including legislation such as NEMA, ECA, Promotion of Administrative Justice Act (Act No. 3 of 2000) and Promotion of Access to Information Act (Act No. 2 of 2000); and
- Sectoral legislation with limited application to specific sectors of activities or natural resources, yet must be applied and interpreted in the context of the Constitution and framework legislation.

Through the development of a database of legislation reflecting the framework/sectoral dichotomy it will lead to an increased understanding of the manner in which DWAF must manage water resources for recreational purposes. Changes within the legislative framework that could influence the policy on the use of water for recreational purposes can be included to ensure that DWAF continues to attain its objectives as well as broader governmental objectives.

**KEY PERFORMANCE AREA:
LEGAL FRAMEWORK**

POLICY STATEMENT: The use of water for recreational purposes complies with all relevant legislative requirements

OBJECTIVE:	Compliance with relevant legislative requirements ensured.		
STRATEGIES	ACTIVITIES	INSTITUTIONAL LINKS	CRITICAL SUCCESS FACTORS
To compile a database of all relevant legislative requirements and align requirements where necessary to ensure that DWAF remains abreast of the legal environment.	Researching and compiling a database (Acts, Bills and Regulations, as well as associated guidelines)	<ul style="list-style-type: none"> ▪ Legal Services ▪ Government Partners 	Acceptance of legal audit
	Ascertaining objectives and evaluating relevance of requirements	Legal Services	
	Aligning, developing and reviewing of DWAF procedures if required	<ul style="list-style-type: none"> ▪ Legal Services; Regions; WMIs ▪ Government Partners 	
	Communicating implications to relevant stakeholders	<ul style="list-style-type: none"> ▪ Communication Services; Institutional Oversight; Regions and WMIs ▪ Government Partners 	

OBJECTIVE:	The use of water for recreational purposes positioned as a strategic issue and DWAF as a strategic partner in the legal processes related to recreation and tourism, water use, use and management of associated resources etc.		
STRATEGIES	ACTIVITIES	INSTITUTIONAL LINKS	CRITICAL SUCCESS FACTORS
To influence and participate in legislative reform relevant to the use of water for recreational purposes.	Creating a profile of the value of recreation as a water use	<ul style="list-style-type: none"> ▪ Regions; WMIs ▪ Water users; Government Partners 	
	Creating a profile of DWAF's contribution to managing the use of water for recreational purposes	Institutional Oversight; Water Allocations; Regions; WMIs	
	Identifying relevant government partners and law reform committees	<ul style="list-style-type: none"> ▪ Strategic Co-ordination; Institutional Oversight; Regions; WMIs 	

OBJECTIVE:	The use of water for recreational purposes positioned as a strategic issue and DWAF as a strategic partner in the legal processes related to recreation and tourism, water use, use and management of associated resources etc.		
STRATEGIES	ACTIVITIES	INSTITUTIONAL LINKS	CRITICAL SUCCESS FACTORS
		<ul style="list-style-type: none"> ▪ Government Partners 	
	Developing and implementing a communication strategy and participation programme	<ul style="list-style-type: none"> ▪ Communication Services 	

4.8 Key Performance Area: Monitoring, Evaluation and Information Management

It is DWAF's policy that the use of water for recreational purposes is monitored and evaluated in terms of both performance and compliance, and information pertaining to this use is managed in a user friendly and effective manner in order to promote the sustainable utilisation of water resources.

To enable DWAF to ensure that it is attaining the objectives of the NWA in a sustainable and equitable manner regarding the use of water for recreational purposes, it is critical that a monitoring, evaluation and auditing system be established. Without a system such as this it will be impossible to ascertain the success or failure of decisions, changes within the recreation industry, or level of benefit communities receive from the use of water for recreational purposes.

A three tiered approach will be utilized in this system:

- Monitoring: Data and information collection and collation; benchmarking; setting of standards and measurable indicators;
- Evaluation: Evaluation of compliance and performance in terms of set objectives, criteria and motives; and
- Auditing: Performance and compliance of systems against international norms and standards.

By including monitoring in the contractual obligation of concessionaires and contractors, channeling specific data and information in a uniform format pertaining to a specific resource, catchment and region to central collection and collation point, and combining this information into an annual evaluation system DWAF can monitor the utilization of water resources for recreational purposes.

DWAF, delegated authorities and the various water management institutions will be responsible for the collection and collation of information to be forwarded to DWAF in a specific format.

By internally requesting a summary of information pertaining to aspects such as resource quality, flow levels, releases, climatic conditions etc WA&IU can monitor the changes within industry use of water for recreational purposes and resource quality. Comparisons can be made on a month-to-month, year-on-year basis taking into account the various variable and factors which influence the performance and compliance of the department with national and international norms and standards.

To ascertain the level of DWAF's performance and compliance it is essential that an annual audit of the management systems be undertaken utilizing the ISO 9000 and 14000 criteria as benchmark. Undertaken in this manner it will be possible identify areas of performance and compliance that require attention, as well as areas of excellence.

Based on the monitoring, evaluation and auditing system DWAF with the assistance of various other government departments can establish an annual award system recognizing and acknowledging excellence in the various key performance areas by individuals, operators, communities and government officials.

Critical to the sustainability of water resources that are utilized for recreational purposes will be the dissemination of information pertaining to this use, its successes, failures, performance and compliance standards, as well as the feasibility and viability as a water use. By integrating information collection and collation with information dissemination it will be possible to provide relevant and applicable information to the recreation industry regarding current trends, use patterns, resource quality and development opportunities in an integrated and user friendly manner. Additionally DWAF will be able to provide insight to communities regarding the value of the recreation industry based on these trends. Currently very little information is available regarding the size of the industry, the benefits emanating from the use of water for recreation purposes or the development opportunities available.

Besides the essential role that monitoring and evaluation plays in ascertaining DWAF's performance regarding the use of water for recreational purposes, the information can also assist in decision-making regarding various aspects pertaining to authorisation, development and utilization.

Essential to evaluation will be the extent to which the monitoring and evaluation components contained in the various key performance areas can be consolidated in a single, overall performance audit. Each key performance area has several aspects that can be monitored and evaluated, yet these must be linked to ascertain the overall performance regarding the use of water for recreational purposes.

By managing the information emanating from the monitoring and evaluation regarding the use of water for recreational purposes it will be possible for DWAF to provide information regarding the importance of this water use based on market size, economic impact, environmental impact, etc. as well as information pertaining to development opportunities, initiatives and actions.

Knowing various aspects relating to the supply and demand equation pertaining to the use of water for recreational purposes will enable DWAF to play an active role in stimulating demand while ensuring sustainable and equitable supply.

**KEY PERFORMANCE AREA:
MONITORING, EVALUATION AND INFORMATION MANAGEMENT**

POLICY STATEMENT: The use of water for recreational purposes is monitored and evaluated in terms of both performance and compliance, and information pertaining to this use is managed in a user friendly and effective manner in order to promote the sustainable utilisation of water resources.

OBJECTIVE:	Performance and compliance regarding the use of water for recreational purposes evaluated.		
STRATEGIES	ACTIVITIES	INSTITUTIONAL LINKS	CRITICAL SUCCESS FACTORS
To develop and implement monitoring systems for the use of water for recreational purposes	Developing and implementing a monitoring system by: <ul style="list-style-type: none"> ▪ Setting objectives and motivations ▪ Designing measurable indicators ▪ Collecting and collating data 	<ul style="list-style-type: none"> ▪ Information Management; Institutional Oversight; Regions; WMIs ▪ Government Partners 	Management acceptance and approval
To develop and implement evaluation systems aimed at both compliance and performance regarding the use of water for recreational purposes	Designing an evaluation system	Information Management	
	Creating a portfolio of evaluation instruments	Information Management	
To obtain industry support for self-regulation	Developing a performance compliance auditing system for the use of water for recreational purposes by operators and submitting the system to the International Standards Organisation (ISO) for accreditation	Information Management	Obtaining international ISO recognition for auditing and monitoring system

OBJECTIVE:	Information provided in a user friendly and effective manner to assist in decision-making regarding the use of water for recreational purposes.		
STRATEGIES	ACTIVITIES	INSTITUTIONAL LINKS	CRITICAL SUCCESS FACTORS
To develop an integrated information management system to assist in the management of recreational water resources	Designing and implementing an information management system based on relevant data parameters	<ul style="list-style-type: none"> ▪ Information Management 	
	Identifying and consulting with	<ul style="list-style-type: none"> ▪ Institutional Oversight; Regions; 	

OBJECTIVE:	Information provided in a user friendly and effective manner to assist in decision-making regarding the use of water for recreational purposes.		
STRATEGIES	ACTIVITIES	INSTITUTIONAL LINKS	CRITICAL SUCCESS FACTORS
	appropriate stakeholders from whom information in proposed system will be required	WMIs <ul style="list-style-type: none"> ▪ Government Partners 	
	Developing a common compatible data capturing template to be used to populate the indicators identified	Information Management	
	Collating and disseminating information to stakeholders for use in decision-making	<ul style="list-style-type: none"> ▪ Regions; Institutional Oversight; WMIs ▪ Water users; Government Partners 	Data and information supply
	Continuously updating of information management system	Information Management	
	Developing and implementing a performance auditing and monitoring system for the information management system	Information Management	
	Communicating the value of information pertaining to the use of water for recreational purposes to various stakeholders	Communication Services	

SECTION 5: POLICY REVIEW

No policy can remain relevant if the policy can not adapt to changes within the operational, technical, legislative, socio-political and bio-physical environments. The policy on the use of water for recreational purposes will thus be dynamic, with changes based on the annual performance and compliance audit, yet including a process of stakeholder involvement based on the needs and expectations of the various users.

The success of the policy will be dependent on the level of political support that the policy generates. By addressing the use of water for recreational purposes in an integrated manner based on the principles of sustainability, and auditing the performance and compliance of the management systems aimed at achieving both the objectives of the NWA and national government based on the principles underlying sustainability.

The policy can be reviewed as a whole or just according to individual key performance areas and the changes can be according to different levels ranging from changes to specific activities, strategies, objectives and then policy.

Review of the policy, undertaken in this manner will not only provide DWAF and other government officials with clarity regarding the use of water for recreational purposes, but also the industry and communities which utilise these water resources.

It is however essential that DWAF communicate any changes within the policy to all stakeholders, providing motivation for the change based on the inputs received from roleplayers.

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APPENDICES

Appendix 1: Key Performance Areas

