



# OKACOM

*The Permanent Okavango River Basin Water Commission*

## OKACOM

### Stakeholder Integration Strategy

Sponsored by



# OKACOM Stakeholder Integration Strategy

By Kalahari Conservation Society and Hatfield Consultants Africa  
PO Box 859, Gaborone, Botswana

## TABLE OF CONTENTS

List of tables	3
List of figures	3
List of appendices	3
List of acronyms	4
Acknowledgements	4
Executive summary	5
 CHAPTER 1 Framework and Mechanisms for Stakeholder Integration	 7
1.01 Introduction	7
1.02 Definitions	7
1.03 Scope and Objectives	7
1.3.1 Context and Rationale	8
1.3.2 Institutional Capacity of OKACOM	8
1.04 Review of Other regional stakeholder integration strategies	9
1.4.1 Lessons Learned from KAZA That Can Be Applied to Stakeholder Engagement within OKACOM	9
1.05 Methodological approach	12
1.06 Stakeholder analysis	13
1.07 The framework and mechanisms for stakeholder integration – OKACOM	16
1.07.1 Priorities and Recommendations for Integration Strategy Development and Implementation	16
1.07.2 Recommendations for External Integration	18
 CHAPTER 2 Stakeholders Profiles	 23
2.01 Introduction	23
2.01.1 Strategic Action Plan	23
2.01.2 Integrated Management Objectives (IMOs)	23
2.01.3 Stakeholder Profiles	24
2.01.4 Integration of Stakeholder Profiles with SAP	30
 CHAPTER 3 Work Programme	 31
3.01 Objective 1 - Strategic Forums	32
3.01.1 Nature of intervention	33
3.01.2 Proposed outcome/deliverable(s)	33
3.01.3 Timeframe	33
3.02 Objective 2 - OKACOM Communications Strategy	33
3.02.1 Nature of intervention	33
3.02.2 Proposed outcome/deliverable(s)	34
3.02.3 Timeframe	34
3.03 Objective 3 - SADC-PF	34
3.03.1 Nature of intervention	34
3.03.2 Proposed outcome/deliverable(s)	34
3.03.3 Timeframe	34
 CHAPTER 4 Conclusions	 34

## LIST OF TABLES

Table 1	Cubango-Okavango river basin stakeholders - The table depicts the clusters that were adopted by participants at the consultation workshop:	6
Table 2	Cubango-Okavango river basin stakeholders as adopted by participants at the consultation workshop.	14
Table 3	Stakeholder Management Actions and Interventions.	17
Table 4	External stakeholders	18
Table 5	Stakeholder Engagement Matrix	19
Table 6	Stakeholder group connections with SAP IMOs.	31

## LIST OF FIGURES

Figure 1	KAZA Stakeholder classification matrix.	10
Figure 2	Matrix used to cluster stakeholder roles in the OKACOM.	15
Figure 3	Stakeholder Integration Network	16

## LIST OF APENDICES

A1.0	Cubango-Okavango river basin stakeholders	35
A2.0	Views Emerging from the Stakeholder Analysis Surveys	36
A3.0	Stakeholders Consultation Workshop	40
A4.0	Modes of Engagement and Integration experiences from other Initiatives	47

## LIST OF ACRONYMS

<b>ACADIR</b>	Association of Conservation for Environment and Integrated Rural Development
<b>BWF</b>	Basin Wide Forum
<b>CBNRM</b>	Community-Based Natural Resource Management
<b>CSO</b>	Civil Society Organisation
<b>EA</b>	Environmental Assessment
<b>GEF</b>	Global Environmental Facility
<b>HOORC</b>	Harry Oppenheimer Okavango Research Centre
<b>ICP</b>	International Cooperating Partner
<b>IMP</b>	Integrated Management Plan
<b>INBO</b>	International Network of Basin Organisations
<b>IWRM</b>	Integrated Water Resources Management
<b>KAZA SES</b>	Stakeholder Engagement Strategy for the KAZA TFCA
<b>KAZA TFCA</b>	Kavango-Zambezi Transfrontier Conservation Area
<b>KCS</b>	Kalahari Conservation Society
<b>MOU</b>	Memorandum of Understanding
<b>NGO</b>	Non-Governmental Organisation
<b>NNF</b>	Namibia Nature Foundation
<b>OBSC</b>	Okavango River Basin Steering Committee
<b>OKACOM</b>	Permanent Okavango River Basin Water Commission
<b>OKASEC</b>	Permanent Okavango River Basin Water Commission Secretariat
<b>ORI</b>	Okavango Research Institute
<b>PPP</b>	Private Public Partnership
<b>RBO</b>	River Basin Organisation
<b>SADC</b>	Southern African Development Community
<b>SADC-PF</b>	Southern African Development Community Parliamentarian Forum
<b>SAP</b>	Strategic Action Program
<b>SAP</b>	Strategic Action Plan
<b>SIDA</b>	Swedish International Development Agency
<b>TFO</b>	The Future of the Okavango
<b>TDA</b>	Transboundary Diagnostic Analysis
<b>UNDP</b>	United Nations Development Program

## ACKNOWLEDGEMENTS

The project team acknowledges the inputs of the stakeholders that attended the workshop in Namibia in December 2009, the support of the OKACOM Secretariat and the following Reference Group members throughout this process:

Ms. Monica Morrisson – OKACOM  
 Dr. Eben Chonguisa – OKACOM  
 Mr. Motsumi Sekgoa – Department of Environmental Affairs, Botswana  
 Dr. Julian Fennessy – Namibia Nature Foundation  
 Professor Joseph Mbaiwa – Okavango Research Institute, Maun – Botswana  
 Mr. Geoffrey Khwarae – Southern African Regional Environmental Programme  
 Mr. Baboloki Autlwestse – Kalahari Conservation Society  
 Mr. Emmanuel Kasule – Independent Consultant (Angola)  
 Mr. Felix Monggae – Kalahari Conservation Society  
 Mr. Simon Hughes – Hatfield Consultants Africa

This report was prepared by Kalahari Conservation Society and Hatfield Consultants Africa.

## EXECUTIVE SUMMARY

In developing the OKACOM stakeholder integration strategy, it was recognised that such a strategy is more than simply communications. It is ultimately about engaging stakeholders in the governance process and facilitating connectivity amongst stakeholders. It is also about achieving synergy through creation of well-matched plans and interdependence across varied organizational groups and processes. Integration implies working together as stakeholders to achieve the same goal. In the case of the Cubango-Okavango river basin, this implies having a coordinated and responsive plan for knowledge management through OKACOM.

This report makes reference to a consultative workshop attended by various stakeholders where each cluster of stakeholders was given an opportunity to suggest engagement strategies for integration in OKACOM structures by stating its needs, interests and issues. The workshop further presented consultants an opportunity to understand OKACOM's competitive environment. This was useful as integration of strategies governing external stakeholders requires the implementation of effective networking and communication systems to provide adequate links between external and internal organizational stakeholders. Successful strategic integration of external factors facilitates effective sharing and interpretation of critical information among all the organization's stakeholders. Processes that govern activities of external stakeholders enable organizations to initiate demand forecasts, determine inventory levels, and monitor the feedback of stakeholders. Therefore each stakeholder should always be given a framework to determine and agree with a particular method of engagement to have an effective integration strategy.

TABLE 1 CUBANGO-OKAVANGO RIVER BASIN STAKEHOLDERS - THE TABLE DEPICTS THE CLUSTERS THAT WERE ADOPTED BY PARTICIPANTS AT THE CONSULTATION WORKSHOP:

<b>Business</b>	<b>Civil Society</b>	<b>Government</b>	<b>Media</b>	<b>Academic</b>	<b>Donor</b>	<b>Regional and international stakeholders</b>
Power Utility*	NGO	Regional Governments	Press/Media	Scientists	International Funding Institutions	e.g. UN, SADC
Tourism	CBO/VDC	District Water Management		Educator/Teacher		
Mining	Youth Groups	Municipal/ Council Government		Student		
Construction		Municipal/ Council Waste Dept.				
Agro-Industry	Conservationists	(national and local government)				
Factory Farmer	Basin wide forum	Water management parastatal				
Irrigation Farmer		Conservationists				
Health care provider	Health care provider	Health care provider				
	General community	OKACOM				

The primary stakeholders adopted for the basin are clustered as Governments, Academics, Civil Society Organisations, Donors, Media, International Organisations, Regional Actors and the Private Sector. It is depicted in this strategy through experiences from other basins that stakeholders can be engaged for different purposes and at different levels. This could be at the strategic level (e.g. policy making), project implementation, targeting particular groups or through playing a facilitator role.

The practical and tested engagement approaches within the basin are also recommended for the OKACOM integration strategy rather than having to start from a clean slate and possibly repeating unsuccessful engagement strategies that could be avoided. Therefore a vision that resonates with stakeholder interests is suggested.

The profiles of the identified stakeholder groups have been further elaborated following recommendations of the Reference Group, providing full descriptions for each group and providing options for supporting integration. Each group is briefly introduced along with a description of the key issues affecting that group, before methods for engaging with the group are proposed. Connections with the OKACOM Strategic Action Plan (SAP) are also provided for each group within the profiles. This is followed by a breakdown of the SAP Integrated Management Objectives (IMOs), cross-referenced with the activities identified to support stakeholder integration, in order to provide an overview of where each IMO will integrate stakeholders. Finally, the identified stakeholder integration activities are classified to provide a summary of the types of activities that will be required to support broader integration of the primary stakeholder groups.

## CHAPTER 1

### 1.0 FRAMEWORK AND MECHANISMS FOR STAKEHOLDER INTEGRATION

#### 1.01 Introduction

This document summarises the process utilised to analyse and categorise the stakeholders of the Cubango-Okavango river basin and develop a framework for stakeholder integration within Permanent Okavango River Basin Water Commission (OKACOM) governance mechanisms.

For the purposes of navigation, the document is organised as follows:

- Chapter 1: key terms relevant to stakeholder engagement are **defined**, along with the **scope, objectives** and **methodology** applied in order to **identify** and **categorise** stakeholders;
  - Following the definitions, reference is made to other relevant transboundary, regional stakeholder integration strategies, include the review of one particularly relevant strategy;
  - Next, an overview of the **stakeholder analysis** that was performed is described;
  - This is followed by an outline of the **Framework and Mechanisms for Stakeholder Integration**;
- Chapter 2: Stakeholder Profiles that elaborate upon the stakeholder groups that were identified;
  - This is followed by the combined Matrix for stakeholder integration.
- Chapter 3: The final chapter provides a **conclusion**.

Following the main document are a series of appendices, including the following items:

- A list of the basin stakeholders identified through this process;
- An overview of the outcomes emerging from the Stakeholder Analysis Surveys;
- A summary of the Stakeholders Consultation Workshop, held in Namibia (16-17 December, 2009);
- A summary of the modes of Engagement and Integration experiences from other initiatives in the Cubango-Okavango river basin; and

#### 1.02 Definitions

In this document the following terms have been used interchangeably in this context:

- **Engagement** – appropriate involvement of stakeholders in decision-making processes;
- **Integration** – Is mainstreaming roles of stakeholders into and working to achieve mandates, in this case the mandates of the various organs of OKACOM;
- **Importance** – in the case of this study, the term importance is used to represent the impact a stakeholder can or could have on the mandates of OKACOM and the status quo of the basin as a whole.
- **Supportive** – the extent to which the stakeholder group is supporting the initiatives, institutions and governance of the basin.

#### 1.03 Scope and Objectives

The basin is shared by the three sovereign States of Angola, Botswana and Namibia who signed the OKACOM agreement in 1994. The Agreement commits the member States to promote coordinated and environmentally sustainable management of the basin, while addressing the legitimate social and economic needs of each of the riparian States. The river originates in the headwaters of the Cuito and Cubango rivers in the highland plateau of Angola and flows through Namibia into the Okavango Delta in Botswana.

Since its inception, OKACOM has embarked on a number of initiatives to implement the OKACOM agreement. Through these processes, it has emerged that there is a need for the inclusion and integration of the various stakeholders of the basin in the



governance and decision making associated with the management of this important transboundary river basin. To this end, the OKACOM Secretariat has commissioned a study to identify the stakeholders in the basin and develop a strategy to integrate their inputs in the governance structures of the basin itself.

The primary objective of this activity was tasked to develop a **demand-driven** and **flexible** strategy for the Secretariat, on behalf of OKACOM, to implement actions that would **ensure effective stakeholder integration across the basin**.

As a key output of the above process, this document presents a strategy and framework for stakeholder integration. It is intended to enhance information dissemination and sharing and improve participation and stock taking in the implementation of the OKACOM agreement.

### 1.03.1 Context and Rationale

Water has been a focal area of the Southern African Development Community (SADC) since the early 1990s. This is in recognition of the strategic importance of water for regional economic integration and the dominance of shared water resources. It is also in pursuit of the SADC objective of achieving ‘**sustainable utilisation of natural resources and effective protection of the environment**’ (art. 5 of the SADC Treaty). The core of SADC water efforts is formed by the Regional Strategic Action Plan (RSAP) (1&2)<sup>1</sup>, the Revised Protocol on Shared Watercourses, the Regional Water Policy and the Regional Water Strategy. Therefore, the OKACOM stakeholder integration strategy is not being developed in isolation, but is being created to support existing instruments.

In order to support these commitments and remain relevant to the context of the basin, the commission must appropriately integrate stakeholder views and aspirations into its governance structures. Should these efforts be successful, it will ensure longer-term sustainability of the basin through a better understanding of what is occurring across all stakeholder segments within the basin and the impacts of higher-level decision-making. This can only be achieved through the flow of information and knowledge amongst the basin stakeholders in multiple directions – i.e. true networking of stakeholders.

There is a pressing need for a comprehensive stakeholder integration strategy that focuses on engaging stakeholders in the governance processes through appropriate mechanisms. It must provide a framework for stakeholder knowledge, concerns, opinions and interests to be included and aligned with the OKACOM agreed management processes, and vice versa. It is critical that any mechanisms developed for engagement are based on on-going, iterative interactions, and utilises existing relationships and pathways for communication and engagement where possible.

### 1.03.2 Institutional Capacity of OKACOM

The capacity to perform assigned functions is a key factor determining the degree to which an institution can effectively fulfil its mandate. Lessons from similar institutions elsewhere in the region indicate that newly-formed institutions often face significant capacity and resource constraints from the outset, which affect the operationalisation of institutional structures to the required standards for effective river basin management. This is particularly true when strategies are developed that do not match the capacity profile of the institution. Therefore, understanding the structures, functions and capacities (internal and external) of OKACOM was essential in the development of the stakeholder integration strategy. Without acknowledging and understanding capacity constraints and strengths, the strategy would not be able to support OKACOM’s role to advise the countries of Angola, Botswana and Namibia with respect to the goal of effective and sustainable management of the basin.

OKACOM has developed an organisational structure for governance, and the Commission is the principal organ responsible for defining and guiding the policy and the general supervision of the activities of OKACOM as delineated below. It is made up of permanent members nominated as Commissioners and non-permanent members who are not Commissioners but could be officials of the respective National Commissions under OKACOM. The Okavango River Basin Steering Committee (OBSC) is the technical advisory body of the Commission and it consists of permanent and non-permanent members of the Commission. Task forces working under OBSC are responsible for analysing institutional, biodiversity and hydrological issues in the basin. The OKACOM Secretariat is responsible for providing administrative, financial and general secretarial services to OKACOM. Within the Secretariat, there is a provision for allocation of technical seconded staff to be secured and financially supported by the riparian States (source).

These are still to be appointed and seconded.

<sup>1</sup> RSAP3 is due to be released in 2011.

## THE PERMANENT OKAVANGO RIVER BASIN WATER COMMISSION

The objective of the Commission shall be to act as technical advisor to the Contracting Parties on matters relating to the conservation, development and utilisation of water resources of common interest to the Contracting Parties and shall perform such other functions pertaining to the development and utilisation of such resources as the Contracting Parties may from time to time agree to assign to the Commission.

The Functions of the Commission shall be to advise the Contracting Parties on:

1. Measures and arrangements to determine the long term safe yield of the water available from all potential water resources in the Cubango-Okavango river basin;
2. The reasonable demand for water from the consumers in the basin;
3. The criteria to be adopted in the conservation, equitable allocation and sustainable utilisation of water resources in the basin;
4. The investigations, separately or jointly by the Contracting Parties, related to the development of any water resources in the basin, including the construction, operation and maintenance of any water works in connection therewith;
5. The preservation of the pollution of water resources and the control over aquatic weeds in the basin;
6. Measures that can be implemented by any one or all the Contracting Parties to alleviate short term difficulties resulting from water shortages in the basin during periods of droughts, taking into consideration the availability of stored water and the water requirement within the territories of the respective Parties at the time; and
7. Such other matters as may be determined by the Commission.

(source)

In advancing all the above elements as per the ToRs, we are conscious of the existence of on-going initiatives in the basin that are being supported by various cooperating partners. Principal among these are the programmes supported by the United Nations Development Programme Global Environment Facility (UNDP/GEF), the Southern African Regional Environmental Programme (SAREP), The Future of the Okavango (TFO) Kavango-Zambezi Transfrontier Conservation Area (KAZA) to mention a few.

### 1.04 Review of other regional stakeholder integration strategies

Three examples of regional stakeholder integration strategies have been identified by OKACOM as relevant to their process:

- The Orange-Senqu River Commission (ORASECOM) Roadmap Towards Stakeholder Participation (2007);
- LIMCOM Stakeholder Participation Roadmap (2010); and
- Stakeholder Engagement Strategy for the Kavango Zambezi Transfrontier Conservation Area (KAZA TFCA).

The first two documents (ORASECOM and LIMCOM) are essentially as their titles indicate; roadmaps or frameworks for considering stakeholder participation, laying the groundwork for formal stakeholder participation processes in the future. The third (KAZA) is a more holistic assessment of options for stakeholder engagement, and as such is reviewed in more detail below.

#### 1.04.1 Lessons Learned from KAZA That Can Be Applied to Stakeholder Engagement within OKACOM

There are a number of similarities between the Stakeholder Engagement Strategy for the KAZA TFCA (KAZA SES) and the OKACOM process described in this document. However, several sections differ, and are described below:

- Guiding principles;
- Stakeholder classification;
- Feedback processes
- Nodes of entry
- Formalisation of engagement;
- Monitoring and evaluation; and
- Risks presented by stakeholder engagement in KAZA and methods for addressing these risks.

##### 1.04.1.1 Guiding Principles

Rather than an objective, the KAZA SES includes Purpose, Justification and a set of guiding principles. While the OKACOM document includes similar content to Purpose and Justification in the Objectives section of the document, the Guiding Principles

presented in the KAZA SES provide additional foundation to the approach taken:

- Inclusivity;
- Transparency;
- Appropriateness of the strategy to the target groups;
- Clarity of roles of the different players;
- Comprehensiveness – a strategy should cover all stages of the project/programme;
- Respect based on reciprocity between KAZA and its stakeholders/partners;
- Trust and credibility essential for the creation and growth of partnerships and relationships;
- Open dialogue and constant communication required for a sustained and healthy relationship with feedback mechanisms;
- Value added synergies which benefit all parties in a relationship and ultimately ensure that enhanced socio-economic flows reach the KAZA communities; and
- Confidentiality of information.

While these principles may require additional support in terms of clarification or definition, the values of the institution and the intent of the SES process are clear. Inclusivity, Transparency and Appropriateness speak to a holistic and well balanced programme of activities that will reach across the spectrum of stakeholders and attempt to make them feel like they are part of the process.

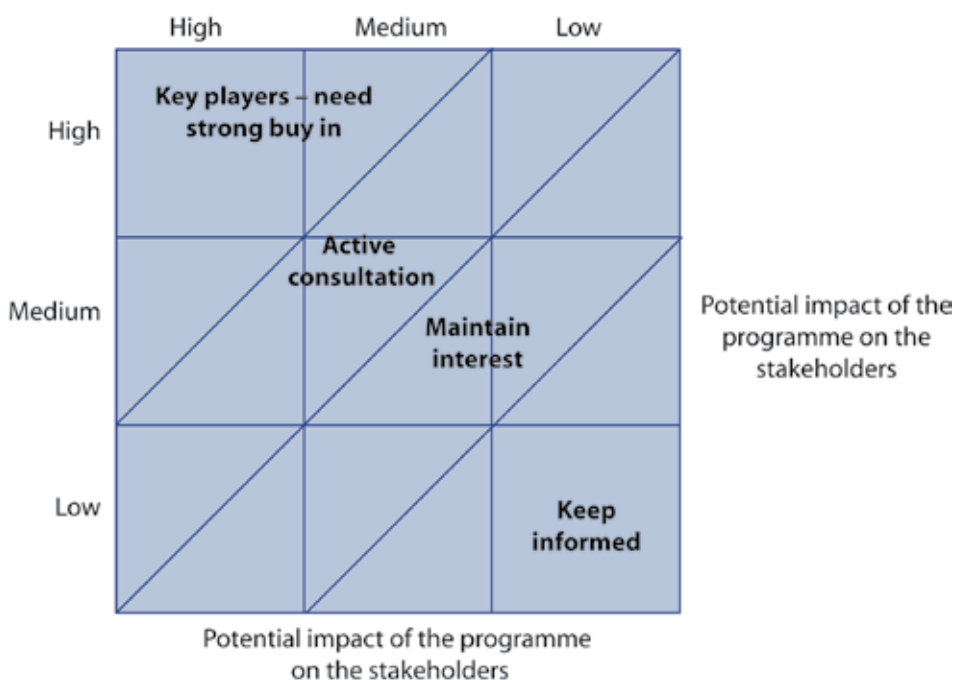
Trust, credibility and open-dialogue reinforce this with a desire from KAZA to truly engage with their stakeholders and build a long-term, sustainable relationship.

#### 1.04.1.2 Stakeholder Classification

Similar to the OKACOM process, KAZA classified their stakeholders. However, instead of using levels of importance, a matrix (Figure 1) that helped identify the degree to which stakeholders were affected and their of impact was applied using the following criteria:

- Key Players;
- Those that need to be actively consulted;
- Those whose interest should be maintained; and
- Those who only need to be kept informed.

*Figure 1 KAZA Stakeholder classification matrix.*



#### 1.04.1.3 Feedback

A key lesson that can be learned from KAZA is the identification of the need for clear action and follow-up after engagement. This appears to be a common problem with many stakeholder engagement processes that once initial contact has been made and the institution initiating the engagement has obtained what they need, there is little feedback to the engaged group or individual. Ultimately, this is driven by an intention to make stakeholder engagement two-way, or as it is called in the OKACOM process – multi-way. Furthermore, KAZA intend to state the ‘rules of engagement’ with stakeholders from the outset, clearly identifying and managing expectations from both sides. The documentation, or record-keeping, of engagement is also an important principle in KAZA, allowing reference to be made to the setting of the engagement and also the commitments that were made, in future.

#### 1.01.1.4 Nodes of Entry

While the OKACOM process has focused on the stakeholder and specific methods for engaging with these groups, KAZA have identified two main ‘nodes of entry’ for engagement:

1. The Technical Committee – through the KAZA Secretariat and lead government agencies in the partner countries; and
2. Traditional authorities – through existing community and traditional structures, as guided by traditional leadership in the area in question.

Such a definition may provide clear points of entry to engagement, but may also limit the process, by confining it to these two channels. The OKACOM process has identified a range of entry points to engagement that were classified thematically, rather than institutionally.

#### 1.04.1.5 Formalisation of Engagement

The KAZA SES looks to formalise relationships with stakeholders through the development of Memoranda of Understanding (MoU). While such documents place a high degree of documented importance on an identified stakeholder/institution relationship, they need to be supported by clear action and follow-up to avoid disengagement. An MoU is important as it can keep both parties focused and attentive to the issue at hand; however, it may also raise unnecessary expectations that are difficult to fulfil.

#### 1.04.1.6 Monitoring and Evaluation

A critical component that is raised by the KAZA SES, but not necessarily clearly addressed in the document is the need for consistent and clear Monitoring and Evaluation (M&E), to support and document stakeholder engagement processes. Unfortunately, little detail is provided on exactly how monitoring and evaluation will be implemented. At the time of writing, OKACOM was developing an M&E framework, which would encompass impact monitoring and analysis of thematic and strategic activities, including stakeholder integration.

#### 1.04.1.7 Risks associated with stakeholder engagement in KAZA

While this document uses many of the principles applied within the current OKACOM document and similar approaches, the interesting additions include an analysis of the risks inherent in stakeholder engagement. The risks identified are:

- Lack of inclusivity – the possibility of omitting (intentionally or otherwise) stakeholders that may need or wish to be engaged;
- Inconsistent engagement – the need to maintain engagement structures and processes through the phases of the KAZA programme;
- Slow delivery of project outputs – the need to focus efforts on delivery of project outputs to partners and stakeholders, thus maintaining commitments made during signing of MoU and any engagement activities; and
- Different levels of engagement in partner countries – with five participating countries, KAZA has identified the need to balance activities to maintain focus on the regional objectives of the programme, as well as achieving technical outcomes.

A variety of methods for addressing these risks were identified, notably:

- Stipulating the conditions of engagement effective and comparable stakeholder engagement in partner countries;
- Enabling environment;
- Continuous engagement;
- Efficiency in delivery of outputs;
- Solicit wide-ranging support;

- Continuous monitoring and evaluation;
- Create feedback mechanisms; and
- Upholding of the SES values.

Most of these methods are self-explanatory, particularly within the frame of the risks identified above. However, a key area for addressing risk identified above relevant to OKACOM is the Enabling Environment. This is an attempt to maintain financial and technical support to the structures that sustain stakeholder engagement. One such structure that has already been identified within the OKACOM process is the Basin Wide Forum (BWF). If conducted correctly, learning lessons from the past and other stakeholder strategies, the support or revitalisation of the BWF has the potential to mitigate many of the risks identified above for OKACOM. One of the methods for addressing risk that the BWF can play a strong role in for OKACOM is the creation of feedback mechanisms. With the correct institutional arrangements and internal structure, the BWF provides an excellent platform for two-way communication between stakeholders and OKACOM. Furthermore, should OKACOM wish to address guiding principles as KAZA did, the BWF could significantly support the establishment of a transparent, inclusive, comprehensive, clear, open and trusting environment for communication with stakeholders.

While KAZA currently aims to achieve these goals, OKACOM already has a proven track-record with such activities in the BWF and is presented with an opportunity to re-establish this critical institution to support stakeholder engagement in the Cubango-Okavango river basin.

## 1.05 Methodological approach

Kalahari Conservation Society (KCS) was contracted in July 2009 to map and analyse stakeholders in the basin in an effort to develop integration mechanisms in the governance structures of OKACOM. In order to achieve this goal, the following Terms of Reference (ToR) were proposed:

1. Explore and profile stakeholders in the context of governance and implementation activities of OKACOM, identifying who they are, how and when they interact, on what issues they interact, who decides on what, what they can do for OKACOM, and what is at stake for them;
2. Analyse and document the relationship between OKACOM and the different stakeholders;
3. Define the functions and roles of stakeholder representation mechanisms: their role in existing decision-making processes;
4. Determine the appropriate level of stakeholders involvement for OKACOM operations and functions;
5. Present recommendations to the facilitate stakeholder participation processes; and
6. Develop an effective representation at all levels with clear roles, mandates of institutions and linkages among them, noting institutional capacity to play specific roles.

These ToR were intended to be explored as a first step, and then verified through a participatory workshop involving as representative a group of stakeholders as possible.

Furthermore, these Terms of Reference (ToRs) were provided to guide the formulation of a strategy developed for OKACOM. The approach developed in response to the ToR recognised the existence of previous work pertaining to basin level institutions, as well as national-level institutions, and all organisations working towards the management of the basin. However, the varying levels of understanding the political and institutional differences present between the three riparian States were not underestimated during the development of the integration strategy processes. A deliberate effort was made to involve the various stakeholders through the application of consistent questions and scenarios during stakeholder analysis. This was based on the understanding that integration mechanisms should not be prescribed, but rather formulated with specific interest groups to create linkages among institutions and the OKACOM Secretariat, thus creating a platform for effective basin management.

The ToRs highlighted the need to identify ways to integrate basin stakeholders in the governance structures of OKACOM. The approach utilised to achieve this objective draws from extensive experience in the SADC region of the promotion of stakeholder participation processes in the following transboundary river basins of Southern Africa:

- **Cubango-Okavango river basin** - key experiences from the “Every River has Its People” project;
- **Orange-Senqu River Basin** - lessons learned from the development of the ORASECOM “road map to stakeholder participation”; and
- **Limpopo River Basin** - the outcomes of the “LoGo water” project.

These initiatives all offered valuable lessons for guiding the development of the integration processes.

For the OKACOM Secretariat to fully integrate stakeholders in the implementation of the mandate of the Commission there is a need to inform and empower OKACOM stakeholders, enabling them to understand each other's specific needs, as well as the opportunities, challenges, roles and responsibilities "in-play" within the basin. This will result in the creation of a responsive, multi-directional communication network, which will assist in the realisation of a common vision, objectives and action. Furthermore, it should also accommodate diversity and differences, based on the specific requirements and interests for the various stakeholders across the basin. However, it must be recognised that due to diverse stakeholder needs and aspirations, the OKACOM Secretariat must be willing to manage trade-offs and help stakeholders reach compromises, using negotiation skills.

Through a literature review and stakeholder analysis, it was possible to explore and identify the stakeholders of the basin. These were further categorised at a consultative workshop for the stakeholder's integration strategy held in Namibia, December 2009. Understanding these groups, and their respective operations and behaviour is essential to guide the integration process to inform levels for interaction between OKACOM and the various stakeholders. This was further solidified by using Integrated Water Resources Management (IWRM) guidelines when mapping the stakeholders. These guidelines depict integration strategies as more than processes and controls. They also include integrated performance, information management and connectedness. Therefore knowledge of stakeholder interests and perspectives provides a valuable opportunity for OKACOM Secretariat to implement strategic and basin planning initiatives that facilitates full stakeholder interaction, contributing to a platform for integrated participation and planning at different levels of governance; all with maximum impact.

To this end, it is believed that organisations that enter into this stakeholder engagement process inquiring, rather than dictating, learn more and leverage benefits from interactions with their stakeholders. For this reason, a survey was used to validate OKACOM's stakeholders and, above all, identify their interests and levels of representation with clear roles (Appendix 1).

## 1.06 Stakeholder analysis

The first step in the process of developing the stakeholder integration strategy was to identify and classify the key role players in the basin. The objective of this exercise was to identify the major stakeholder groups, to empirically gauge the perceptions of stakeholder groups and incorporate their concerns, perceptions and priorities. The full list of stakeholders identified through this process is presented in Appendix 1.

In order to align this classification with the principles of IWRM, the role of stakeholders in river basin resources management was used as a means of categorisation – i.e. groups, institutions, organisations, businesses or individuals with an interest or role in river basin resources management activities were grouped together.

Using this approach to categorisation, it is possible to identify a range of interests, many complimentary and organised; and some complex and contradictory. However, this approach focuses the selection criteria for categorisation on the role of each group in river basin management/use.

It is important that the integration strategy for OKACOM addresses these particular interests and also communicates relevant information to each stakeholder in a particular cluster. Following this logic, river basin resource users are the most obvious group of stakeholders, but there are a variety of others such as regulators.

Stakeholder involvement is necessary to understand needs and demands of interest groups, but also to develop shared agreements on river basin resources management. The following process was utilised at the workshop to cluster stakeholders and is the recommended approach whenever developing targeted information during the integrated strategy implementation:

- **Differentiation of stakeholders** - before involving stakeholders, one needs to know who the stakeholders are. This implies differentiating them from one another as a series of sub-groups or clusters: Government, Civil Society, Business, Media, etc (See Table 1); and
- **Defining levels and methods for representation** - All people living in a river basin have a potential stake in river basin resources management. Involving each and every individual or even every sub-group may not be practical and as such clear mechanisms for participation and representation at different levels need to be defined.

At the consultation workshop, this process proved that engaging stakeholders increases understanding and supports ownership



on their part. This approach would be useful to OKACOM and its subsidiaries, when implementing an integrated stakeholder strategy, for the following reasons:

- Gather stakeholder inputs, resources and capacities to share responsibilities;
- Multipliers for strengthening awareness of the true value of river basin resources for sustainable livelihoods;
- Awareness of potential conflicts before they occur or escalate; and
- Ownership of issues to avoid characterisation as “someone else’s problem”.

Table 2 below shows the stakeholder groups as identified and adopted by the participants of the consultation workshop in Namibia, December 2009.

TABLE 2 CUBANGO-OKAVANGO RIVER BASIN STAKEHOLDERS AS ADOPTED BY PARTICIPANTS AT THE CONSULTATION WORKSHOP

1. Private Sector	2. Civil Society	3. Government	4. Media	5. Academic	6. Donor	7. Regional and international stakeholders
Power Utility*	NGO	Regional Governments	Press/Media	Scientists	International Funding Institutions	e.g. UN, SADC
Tourism	CBO/VDC	District Water Management		Educator/Teacher		
Mining	Youth Groups	Municipal/ Council Government		Student		
Construction		Municipal/ Council Waste Dept.				
Agro-Industry	Conservationists	(national and local government)				
Factory Farmer	Basin wide forum	Water management parastatal				
Irrigation Farmer		Conservationists				
Health care provider	Health care provider	Health care provider				
	General community	OKACOM				

While it is felt that this provides a comprehensive overview of all, or most, of the important stakeholders in the basin, it must be recognised that the needs of future generations must be considered.

Through literature review and facilitation of stakeholder analysis, it was possible to explore and categorise stakeholders of the basin, which were further disaggregated at the consultative workshop for the stakeholder’s integration strategy in December 2009. Understanding the profiles of stakeholders and their motivations is essential to guide the integration process, as it informs levels for interaction between OKACOM and the stakeholder community as a whole. Full knowledge of stakeholder needs and motivations provides an opportunity for OKACOM Secretariat to implement appropriate and targeted strategic and basin planning initiatives that facilitates stakeholder interaction. These activities will in turn contribute to a platform for integrated participation and planning at different levels.

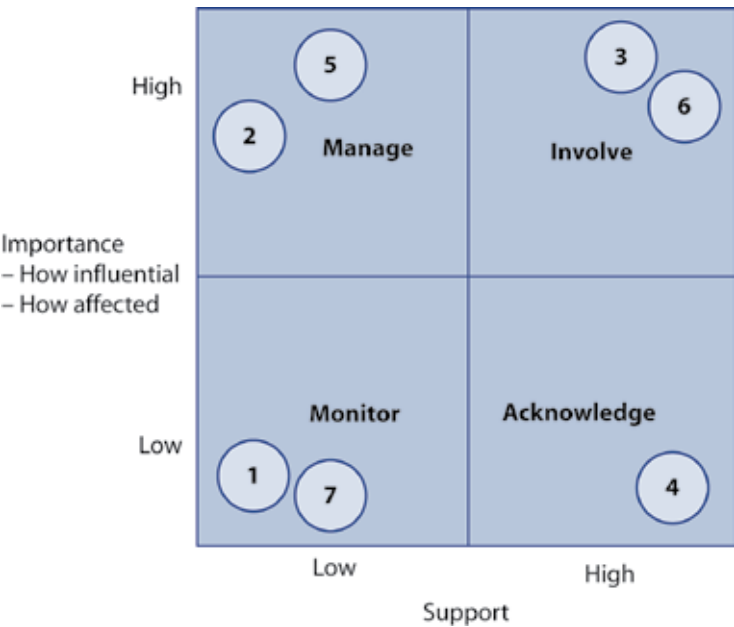
The recommendations from the surveys also contribute to the stakeholder integration strategy process by providing critical areas for OKACOM to address in stakeholders engagement. Furthermore, the different approaches and methods for engagement suggested by the stakeholders at the Consultation Workshop, including those emerging from the experiences shared during the sessions of the reference group and the analysis thereof, further informs the OKACOM Stakeholders Integration strategy.

To prioritise OKACOMs integration efforts, it was necessary to identify the level of importance or influence of key stakeholders - i.e. those who are most affected by or most capable of influencing the outcomes of strategy in its implementation. This should

be combined with an understanding of how supportive each stakeholder will then be to enable OKACOM to differentiate its approach to engaging with them.

With the above in mind, the following matrix was used to identify clusters at the consultation workshop.

Figure 2 Matrix used to cluster stakeholder roles in the OKACOM.



The categorisation of stakeholders within this framework is provided in Table 2.

For the purposes of this strategy, and based on the adopted matrix above, a consensus was reached by stakeholders that stakeholders who are highly ‘supportive’ and highly ‘important’ should be closely involved with the work of OKACOM. The International stakeholders/donors and the governments fall into this category. The international partners are highly influential in the protection of the basin, and the commission currently receives a large share of its operational funding from the ICP community. The Governments of the riparian states are also classified as highly important, as their resources contribution to maintaining and nourishing the Commission add legitimacy to their involvement.

Stakeholders classified as highly important but not supportive, need to be closely managed, with the aim of increasing their level of support. To do this, it is helpful to determine areas of mutual benefits for the Commission and the stakeholder. Examples of these stakeholders would be Academic Institutions and Civil Society Organisations (CSOs). The Commission needs the academic institutions, as they provide technical input to various OKACOM structures. OKACOM could maintain their interest through collaboration in research projects. CSOs have access to grassroots stakeholders, playing an important role in outreach activities to local communities with whom OKACOM could partner. CSO engagement should be through fundraising and project implementation activities.

Stakeholders who are supportive but of little importance could provide a distraction and should be acknowledged, but managed accordingly. These groups would include the media. The media are critical for influencing perceptions, but the relationship with this group should also be managed as they could easily influence public perceptions of the institution.

Stakeholders who are neither supportive nor important should be monitored to ensure that their level of importance does not change, but otherwise should not distract OKACOM. In accordance with the matrix above, these would be the Regional Actors and the Business Community. Regional actors, such as SADC, provide a framework for regional integration and it will be necessary to engage them for information sharing, whereas the business community is important in terms of economic development in the region, specifically with respect to tourism in the basin.



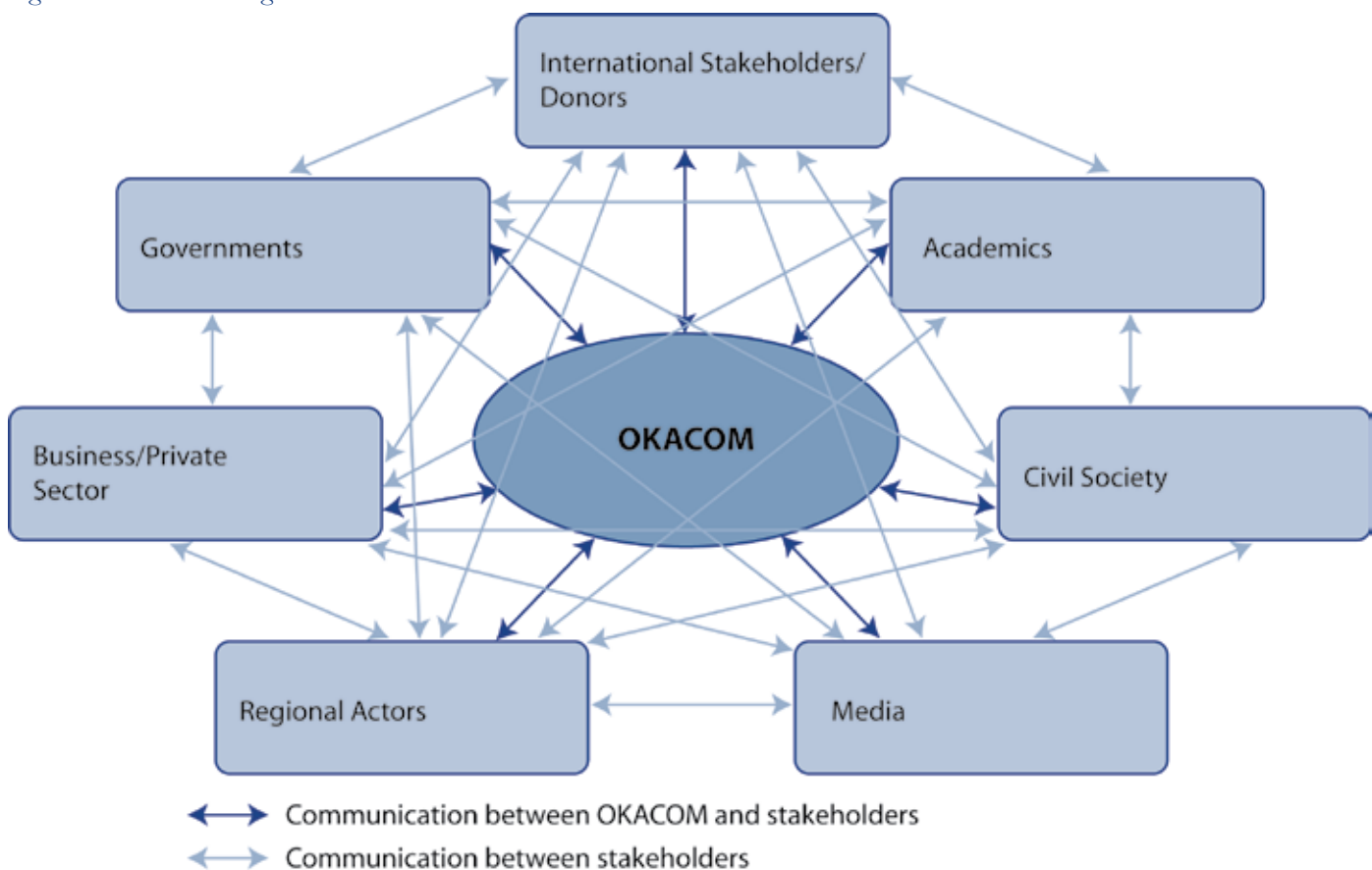
## 1.07 THE FRAMEWORK AND MECHANISMS FOR STAKEHOLDER INTEGRATION – OKACOM

Strategic integration aims at achieving synergy through creation of compatibility and interdependence across varied organisational groups, processes, and activities that are autonomous in nature. Following the stakeholder classification process described above, the OKACOM Secretariat is presented with a set of stakeholder profiles to inform the integration strategy and determine methods and approaches for engagement.

There are various stakeholders in the basin with a range of interests, and most of these groups have indicated a common interest in protecting the basin. Therefore, there is need to develop a better understanding of these interests, so that they can contribute towards the common vision of the Cubango-Okavango basin management.

Moreover, it is important to understand and accommodate the level of communication (existing and future) between stakeholders that will support the governance of OKACOM. Figure 3 below attempts to illustrate the complex and pre-existing nature of communications in the basin. It shows that all, or most, of the stakeholders already interact and communicate, but in order to truly integrate stakeholder interests into its governance structures, OKACOM must play a central role.

Figure 3 Stakeholder Integration Network.



### 1.07.1 Priorities and Recommendations for Integration Strategy Development and Implementation

#### 1.07.1.1 The vision and targets

The vision for the stakeholder's integration strategy is what has to be achieved:

**Vision:**  
**"A sustainably negotiated process for integrating stakeholders into the Cubango-Okavango river basin programmes and activities"**

Efforts were made to consult and profile basin stakeholders and develop a common understanding for the ways in which they interact and network. The major targets for this process were to identify synergies, minimise conflicts, create a reciprocal communication system and promote participatory initiatives for the successful management of the basin.

Having identified those stakeholders that will be most closely involved with the Commission, it was necessary to identify how best to engage with them throughout the various stages of the process.

The integration strategy should cover the following aspects on a per-stakeholder (group) basis:

- What are the areas of interaction?
- Who determines the agenda?
- What can the sector do for OKACOM?
- What can OKACOM do for the sector?
- What is at stake for the sector?
- Does the sector wield any power?

The recommended key elements of a positive stakeholder relationship include:

- Early agreement of the need to work together to deliver results;
- Meetings to establish project parameters, success criteria and potential constraints or barriers;
- Review and agreement of key issues;
- Early flagging of problems;
- Recognition of the stakeholders environment;
- Genuine consultations; and
- Constant updates on progress/feedback.

#### 1.07.1.2 Stakeholder Management Actions and Interventions

In order to convert strategy into action, a range of management actions and interventions are required to move the stakeholder integration strategy forward. Table 3 below proposes phases for stakeholder engagement throughout the integration strategy process - including actions and interventions.

TABLE 3 STAKEHOLDER MANAGEMENT ACTIONS AND INTERVENTIONS.

Proposed Phases	Key Stakeholder Management Actions and Interventions
Justification & Set Up	<ul style="list-style-type: none"> <li>• Agree objectives and questions to be answered</li> <li>• Determine process for consultation/integration</li> <li>• Discussion of broad issues</li> </ul>
Research & Analysis	<ul style="list-style-type: none"> <li>• Identify key concerns/issues and collect knowledge</li> <li>• Communicate emerging conclusions</li> </ul>
Strategic Direction Setting	<ul style="list-style-type: none"> <li>• Seek views as to emerging strategic options</li> <li>• Communicate chosen option</li> </ul>
Policy and Delivery Design	<ul style="list-style-type: none"> <li>• Consult on policy design, especially those responsible for implementation</li> <li>• Secure collective agreement if required</li> </ul>

#### 1.07.1.3 Approaches for engaging stakeholders

As each stakeholder group may have different needs and requirements, it is important to incorporate these needs into engagement activities. Following are a series of practical approaches recommended by the stakeholders at the Stakeholders Consultation Workshop for engagement. These recommendations are based on lessons learned and shared during discussions in the workshop and explicitly. It is also recommended that OKACOM utilise multiple approaches for engaging with stakeholders, as a combination is likely to be more effective for certain key stakeholders.

- One-to-one meetings (usually required on regular basis with influential stakeholders);
- Inviting stakeholders to participate in Steering Committees, Task forces or Working Groups;
- Presentations to staff/senior management teams/boards;
- Joint working with stakeholder organisations on key issues/programme delivery (clear definition of roles and responsibilities – who does what and how);
- Conducting a public consultation exercise and preparing an interim report for publication;

- Seminars for broader debate of particular issues or topics;
- Written communications, for example in the form of newsletters, updates or drafts of papers;
- E-mails;
- Web sites posting key papers; and
- Focus groups and seminars - for example, these might be a useful way of involving members of a sector, representative organisations and users.

### 1.07.2 Recommendations for External Integration

A strategic approach to external integration involves reorganising functional OKACOM activities that affect external stakeholders (such as donors, academic institutions, civil society organisations and communities). Integration of strategies governing external stakeholders requires the implementation of effective networking and communication systems to provide adequate links between external and internal organisational stakeholders.

Successful strategic integration of external factors facilitates effective sharing and interpretation of critical information among all the stakeholders of an organisation. Processes that govern activities of external stakeholders enabling organisations to monitor feedback from stakeholders include the items listed in Table 4 below.

TABLE 4 EXTERNAL STAKEHOLDERS

External Stakeholders	Indicative Roles
International partners/ Donors	<ul style="list-style-type: none"> <li>• Provide funding to the integration process and projects</li> <li>• Strategic ideas/focus areas of global importance (e.g. climate change)</li> </ul>
Academics	<ul style="list-style-type: none"> <li>• Suggest and advise on relevant integration approaches</li> <li>• Capacity building and research</li> </ul>
Civil Society	<ul style="list-style-type: none"> <li>• Facilitate and resource grassroots participation for ground impact</li> <li>• Information dissemination</li> </ul>
Regional Actors	<ul style="list-style-type: none"> <li>• Provide information – lessons learnt</li> <li>• Transboundary governance; regional policies &amp; institutions</li> </ul>
Media	<ul style="list-style-type: none"> <li>• Marketing, knowledge and awareness</li> <li>• Scope of consultation and inclusion/transparency</li> </ul>

#### 1.07.2.1 Framework for Stakeholder Engagement

The results of the stakeholder analysis were used to develop a matrix for mapping the following key information for each of the main stakeholder groups:

- Key issues;
- Stakeholder role – what can sector do for OKACOM and what can OKACOM do for the sector;
- Impact non-integration with on OKACOM will have;
- Degree of influence of the stakeholder – high, medium, low;
- What is at stake for the sector?;
- How will OKACOM engage with them? – entry point; and
- Relationship to the Strategic Action Plan currently being developed as part of the GEF/UNDP funding and support framework.

The full matrix is included in Table 5 below. This matrix, informed by further analysis and discussion during Reference Group meetings, has been further elaborated into detailed profiles for each stakeholder group, which are included in Table 5. Each group is briefly introduced along with a description of the key issues affecting that group before methods for engaging with the group are proposed. Connections with the OKACOM Strategic Action Plan (SAP) are also provided for each group within the profiles. This is followed by a breakdown of the SAP Integrated Management Objectives (IMOs), cross-referenced with the activities identified to support stakeholder integration to provide an overview of where each IMO should be aiming integrate stakeholders. Finally, the identified stakeholder integration activities are classified to provide a summary of the types of activities, using the following categories:

- Strategic Actions;
- Communication Activities;
- Conferences, meetings and forums; and
- Position papers and specific analytical activities.



Current Assessment							Influence related...	Qualifiers for Column 4		
Stakeholder Clusters	1. Key issues	2. Stakeholder role?	3. Impact on OKACOM? (non-integration)	4. Influence? (degree of) - low, medium or high	5. What is at stake for the Sector?	6. How will OKACOM engage them? (entry point!)	Related to SAP	INPUT	OUTPUT	Does sector wield any power/ importance
Academia	<ul style="list-style-type: none"><li>•Uncoordinated research</li><li>• Public perception that OKACOM focuses only on water</li><li>• Rotation of the OKACOM Secretariat impacts on centralised data management</li></ul>	<ul style="list-style-type: none"><li>• Provision of technical analysis on the profile, functions and implications to support planning and decision making of the basin</li><li>• Capacity building</li></ul>	<ul style="list-style-type: none"><li>• Loss of integrated/ collaborative research opportunities</li><li>• Could influence decisions based on proper or improper findings</li></ul>	High	<ul style="list-style-type: none"><li>• Regional coordination of research</li><li>• Opportunities for research</li></ul>	<ul style="list-style-type: none"><li>• Formal agreements</li><li>• Consultative meetings, workshops and conferences</li><li>• Technical committees</li><li>• Projects</li></ul>	-2 way process – OKACOM can demand or academics may propose project	<ul style="list-style-type: none"><li>• Provide research and capacity building</li></ul>	<ul style="list-style-type: none"><li>• Continued facilitation of collaboration with other research institutions</li></ul>	<ul style="list-style-type: none"><li>• Yes, research information is power.</li></ul>
Civil Society	<ul style="list-style-type: none"><li>• Local level consultations</li><li>• Awareness creation</li><li>• Funding for participatory processes</li></ul>	<ul style="list-style-type: none"><li>• Active participation in sustainable development</li><li>• Facilitate stakeholder participation</li><li>• Monitor sustainable utilisation of Natural Resources</li></ul>	<ul style="list-style-type: none"><li>• Loss of relevancy to local conditions (socio-economic, political &amp; environmental)</li><li>• Lobby and influence community/ civil society participation in the processes</li></ul>	Medium	<ul style="list-style-type: none"><li>• Ecosystem goods and services</li><li>• Improved livelihoods</li><li>• Involvement in decision making</li></ul>	<ul style="list-style-type: none"><li>• Annual OKACOM meeting</li><li>• Consultation workshops</li><li>• Support for meetings</li><li>• Joint project collaboration</li><li>• Project implementation</li></ul>	<ul style="list-style-type: none"><li>• OKACOM can decide on programmes to meet objectives, goals.</li></ul>	<ul style="list-style-type: none"><li>• Collaborate in awareness creation</li><li>• Fundraise to joint activities</li><li>• Facilitate participation strategies</li></ul>	<ul style="list-style-type: none"><li>• Endorse their activities</li><li>• Fundraise for joint activities</li></ul>	<ul style="list-style-type: none"><li>• Civil society has power as they lobby ad advocate for their interests</li></ul>

Influence related...							Qualifiers for Column 4			
Current Assessment							INPUT	OUTPUT		
Stakeholder Clusters	1. Key issues	2. Stakeholder role?	3. Impact on OKACOM? (non-integration)	4. Influence? (degree of) - low, medium or high	5. What is at stake for the Sector?	6. How will OKACOM engage them? (entry point!)	Related to SAP	What Can sector do for OKACOM	What can OKACOM do for the Sector	Does sector wield any power/ importance
Governmental Institutions	• OKACOM not well known regionally • Lack of coordination across Government sectors • Current and emerging risks e.g. pollution, water abstraction, energy	• Driver behind OKACOM • Seconded officials to support mandate • Internalize/ownership of OKACOM mandate within national government institutions• Capacity building	• Failure to achieve mandate • Highly influential as their commitment ensures the Commissions sustainability	High	• Credibility • Economic success • Influence • Sovereignty • Regional Cooperation	• Government platforms • Regular and targeted feedback • OKACOM meetings	• National governments • Secretariat in relation to issues at hand	• Make sure information is availed to OKACOM and vice versus process.	• Provide a neutral platform to discuss and negotiate positions	• Yes, they determine fate of the Commission
	Private Sector	• Perception that they are not involved with OKACOM • Desire for tax incentives/ increased CSR • Transboundary business opportunities	• Collaborate in the regional and international conservation, promotion and marketing of natural resources • Development of sustainable business opportunities • Engage in CSR	Failure to achieve mandate through potential loss of economic benefits and livelihoods support	Medium	• Economic sustainability • Product (pristine environment, natural resources, agriculture, energy etc)	• Annual OKACOM meeting • Sector platforms/ forums • Participate in sectors management and evaluation processes and through their networks	• whenever it would happen OKACOM would decide	• From the tourism angle, they can disseminate information worldwide based on existing marketing structures. • The Tourism sector can also provide a tool for monitoring conditions from the ground. Our visitors are a high profile method of disseminating awareness	• If there are opportunities for business development OKACOM could inform the industry • Industry would like to have a facilitation process through OKACOM to discuss development of tourism in Angola

Current Assessment							Influence related...	Qualifiers for Column 4		
Stakeholder Clusters	1. Key issues	2. Stakeholder role?	3. Impact on OKACOM? (non-integration)	4. Influence? (degree of) - low, medium or high	5. What is at stake for the Sector?	6. How will OKACOM engage them? (entry point!)	Related to SAP	INPUT	OUTPUT	Does sector wield any power/ importance
Regional Institutions e.g. SADC, UN	<ul style="list-style-type: none"><li>Lack of sustainable projects (short-term)</li></ul>	<ul style="list-style-type: none"><li>Funding support</li><li>Sharing lessons learned</li><li>Technical support</li></ul>	Loss of support from regional initiatives and lessons learned	Medium	<ul style="list-style-type: none"><li>Sustainability of natural resources</li><li>Improvement of regional integration</li></ul>	<ul style="list-style-type: none"><li>River basin workshops</li><li>Annual OKACOM meeting</li><li>Relevant meetings/ workshops</li><li>Projects (implementation and facilitator)</li></ul>	Currently communication is only one way – should be both ways	<ul style="list-style-type: none"><li>Share information</li></ul>	<ul style="list-style-type: none"><li>Share information</li></ul>	Yes, and they should be brought on board.
Media	<ul style="list-style-type: none"><li>Lack of information/ material</li><li>Lack of understanding who OKACOM is</li></ul>	<ul style="list-style-type: none"><li>Disseminate information</li><li>Raising awareness</li></ul>	<ul style="list-style-type: none"><li>Inaccurate information produced/ disseminated</li><li>Loss of communication opportunities</li></ul>	Low	<ul style="list-style-type: none"><li>Interesting content</li></ul>	<ul style="list-style-type: none"><li>Press conferences</li><li>Organised workshops and conferences</li><li>Educational and awareness trips</li></ul>	Media may initiate or other way around	<ul style="list-style-type: none"><li>Media can assist in marketing/ knowledge and awareness. But media has potential to destroy reputation of OKACOM</li></ul>	<ul style="list-style-type: none"><li>Provide technical information to change perceptions</li></ul>	<ul style="list-style-type: none"><li>Yes. Media can influence perceptions of OKACOM</li></ul>



## CHAPTER 2

### 2.0 STAKEHOLDERS PROFILES

#### 2.01 Introduction

The OKACOM stakeholder integration process identified a series of primary stakeholder groups. The following document is intended to elaborate profiles of these stakeholder groups, providing full descriptions for each group and providing options for integration. The following groups will be considered:

- International Cooperating Partners (ICPs);
- Academia;
- Civil Society;
- Government Institutions;
- Private Sector;
- Regional Institutions; and
- Media.

Each group is briefly introduced along a description of the key issues affecting that group, before methods for engaging with the group are proposed. Connections with the OKACOM Strategic Action Plan (SAP) are also provided for each group within the profiles. This is followed by a breakdown of the SAP Integrated Management Objectives (IMOs), cross-referenced with the activities identified to support stakeholder integration to provide an overview of where each IMO will integrate stakeholders. Finally, the identified stakeholder integration activities are classified to provide a summary of the types of activities that will be required to ensure full integration of the primary stakeholder groups.

##### 2.01.1 Strategic Action Plan

A Strategic Action Plan (SAP) has been developed by OKACOM and is due to be published shortly. This SAP will be the guiding document for OKACOM over the coming years and all stakeholder integration activities identified so far must be aligned with the SAP.

##### 2.01.2 Integrated Management Objectives (IMOs)

The Cubango-Okavango river basin member states (Angola, Botswana and Namibia) have identified six IMOs addressing the main elements of the governance cycle, intended to guide the implementation of the SAP. These IMOs are listed below.

#### INTEGRATED MANAGEMENT OBJECTIVES

IMO 1: The sustainable management of the Cubango-Okavango basin is based on a shared basin-wide vision and jointly agreed decision framework.

IMO 2: Decisions are based on solid scientific analysis of available data and information and improved basin knowledge through research programmes designed to answer management questions.

IMO 3: Focused environmental and socio-economic monitoring programmes to support management decisions and track long-term trends are established and strengthened, and the results are used in adaptive management strategies.

IMO 4: Integrated planning criteria and objectives for sustainable development of water resources of the Cubango-Okavango basin are agreed and established.

IMO 5: The livelihoods of the basin's peoples are improved.

IMO 6: Technical capacity in the basin and involvement of stakeholders in SAP and NAP implementation is improved.



The IMO's are relatively high-level, but as can be seen below, it is possible to align specific activities with them to achieve integration of the primary stakeholder groups.

### 2.01.3 Stakeholder Profiles

#### *International Cooperating Partners*

International Cooperating Partners are an essential component of OKACOM's vision, as they enable the implementation of all, or most, of the programmes undertaken by the Commission and its partners, through financial and technical support programmes.

#### *Key Issues Identified*

During workshops that followed the initial stakeholder engagement process, the following key issues were identified, which are understood to be primary drivers influencing the involvement of ICPs in OKACOM.

- **Visibility and Impact** – A primary driver for ICPs and their intervention in transboundary water management is maintaining a high level of **visibility** in their actions and support. Therefore, while leveraging support from ICPs, it is important for OKACOM to provide a platform for these agencies to optimise visible outcomes and to demonstrate that their interventions are creating the **impact** that is intended. Impact is also related to a perceived return on investment.
- **Accountability** – Another aspect of ICP interventions is **accountability**. This entails the good governance of technical and financial support sought from ICPs and the associated due diligence that will enable on-going assistance.
- **Innovation** – While ICPs often support the day to day administration of a River Basin Organisation (RBO), they are also looking for **innovation** in the technical work that supports the organisation. Innovative technical activities are looked upon favourably, as not only do they provide new insights into the basin in question, but can also be implemented in other parts of the region or globe through associated ICP programmes. Therefore, **innovation** is an important aspect of technical work and an ICP's need for **visibility** and **impact**.

These key factors are seen as essential aspects of engagement with ICPs as stakeholders of OKACOM.

#### *How OKACOM will engage with this group*

The level of engagement for ICPs varies, depending on the circumstances, but it can generally be characterised as programmatic and strategic.

- **Programmatic** – The most common level of engagement for ICPs is through the funding of programmatic activities, which are mostly aligned with the strategic action plan of OKACOM – either in its current form, or the strategic direction (technical and otherwise) of OKACOM in the past.
- **Strategic** – The strategic level, not to be confused with programmatic activities associated with OKACOM's SAP and technical activities, is more aligned with the external 'face' of OKACOM and its position on the regional and international stage. While this can also be associated with the strategic programmatic actions outlined above, ICPs carry substantial influence in the international community and can support advancement of OKACOM's objectives through regional and international networking opportunities – either pre-existing, or through the development of new initiatives.

#### *Ways to support engagement*

In order to support the above levels of engagement, a series of specific activities have been identified:

- Initiation of an Cubango-Okavango Development Investment Forum/Conference, intended to foster transboundary development initiatives within the Cubango-Okavango river basin.
- Development of an International Desk or ICP/Grant liaison/manager role within OKACOM. This individual or group will act as liaison to all ICPs, facilitating the two way flow of information necessary to support ICP interventions.
- Efforts to improve and support external/internal brand management of OKACOM, to increase visibility of ICP interventions through awareness raising of programmatic outputs.
- Hosting of an International Network of Basin Organisation (INBO) or other (ANBO) international conference aligned with OKACOM's objectives, to again raise the profile of the technical and institutional activities being undertaken by OKACOM, with ICP support.
- Identification of strategic forums - financial, business and institutional – that can further the goals and objectives of OKACOM and its ICPs.

**Connection with Strategic Action Plan**

Primary: IMO 1.

IMO 1: The sustainable management of the Cubango-Okavango basin is based on a shared basin-wide vision and jointly agreed decision framework.

Secondary: IMO 2 to 6.

IMO 2: Decisions are based on solid scientific analysis of available data and information and improved basin knowledge through research programmes designed to answer management questions.

IMO 3: Focused environmental and socio-economic monitoring programmes to support management decisions and track long-term trends are established and strengthened, and the results are used in adaptive management strategies.

IMO 4: Integrated planning criteria and objectives for sustainable development of water resources of the Cubango-Okavango basin are agreed and established.

IMO 5: The livelihoods of the basin's peoples are improved.

IMO 6: Technical capacity in the basin and involvement of stakeholders in SAP and NAP implementation is improved

**2.01.3.1 Academia**

Under normal circumstances, Academia plays an important role in the development of a RBO. However, in the case of the Cubango-Okavango river basin, the role of academia is fairly unique, as the University of Botswana has established the Okavango Research Institute; a special institute set up and designed to focus all research activities on the Cubango-Okavango river basin. The Okavango Research Institute (ORI) was originally established as the Harry Oppenheimer Okavango Research Institute, but was changed in 2010 to ORI. The research carried out in academic institutions often feeds directly into technical programmes of a river basin, with programmatic technical projects often including researchers and academics in their teams.

**Key Issues Identified**

During workshops that followed the initial stakeholder engagement process, the following key issues were identified, which are understood to be primary drivers influencing the involvement of Academia in OKACOM:

- There is currently no common research strategy in place in the Cubango-Okavango river basin, to formulate and guide the research agenda of local and international universities and research institutes. Such a strategy is essential to the development of integrated and relevant science outputs for the Cubango-Okavango river basin;
- There are currently a number of issues associated with data management and access between OKACOM and associated research institutes that need to be resolved in order for all organisations to benefit from the wealth of information hosted by the various agencies;
- For some time now, there has been a decoupling of science/policy/technical agendas, resulting in a lack of integration between these fields. This needs to be resolved if an integrated and relevant science agenda for the basin is to be formulated and realised;
- There is a need for common ground for communication between the parties associated with academic efforts in the Cubango-Okavango river basin;
- Efforts need to be made to improve and assure the impact of research being conducted within and for the Cubango-Okavango river basin, to ensure that research is supporting the objectives of OKACOM and its member states;
- There is a need to foster linkages between international and regional research initiatives with OKACOM to improve the quality of research, reduce duplication and provide the support necessary to enable valuable research to take place;
- There is a need to develop protocols for capturing and sharing data stored at ORI /ANU/NU with individual researchers and Regional Institutions; and
- Finally, there is a growing need to link indigenous knowledge systems with science and technology to leverage the value of existing and often historical knowledge to support contemporary science and technical activities.

These key factors are seen as essential aspects of engagement with Academia as stakeholders of OKACOM.

**How OKACOM will engage with this group**

The level of engagement for Academia varies, depending on the circumstances, but it can generally be characterised as programmatic and institutional.

- Programmatic engagements are frequently associated with the role of academia in technical activities in the Cubango-Okavango river basin.

### *Ways to support engagement*

In order to support the above levels of engagement, a series of specific activities have been identified:

- **Secondment of academic staff** to OKACOM to facilitate and support technical activities, and foster understanding and common interest;
- **Development of a common research strategy**, designed to tackle scientific/technical and institutional issues, such as policy development and implementation.-
- **Development of a data management policy** to support collection, management and exchange of information;
- Initiate investigations into a **potential role for OKACOM technical staff in curricula development** and advocacy at secondary and tertiary education levels in member state educational establishments;
- **Development of a Policy Brief** series for releasing outputs of policy-oriented academic activities;
- Initiation of an **Okavango Research Forum** to provide scientists and other technical authorities a platform for discussing current and immanent science and technology issues related to the Cubango-Okavango river basin;
- Development of a **Knowledge Management committee/ task force** to oversee the above issues.

### *Connection with Strategic Action Plan*

Primary: IMO 2 and 3

IMO 2: Decisions are based on solid scientific analysis of available data and information and improved basin knowledge through research programmes designed to answer management questions.

IMO 3: Focused environmental and socio-economic monitoring programmes to support management decisions and track long-term trends are established and strengthened, and the results are used in adaptive management strategies.

Secondary: IMO 4 and 6

IMO 4: Integrated planning criteria and objectives for sustainable development of water resources of the Cubango-Okavango basin are agreed and established.

IMO 6: Technical capacity in the basin and involvement of stakeholders in SAP and NAP implementation is improved.

#### 2.01.3.2 Civil Society

Civil Society includes a broad cross section of stakeholders from across the basin, with a wide and varied range of interests in OKACOM. Civil Society Organisations (CSOs) are a critical group of stakeholders for OKACOM, as they provide linkages to individuals and groups not represented by other stakeholder groups. This includes the basin residents, resource users (e.g. fisheries; agriculture; natural products, etc.) local communities. Due to the diversity of interests, this group presents a unique set of challenges for OKACOM.

### *Key Issues Identified*

During workshops that followed the initial stakeholder engagement process, the following key issues were identified, which are understood to be primary drivers influencing the involvement of Civil Society in OKACOM

- Civil Society, as individuals or groups, appear to struggle with how they can engage with OKACOM, often lacking visibility and access to formal engagement forums;
- They lack a voice or the influence to impact decision making in the basin;
- There appears to be a lack of common understanding between OKACOM and CSOs, often due to limited platforms for engagement;
- Both parties lack the capacity to effectively engage with each other and to involve the other party in their interests; and
- There is a perceived lack of response pathway once CSOs have been engaged, so that they rarely see the results of their inputs.

### *How OKACOM will engage with this group*

The level of engagement for Civil Society varies, depending on the circumstances, but it can generally be characterised as grass-roots engagement. Grass-roots engagements are typically seen as less formal, 'on the ground' interactions with stakeholders, rather than typical structured institutional arrangements in place with other stakeholders. However during the implementation of the 'Every River Has Its People' project, a community-oriented Basin-Wide Forum was established, facilitated by Non-Governmental Organisations (NGOs) in the basin. This forum provided a link between communities in the basin and OKACOM commissioners. Grass-roots engagements can be complex and need to be managed by experienced and recognised institutions within the region or local area. Therefore, it is often more appropriate for CSOs are to organise and manage such processes themselves.

***Ways to support engagement***

In order to support the above levels of engagement, a series of specific activities have been identified:

- Development of **Memoranda of Understanding (MOUs)** with CSOs to formalise engagement processes;
- **Support the OKACOM Basin-Wide Forum (BWF)** outside projects related funding to provide a platform for Civil Society to be heard by OKACOM. This initiative must include a formal relationship between OKACOM and the BWF;
- Exploration of different models for CSO inputs to the BWF and OKACOM;
- Distribution of the OKACOM Communications Strategy, This strategy should include materials that are accessible for public readers and an OKACOM 'Road show' to present OKACOM in a way that Civil Society understand its purpose and functions. This road show should also aim to present and discuss mechanisms for Civil Society to further engage with OKACOM and the BWF.

***Connection with Strategic Action Plan***

Primary: IMO 5

IMO 5: The livelihoods of the basin's peoples are improved.

Secondary: IMO 3

IMO 3: Focused environmental and socio-economic monitoring programmes to support management decisions and track long-term trends are established and strengthened, and the results are used in adaptive management strategies.

## 2.01.3.3 Government Institutions

***Key Issues Identified***

During workshops that followed the initial stakeholder engagement process, the following key issues were identified, which are understood to be primary drivers influencing the involvement of Government Institutions in OKACOM.

- There appears to be a lack of coordination between national and regional government, resulting in poor dissemination of information related to OKACOM;
- There is a need for better integration of OKACOM into Ministerial Activities and Programmes to support the political and institutional frameworks within which OKACOM operates;
- There is a perceived lack of intra-government awareness and coordination with respect to OKACOM, including limited domestication of agreements, such as the OKACOM Agreement, reducing the effectiveness of OKACOM as a whole;
- There is a need for mainstreaming of transboundary issues within government institutions in order to improve the understanding of these issues for decision-makers at a national and local level;
- Access to parliamentary forums is currently limited and needs to be improved in order to leverage this valuable two-way channel of communication and dissemination; and
- There is a need to further/better link the OKACOM Agreement and SAP (and associated technical activities) with national priorities through National Development/Action Plans and national Millennium Development Goal initiatives (MDGs).

***How OKACOM will engage with this group***

The level of engagement for Government Institutions should be characterised almost entirely as institutional, as it is concerned with organs of state and the internal institutional framework of national and regional government. It is also associated with the inter-governmental aspects of transboundary river basin resources management.

***Ways to support engagement***

While the Government Institutions stakeholder group is perhaps one of the more important groups, due to its influence on decision-making, technical activities and the success of transboundary water management agreements, such as OKACOM, several specific activities have been identified to support institutional engagement:

- Engagement with the **Southern African Development Community Parliamentary Forum (SADC-PF)**, including the potential hosting of the next forum;
- Initiation of **intra-governmental awareness activities** for OKACOM;
- Explore ways to **integrate and address** national priorities through up-scaling;
- Inception of an **inter-ministerial basin committee meeting** programme;
- Development of **Parliamentary Papers and Discussion Documents** to assist national governments understand the issues at stake in the Cubango-Okavango river basin; and
- Development of a **Regional Coordination Committee** to support the above activities.

### ***Connection with Strategic Action Plan***

Primary: IMO 4, 1 and 5.

IMO 1: The sustainable management of the Cubango-Okavango basin is based on a shared basin-wide vision and jointly agreed decision framework.

IMO 4: Integrated planning criteria and objectives for sustainable development of water resources of the Cubango-Okavango basin are agreed and established.

IMO 5: The livelihoods of the basin's peoples are improved.

Secondary: IMO 3, 6 and 2.

IMO 2: Decisions are based on solid scientific analysis of available data and information and improved basin knowledge through research programmes designed to answer management questions.

IMO 3: Focused environmental and socio-economic monitoring programmes to support management decisions and track long-term trends are established and strengthened, and the results are used in adaptive management strategies.

IMO 6: Technical capacity in the basin and involvement of stakeholders in SAP and NAP implementation is improved

#### **2.01.3.4 Private Sector**

##### ***Key Issues Identified***

The Private Sector is currently seen as a new, emerging and to-date un-tapped stakeholder group that could have significant influence on OKACOM decision-making in the future. The Private Sector generally refers to commercial businesses and is usually seen as manufacturing and heavier industrial interests; however, in the Cubango-Okavango river basin, it is mostly concerned with the tourism industry and smaller scale industry/commercial interests. During the workshops that followed the initial stakeholder engagement process, the following key issues were identified, which are understood to be primary drivers influencing the involvement of the Private Sector in OKACOM:

The financial sustainability of OKACOM is growing cause for concern, as it is currently largely dependent on ICP support, with contributions from member state governments. It is believed that there are many potential opportunities to access and realise private sector funding and contributions to ensure greater sustainability (financially and institutionally);

There is a perception that OKACOM is solely an environmental organisation, whereas it is actually closer to a development organisation, tasked with guiding transboundary sustainable development in the Cubango-Okavango basin. This perception could present a 'roadblock' for increased involvement of the private sector in terms of financial contributions and the development agenda of OKACOM; and

There is a growing need for a facilitating environment for the development of green businesses in the region, specifically those associated with or impacted by transboundary water/ basin resources management issues.

##### ***How OKACOM will engage with this group***

The level of engagement for the Private Sector varies, depending on the circumstances and issues involved, but it can generally be characterised as commercial, with a need for institutional and technical support. OKACOM is perfectly positioned to promote elements of green economies and ecosystem services with this sector.

##### ***Ways to support engagement***

In order to support the above levels of engagement, a series of specific activities have been identified:

- Development of a version of the SAP to address multi-sectoral(investment opportunities) business issues, including a formal business plan and a potential Cubango-Okavango Trust Fund to support 'OKACOM endorsed' projects and start-up companies;
- Explore the implementation of levies to support the funding of the Cubango-Okavango Trust Fund;
- Development of a Transboundary Tourism Forum, including representatives from private tourism industry and Community Based Natural Resource Management (CBNRM) initiatives;
- Explore improvement of market access and alternative markets across the region – potentially including a trade corridors for products such as fish and other natural resources;
- Initiate and support the development of Public-Private Partnerships (PPPs), for mutual benefit in the Cubango-Okavango river basin; and
- Investigate ways to support and improve linkages between the Private Sector and communities, possibly through Civil Society groups and the BWF.



**Connection with Strategic Action Plan**

Primary: IMO 5

IMO 5: The livelihoods of the basin's peoples are improved.

Secondary: IMO 4 and 6

IMO 4: Integrated planning criteria and objectives for sustainable development of water resources of the Cubango-Okavango basin are agreed and established

IMO 6: Technical capacity in the basin and involvement of stakeholders in SAP and NAP implementation is improved

## 2.01.3.5 Regional Institutions

**Key Issues Identified**

During workshops that followed the initial stakeholder engagement process, the key issue that arose as a primary driver influencing the involvement of Regional Institutions such as the Southern African Development Community (SADC) in OKACOM was that regionally focused agendas, which strongly influences the mandate of OKACOM through agreements such as the SADC Protocol on Shared Watercourses (as revised; 2000), are not always in-line with national agendas.

**How OKACOM will engage with this group**

The level of engagement for Regional Institutions can generally be characterised purely as institutional, as it is associated with the issue of regional governance and transboundary issues that involve national governments.

**Ways to support engagement**

In order to support the institutional engagement framework necessary to integrate the interests of Regional Institutions, such as SADC, into OKACOM, a series of specific activities have been identified:

- Regional events such as the SADC RBO Workshop provide a platform for engagement between SADC and national and transboundary agencies. Forums such as this can provide a platform for discussing lessons learned and best practices for transboundary water management and sustainable development at a basin scale;
- The SADC-PF is a unique platform for disseminating policy, scientific and technical issues to a broader audience, as the attending councillors and ministers are keen to engage with technical specialists on current key issues affecting the region, whilst also providing insights into national and local government political and institutional processes. This forum can provide a value conduit for conveying key messages (policy briefs) to the public and for supporting regional and transboundary initiatives;
- The development of regional sectoral committees, designed to address issues at a sector or inter-sector scale will assist with regional integration and the further of the transboundary sustainable development agenda; and
- Seek SADC support, which can lead to direct assistance from ICP for RBOs.

**Connection with Strategic Action Plan**

Primary: IMO 1, 4 and 6

IMO 1: The sustainable management of the Cubango-Okavango basin is based on a shared basin-wide vision and jointly agreed decision framework.

IMO 4: Integrated planning criteria and objectives for sustainable development of water resources of the Cubango-Okavango basin are agreed and established.

IMO 6: Technical capacity in the basin and involvement of stakeholders in SAP and NAP implementation is improved

Secondary: IMO 3

IMO 3: Focused environmental and socio-economic monitoring programmes to support management decisions and track long-term trends are established and strengthened, and the results are used in adaptive management strategies.

## 2.01.3.6 Media

**Key Issues Identified**

The following key issues were identified and are understood to be primary drivers influencing the involvement of the Media in OKACOM. Media in this case involves all types of media, including print, broadcast and internet-based media outlets.

- There appears to be a misunderstanding of the critical issues and the institutions, objectives and activities of transboundary agencies, such as OKACOM, on the part of the Media; and
- There are often cases where issues of technical and institutional language (jargon) can present a barrier to comprehension on the part of the media, and as a result, the general public.

***How OKACOM will engage with this group***

The level of engagement for the Media can be characterised as Communication-oriented, with an emphasis on the translation of key issues and current affairs in transboundary sustainable development into digestible material that can be disseminated to other stakeholder groups (locally, national, regionally and internationally). While Media are one of the smaller stakeholder groups, they play an active role in communication with the civil society, the private sector, national and regional government, and all other stakeholder groups, depending on their circumstances and understanding of particular issues.

Interestingly, as the media, particularly those reporting on environmental and sustainable development issues, is limited to small subset of the general media, individual journalism is common. Therefore, while most journalists are subject to editorial control, the dissemination of information through the media can become highly personalised.

As indicated above, the most common issue with respect to the media is the translation of policy, technical and institutional issues into a format that can be understood by journalists and conveyed clearly to the general public, or a specific media audience.

***Ways to support engagement***

In order to support the above levels of engagement, a series of specific activities have been identified:

- Development of an integrated Communication Strategy for OKACOM;
- Initiation of study tours (exchange visit programmes) to improve the understanding of the basin and the challenges of managing a transboundary resource such as the Cubango-Okavango river basin;
- Inception of media awards for environmental and sustainable development journalism,
- Leverage the opportunities presented by radio and television appearances to communicate the role, objectives and activities of OKACOM to the general public (civil society); and
- Initiation and/or continuation of training programmes on Environmental Reporting, supported by the dissemination of a SADC Water/Sustainable Development Media pack to the media, to improve the quality and accuracy of reporting on transboundary water management issues.

***Connection with Strategic Action Plan***

Primary: IMO 6 and 3. IMO 3: Focused environmental and socio-economic monitoring programmes to support management decisions and track long-term trends are established and strengthened, and the results are used in adaptive management strategies.

IMO 6: Technical capacity in the basin and involvement of stakeholders in SAP and NAP implementation is improved  
Secondary: IMO 1

IMO 1: The sustainable management of the Cubango-Okavango basin is based on a shared basin-wide vision and jointly agreed decision framework.

**2.01.4 Integration of Stakeholder Profiles with SAP**

The table below cross-references the stakeholder profiles with the IMOs, using the connections (primary and secondary) identified for each stakeholder group above.

TABLE 6 STAKEHOLDER GROUP CONNECTIONS WITH SAP IMOS.

IMO	Description	Groups with primary connections	Groups with secondary connections
1	The sustainable management of the Cubango-Okavango basin is based on a shared basin-wide vision and jointly agreed decision framework.	Government Institutions ICPs Regional Institutions	Media Civil Society
2	Decisions are based on solid scientific analysis of available data and information and improved basin knowledge through research programmes designed to answer management questions.	Academia	Government Institutions ICPs Civil Society
3	Focused environmental and socio-economic monitoring programmes to support management decisions and track long-term trends are established and strengthened, and the results are used in adaptive management strategies.	Academia Media	Civil Society Government Institutions ICPs Regional Institutions
4	Integrated planning criteria and objectives for sustainable development of water resources of the Cubango-Okavango basin are agreed and established.	Government Institutions Civil Society	Academia ICPs Private Sector
5	The livelihoods of the basin's peoples are improved.	Civil Society Government Institutions Private Sector	ICPs
6	Technical capacity in the basin and involvement of stakeholders in SAP and NAP implementation is improved.	Media Regional Institutions	Academia Government Institutions ICPs Private Sector Civil Society



## CHAPTER 3

### 3.0 WORK PROGRAMME

The methods for supporting engagement identified in the stakeholder profiles above are varied in nature, but are all specific in terms of actual activities. These activities have been synthesised into a series of objectives that can be used to formulate a work programme.

This work programme comprises three primary objectives intended to further the goal of increasing and strengthening the engagement of the spectrum of stakeholders identified through this process.

The objectives of the programme are as follows:

1. Establishment of Strategic Forums;
2. Development and implementation of an OKACOM Communications Strategy; and
3. Engagement with the SADC Parliamentary Forum (SADC-PF).

Each objective is described in more detail below. Attached to each objective are descriptions of the nature of intervention that will be required to realise the objectives, the intended outcome/deliverable(s) and the timeframe for work activities.

#### 3.01 Objective 1 - Strategic Forums

Establishment of a series of strategic forums addressing sectoral and thematic issues influencing the efficacy of OKACOM governance structures, operations and mandates.

The following forums and task forces will be investigated:

- OKACOM Strategic Research Forum
- OKACOM Business Development Forum
- Transboundary Tourism Forum
- OKACOM Financial Forum
- OKACOM Basin Wide Forum
- OKACOM Institutional Forum
- Knowledge and Information Management Task Force

The scope of these strategic forums, committees and task forces will be developed through consultative processes, possibly through a formal 'scoping study'. During this process, the need for these forums will be assessed, then those that are deemed necessary will be formalised in terms of strategy, configuration and objectives, and terms of reference will be developed.

The analysis of the Strategic Research Forum will address aspects such as secondment of academic staff to OKACOM and investigations into a potential role for OKACOM technical staff in curricula development and advocacy in educational establishments. If this forum is accepted as an OKACOM forum, it will also provide a vehicle for developing a common, integrated research strategy for ORI and other academic institutions engaged with OKACOM. Furthermore, it will seek to develop a data management policy to support collection, management and exchange of information between the different actors in the Cubango-Okavango basin.

The Business Development Forum will investigate the creation of a version of the SAP to address multi-sectoral business issues and the potential for Public-Private Partnerships (PPPs). This forum will also explore aspects of improving market access and alternative markets for grass-roots and CBNRM-oriented business across the region.

During the aforementioned scoping exercise, the viability of a separate Transboundary Tourism Forum will be explored.

The Financial Forum will address issues of donor engagement and coordination, and investigate the introduction of levies across the basin to support the initiation of an Cubango-Okavango Trust Fund. This forum will also be responsible for developing guidelines for the implementation and management of this fund, as well as the mechanisms and policies associated with the distribution of funds. One of the roles of the Financial Forum will be liaison with ICPs and to explore the potential for

establishing an International Desk or ICP/grant liaison/manager role within OKACOM.

The investigation of the revitalisation of the Basin Wide Forum will address the question of why it no longer exists and what is required to ensure its sustainable re-establishment. It will also include analysis of how the interests of CSOs can be more holistically integrated into the governance structures of OKACOM (MoUs, etc.).

The Institutional Forum will guide processes associated with institutional engagement between the member states, and also explore mechanism for mainstreaming transboundary River Basin Management issues at Ministerial and Departmental levels, as well as methods for scaling-up locally or nationally successful projects and initiatives.

While most of these strategic activities are intended as forums to guide particular processes, Knowledge and Information Management will be addressed through a more action-oriented Task Force, mandated with establishing mechanisms and frameworks for sharing knowledge and information.

### **3.01.1 Nature of intervention**

This objective will be realised through the engagement of a consultant, who will operate under the guidance of a steering committee to investigate the viability of each forum, the resources needed to sustainably establish the forums.

### **3.01.2 Proposed outcome/deliverable(s)**

A technical report developed in consultation with the necessary actors, including information gathered through participatory processes, a final list of forums to be established and draft terms of reference for each forum.

### **3.01.3 Timeframe**

The proposed duration of this activity will be 6-8 months, depending on the availability of financial resources pay for the consultancy, and institutional support in terms of the steering committee and access to the necessary stakeholders to gather the information needed to complete the study.

## **3.02 Objective 2 - OKACOM Communications Strategy**

An OKACOM Communications strategy will be developed. Amongst the standard requirements of such a strategy, this document will include the following aspects identified as key success factors for improving stakeholder engagement:

- External/internal brand management of OKACOM;
- Study tours to improve the understanding of the basin for various stakeholder groups;
- Intra-governmental awareness activities for OKACOM – working in concert with the Institutional Forum (identified above);
- Inception of media awards for environmental and sustainable development journalism;
- Leverage the opportunities presented by radio and television appearances; and
- Initiation and/or continuation of training programmes on Environmental Reporting.

Public Relations and visibility aspects should also be addressed in this strategy, including presence at and participation in strategically relevant regional and international conferences. Activities identified during the development of the Stakeholder Profiles included the potential hosting of an ANBO conference, and an Cubango-Okavango Development/Investment Conference (in conjunction with the Business Forum).

As part of the Communications Strategy, it is recommended that a series of Policy Briefs and Parliament Papers are developed to assist with the communication of policy and institutional issues to relevant stakeholders. This process will be guided by the Institutional Forum and will be undertaken in conjunction with ORI and other relevant stakeholders and technical agencies (SAREP, etc).

NB. It must be noted that some, if not all, of these items are addressed through the development of the OKACOM Communications Strategy.

### **3.02.1 Nature of intervention**

OKACOM is already developing a communications strategy. Hence, there is no need to initiate a separate intervention.

### 3.02.2 Proposed outcome/deliverable(s)

Updated communications strategy that includes the aspects recommended above.

### 3.02.3 Timeframe

Should the above recommendations not already be included in the existing OKACOM Strategy, 3 months should be allocated to allow for additions.

## 3.03 Objective 3 - SADC-PF

A strategic relationship will be developed with SADC-PF, to facilitate mainstreaming of transboundary river basin management issues a country level in the Cubango-Okavango basin states. Through SADC-PF and existing OKACOM channels, the development of an inter-ministerial committee meeting programme will be explored.

This objective is a cross-cutting activity between the Development of Strategic Forums (Objective 1) and the Strategic Communications activities (Objective 2).

### 3.03.1 Nature of intervention

OKACOM Executive Secretariat would follow pre-defined protocols to engage with SADC-PF. If necessary, this could be facilitated by the SADC Water Division group within the SADC Secretariat.

### 3.03.2 Proposed outcome/deliverable(s)

A signed Memorandum of Understanding between SADC-PF and OKACOM, outlining the scope of activities that could be undertaken through SADC-PF to further contact with parliamentarians in the Cubango-Okavango river basin.

### 3.03.3 Timeframe

Logistically and institutionally, this strategic relationship could take time to establish. Therefore, it is recommended that 6 months are allocated to achieve this objective.

## CHAPTER 4

### 4.0 CONCLUSIONS

An integration strategy for OKACOM provides an opportunity for stakeholder interests to be aligned with the agreed processes of transboundary river basin management. It is critical that mechanisms for engagement emanate from consistent interactions with stakeholders at appropriate levels for the strategy to be effective. However, the processes developed should be flexible enough to incorporate the differences in the political and institutional landscapes of the riparian states.

OKACOM needs to use its structures to monitor and evaluate the integration process periodically, and provide feedback to stakeholders. It is important to note that in-kind support is available from a wide range of projects directly or indirectly to the Commission, and OKACOM needs to take advantage of these opportunities to integrate with stakeholders across the basin.

Through the stakeholder analysis, it became clear that stakeholder engagement must be integrated into all OKACOM activities. The framework provided in Table 5 provides the context, stakeholder role, impact, stakeholder influence and entry points for integration of each of the identified stakeholder groups. This initial assessment should be used to guide all stakeholder activities, but also be maintained as a flexible framework that can evolve with OKACOM as it develops as an institution. This will allow the development of an adaptive framework for stakeholder engagement and integration.

The stakeholder profiles elaborated in Chapter 2 provide a more detailed description of the individual groups that OKACOM should consider for integration. Through the development of these profiles, it was possible to link the stakeholder groups with the Integrated Management Objectives of the SAP and create a programme of thematic activities that will support engagement.



## APPENDICES

### APPENDIX A1

#### OKAVANGO RIVER BASIN STAKEHOLDERS

##### A1.0 Okavango River Basin Stakeholders

1. Power utility
2. Tourism/Recreation Sector
3. Mining sector
4. Industrial sector (factory)
5. Construction industry
6. Agro-industry
7. Regional government officials
8. District water management officials
9. Municipal/council Government
10. Municipal/council waste officials
11. Non-Governmental Organization (NGO)
12. Scientists
13. Conservationist
14. Water, Hydro-meteorological Department/Ministry
15. Conservation/Environmental Dept./Ministry
16. Fisheries Dept.
17. Industry Dept./Ministry
18. Energy Dept./Ministry
19. Labour/Home Affairs Ministry
20. Finance Dept./Ministry
21. Foreign Affairs Dept./Ministry
22. Agriculture Dept./Ministry
23. Social Welfare / Public Health Dept./Ministry
24. Labour Dept./Ministry
25. Elected politician
26. Water Management parastatal
27. Community based organization (CBO)/ Village development committee
28. Educator/teacher/academic
29. Student or youth group member
30. Stock Farmer
31. Factory farmer (chickens, feed-lot piggery)
32. Irrigation Farmer
33. Dry land cropping farmer
34. Health care provider
35. Member of community living near the river
36. Press/media
37. International Funding Institution/ Bilateral development agency
38. Basin Wide Forum
39. OKACOM Secretariat
40. What about other OKACOM internal organs
- 41.

## APPENDIX A2

### VIEWS EMERGING FROM THE STAKEHOLDER ANALYSIS SURVEYS

#### A2.0 Views Emerging from the Stakeholder Analysis Surveys

The stakeholder analysis involved identification of major stakeholder groups throughout the basin and their concerns regarding issues pertaining to the management of the basin, using IWRM principles. A number of previous studies have identified the basin's stakeholders. The project team adopted the identified groups and administered a consultative survey, based on open-ended questions to establish an initial baseline of stakeholder perceptions and understanding of the basin. The objective of the exercise was to ascertain the OKACOM stakeholders, their interests and how significant those concerns were throughout the basin.

The survey was undertaken over six months in the three riparian States. The surveys were conducted in the field using questionnaires during personal visits and telephonic/face-to-face from identified groups in each of the countries. The questionnaires were structured to ascertain the stakeholder group views on the most important issues to rate their level of agreement with a series of statements. The consultants have a long history working with the basin stakeholders so the survey was not meant to be fully representative but to expand on the existing knowledge and provide context to the envisaged integration strategy. The survey results were useful as they increased the array of stakeholder opinions, providing empirical baseline of each group's priorities, at the same time identifying divergences among stakeholder's perceptions and opinions.

The survey results indicated that most stakeholders were more inclined to caution that the issues identified could have impacts in the future and not at the present moment. These would play a big role in determining areas of engagement and messages OKACOM has to share with stakeholders. The overall set of issues emerging from the conducted survey is listed as follows in the order of priority:

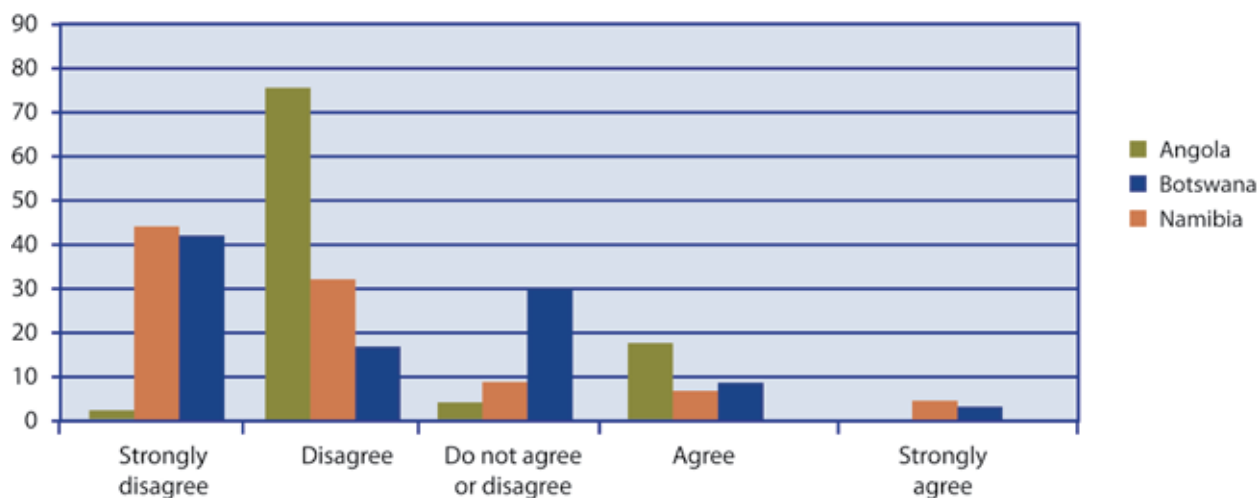
- Deteriorating water quality
- Stress on surface and ground water resources
- Land degradation
- Loss of biodiversity
- Alien invasive species.

##### **A2.01 Deterioration Water Quality**

There was concern about pollution, especially in urban centres like Rundu (Namibia) and Menongue (Angola) where solid wastes are discharged. There is washing and bathing along the river upstream and cattle watering activities are prevalent downstream. The stakeholders also recorded a concern about sanitation issues around the Okavango Delta. A number of stakeholders in Botswana and Namibia raised some fears that the tourist facilities could be discharging effluent into the river.

Generally stakeholders hold opinion that water in the river is quite clean as they responded positively to the question; "I believe that the water in the Okavango River is safe to drink." Additionally, while pollution is often diluted by the flow of the river, the stakeholders downstream overwhelmingly disagreed with the statement "any pollution in the river is diluted so it is not a problem for me". See Diagram showing responses per country:

Responses on Pollution dilution from respective countries



In response to the statement, “Economic development in the short term is important and must use whatever resources possible, including water resources”, there was clear understanding of environmental issues as people indicated knowledge of the importance of long-term environmental impacts. However, stakeholders whose livelihoods depend directly on the water were generally more interested in short term development issues. This could be attributed to lack of comprehension of future environmental impacts and real current needs.

It is surprising that almost all stakeholders disagreed with the statement that “Communities in the region have enough water for everyone who lives there” which indicates that there is perceived disparity in the distribution and use of water. There is supposedly enough water but its usage seems limited.

#### A2.02 Stress on SURFACE AND Ground Water was not discussed

The stakeholders were cautious about the potential impacts on the surface water which could eventually affect the ground water. This was not surprising as towns and settlements throughout the basin rely on this surface water abstraction. It has also been proven in the TDA that most of the rural water supply in Namibia comes from groundwater rather than surface water. The issue of pollution on the surface water of the larger settlements sites, including tourism rich areas, was a concern of most stakeholders. Out of a total of 240 interviewed stakeholders, 36.7% gave it the highest priority whereas 44.2% gave it high priority. Therefore 80.9% of the stakeholders indicate the seriousness of this concern.

#### A2.03 Land Degradation

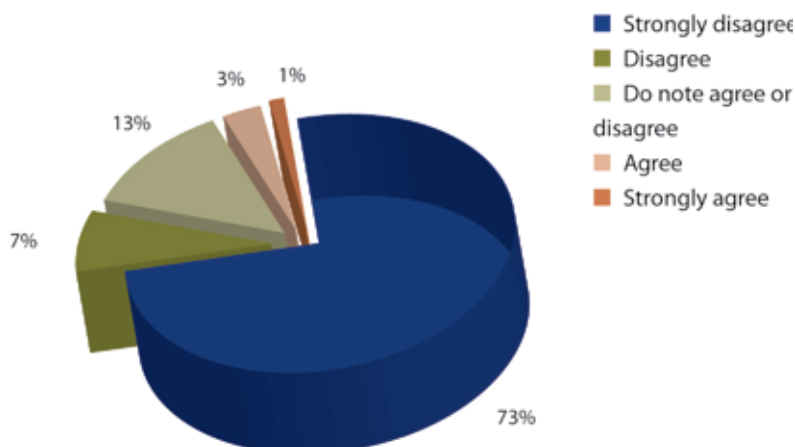
Due to the physical environment, the nature of upstream erosion remains an issue in Angola. There is bank erosion in Namibia. It has been found out elsewhere that sediments have tended to be comparatively low, and are trapped in floodplains and in the Delta. There is also a growing recognition that scientific studies on sediment dynamics on the Okavango have been limited. There is therefore a knowledge gap about this particular variable.

In response to the survey statement “The economy depends on a regular water supply from rivers and groundwater”, all groups were in strong agreement, similarly in response “My own livelihood depends on a regular water supply from rivers and ground water”.

It is not surprising that very few stakeholders raised concerns about the potential impacts of climate change as it relates to the current water regime. This can be attributed mostly to poor communications.

There were strong levels of disagreement from stakeholders in response to the statement, “There will always be enough water available to everyone who needs it.” This can be attributed to understanding of water management issues in the long-term. There was a combined total of about 78.6% of those who strongly disagreed or disagreed. (See pie chart below on availability of water to everyone :)

### Availability of water to Everyone



In response to the statement “The economy depends on a regular water supply from rivers and groundwater”, All identified groups in the surveys were in strong agreement. There was also some support to the statement “My own livelihood depends on a regular water supply from rivers and ground water”.

- There appears to be clear understanding of broad environmental and conservation issues in Botswana and Namibia along the basin. Environmental issues still not very clear on the Angolan side.

#### A2.04 Loss of Biodiversity

The stakeholders upstream voiced concerns about the biodiversity in the region and thought that economic development policies reduced available water for ecosystem health within the river basin. We believe a number of people upstream may not be aware of sound regulations pertaining to biodiversity conservation and tourist operative guidelines which govern natural resources downstream.

#### A2.05 Alien invasive species

There were a notable number of stakeholders worried about the alien invasive plants in Botswana. This is understandable as there is *salvinia molesta* infestation in the Okavango Delta. However, the presence of alien invasive species of animals was of lowest priority across the region because there are a few.

#### A2.06 General Questions – Attitude during the surveys

The questions about attitudes toward environmental and water management issues focused on future capacity, environmental stewardship, responsibility for water management, and decision making in water use. Responses to these could be useful when crafting awareness creation messages. They will also help to assess the level of understanding of the various stakeholders on environmental issues.

The stakeholder groups did not agree with the statements “People should take all they can from nature to survive because there will always be more” and “I feel everyone is responsible for the environment in the Okavango river basin.” Though we noted that some people upstream, particularly the public, still lacked basic environmental education, it was evident that alternatives to utilisation of natural resources were limited and probably caution was applied in natural resources use due to traditional knowledge that there are finite natural resources.

On the other hand, disagreement with holistic responsibility can be attributed to lack of awareness by some of the groups as the more enlightened groups were in agreement that everybody was responsible for the Okavango river basin environment.

#### A2.07 Recommendations

##### A2.07.1 Recommendations from the workshop for the Integration Strategy

##### A2.07.1.1 Awareness Raising

There is an appreciation of the river basin management but very little information being made available. Therefore OKACOM has to develop materials / messages that have to address this gap. The information should emphasize collective management of the basin's natural resources. There is a need for some deliberate efforts to target stakeholders in Angola as Botswana and Namibia



have progressed further in this area. The other critical matter revealed was that information should be translated into national and official languages of the entire basin including using cartoons etc.

#### *A2.07.1.2 Training*

The findings of the TDA should be packaged and activities rolled out targeting various stakeholders so that some of the misconceptions regarding the river could be addressed. For example, training and targeted awareness raising about climate change and alien invasive species could support development of positive attitudes.

#### *A2.07.1.3 Stakeholder Involvement in Project Inputs*

There has to be a deliberate effort to create dialogue with the private sector so that they understand the ecology of the river and can help in its management and conservation efforts. The private sector has indicated willingness to promote possible tourism ventures in Angola and OKACOM should develop modalities to realise this.

A coordinated and targeted mechanism on all projects undertaken in the basin is important so that information about these can be accessed in one place.

## APPENDIX A3

## STAKEHOLDERS CONSULTATION WORKSHOP SUMMARY

## A3.0 Stakeholders Consultation Workshop

- To explore and validate the profile of stakeholders in the Okavango River Basin.
- To develop processes and capabilities required for effective stakeholder integration in the governance structures of OKACOM.
- Input into the draft OKACOM integration strategy

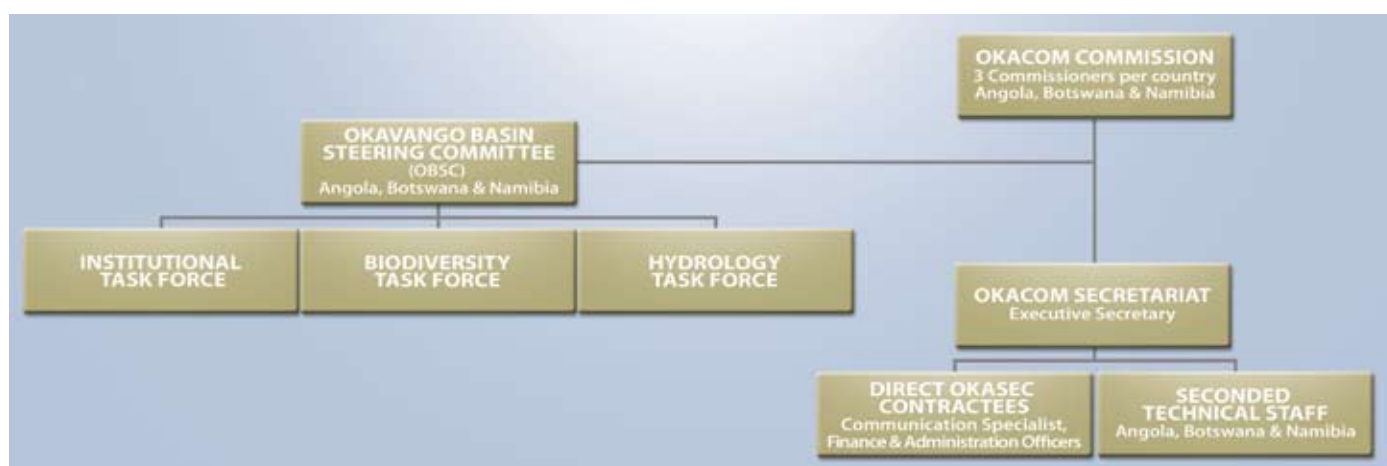
A broad set of stakeholders representing the majority of identified groups attended a consultative workshop in Windhoek on 16-17 December 2009 to discuss preliminary findings of the survey and to identify the best methods of integrating their interests and concerns in the strategy processes. The stakeholders that participated in this interactive workshop included interest groups from communities, a diversity of departments from agricultural, environmental, developmental, tourism and water ministries from the three countries, private sector, researchers, representatives of academic institutions, NGOs with a diversity of relevant mandates and cooperating partners. The workshop was structured to be participatory, providing participants an opportunity to share experiences about successful and unsuccessful engagement strategies to assist the consultants and OKACOM in developing and implementing an integration strategy.

**A3.01 The Okacom Structure:**

Through strategic integration processes, the perpetually dynamic environments under which particular organisations operate require a gradual approach toward strategic integration to determine and pursue the appropriate organizational priorities. Therefore, it is imperative for OKACOM to adopt broad-based strategic integration methods that are suitable to the particular needs of their stakeholders. This calls for integration of strategies by improving the existing organizational structures and processes as well as creating new structures to accommodate new organizational order.

This involves crafting and implementing strategic objectives from an informed perspective of an organization's competitive environment. It is prudent to analyse how OKACOM's mission, objectives, and values affect the interests of the stakeholders. In reality, the mission should identify the underlying strategies that define OKACOM's approach to resource utility. The should express institutional identity through organisational culture and practices, whereas organisational objectives should define the scope of results to be accomplished.

Figure A3.1 OKACOM Structure.



The organisational structure of OKACOM is made up three organs as shown on the diagram above and these are:

- The Commission;
- The Okavango Basin Steering Committee (OBSC); and

- The Secretariat

The consultative Workshop interrogated functions of these organs to advise the integration strategy process. The following gaps and challenges were identified in relation to the structure:

- Tendency to be active only during the OKACOM ordinary meetings - punctual engagement;
- Limited activity in between meetings
- Inconsistent integration in programme delivery
- Absence of secured budget for programme implementation

From the consultative workshop, the following discussion and recommendations emerged as necessary for a solid integration process:

- A conclusive review of organisational structures, resources capabilities geared towards determining the weaknesses and competitive advantages of OKACOM was critical. This has to be done prior to implementing this Stakeholders integration strategy,
- Upon the successful review of these core competencies, Stakeholders strategic integration can be implemented and evaluated through appropriate governance systems, strategic management practices, strategic leadership, and strategic control,
- The process of Stakeholders strategic integration must always be accompanied by subsequent adjustments in the management and coordination of functions and roles both external and internal to the OKACOM.

The main stakeholder recommendations regarding OKACOM structure:

- Task forces should report to OKASEC and OKASEC should report to the OBSC.
- OKACOM should engage the tourism sectors and in Botswana it could be through HATAB.
- Governments should support OKACOM beyond SIDA funding.
- Basket funding should be created for Basin wide projects.
- Consider formalising the NCUs to work beyond EPSMO project.

The workshop discussed the various components of the integration strategy to enhance the framework and contextualise the content with particular stakeholder aspirations. This was meant to inform the integration strategy processes recommended. The various initiatives promoted and encompassed stakeholder participation processes in their implementation plans across the basin. They are also relevant to the OKACOM integration strategy as they provide history on participatory approaches employed and or existing for OKACOM to create synergies and at the same time minimising possible duplications.

### **A3.02 The Every River has its People project (ERP)**

The Every River has its People project was a unique initiative about shared river basin management. The project was implemented by ACADIR, KCS & NNF in the basin. The Swedish International Development Agency (Sida) funded the project. The project facilitated community participation for OKACOM.

The ERP was unique in that:

- It was “people centred” since it was the communities themselves at the forefront through the Basin-Wide Forum.
- It looked at a river basin in its entirety, i.e. the ecosystem approach .
- It recognized the importance of ecological diversity and the uses thereof, both existing and potential.

The ERP further promoted co-management of the basin in its entirety through sharing relevant information about the basin to ensure meaningful participation of all stakeholders for the wise use of the basin resources with special focus on socio-economic empowerment of basin communities as the custodians of the resources.

In 2001, the ERP established the Basin-Wide Forum (BWF) as a community institution comprising of ten representatives from each of the basin riparian countries (Angola, Botswana and Namibia). The membership comprises traditional authorities, fisheries association, craft associations, farmer's associations, women and youth associations. Country forum members were meant to meet at least three times a year and at least twice at a basin level with other forum members. The meetings are mainly to take stock of what is happening in the basin and to share experiences. As in OKACOM, each country elects a co-chairperson every year to preside at country forum members meetings. At least once in every three years each country has an opportunity to host the chairmanship at a basin level. The country co-chairperson at the time becomes the chairperson of the BWF and presides

at regional meetings. The regional meetings rotate as in the case of OKACOM. The BWF can be said to be a total mirror of OKACOM, but at a grassroots level.

As the region's fresh water resources suffer from erratic rainfall, persistent droughts, high evaporation rates, and increasing development pressure, it has become increasingly important to establish effective national and regional institutions and management approaches to collectively and holistically manage the water resources.

#### **Some of ERP's major achievements**

- . Built the capacity of communities to participate effectively in the Okavango Basin Management and established an appropriate institutional mechanism in the form of the Basin Forum
- . Developed a range of education materials, tools and programs
- . Increased stakeholder understanding of the river basin leading to quality informed decision making and planning
- . Built and strengthened relationships with partner organisations
- . Created mechanisms for community participation and community led action in natural resource decision making and management
- . Developed an enterprise and economic empowerment approach to natural resource management through craft, wildlife, community-based tourism, and conservation (minimum tillage) farming and forest products;
- . Integrated HIV/Aids and other health management issues into the ERP
- . Produced good quality and highly accessible information on biophysical and socio-economic aspects of the basin, in various formats (books, posters, database, newsletters, radio programmes, pamphlets and brochures including a website.)

However, capacitating and empowering communities to take part in the decisions affecting them meant among others, information collation and dissemination, institutional development and linkages, capacity building, regional collaboration and networking and preliminary implementation of an action plan to integrate improved natural resource management and livelihoods considerations. The key to the success of this project was to have an accepted politically and socially institution that would spearhead participation of the basin community at all levels of decision-making. It was on this condition that the BWF was formed.

### **A3.03 The Environmental Protection and Sustainable Management of the Okavango River Basin Project (EPSMO)**

The long-term objective of the EPSMO project was to achieve global environmental benefits through concerted management of the naturally integrated land and water resources of the Okavango River Basin. The specific objectives of the project were to:

1. Enhance the depth, accuracy, and accessibility of the existing knowledge base of basin characteristics and conditions and identify the principal threats to the trans-boundary water resources of the Okavango River Basin through a Trans-boundary Diagnostic Analysis (TDA);
2. Develop and implement, through a structured process, a sustainable and cost-effective program of policy, legal and institutional reforms and investments to mitigate the identified threats to the basin's linked land and water systems through the Strategic Action Program (SAP); and,
3. Assist the three riparian nations (Angola, Botswana and Namibia) in their efforts to improve their capacity to collectively manage the basin.

#### **UNDP/GEF EPSMO project – main outputs**

##### **A Strengthened Mechanisms for joint management**

- A1) Riparian countries expertise strengthened
- A2) Basin wide mechanisms for stakeholder participation established
- A3) Policy, legal, institutional and human resources initiatives launched
- A4) M&E procedures for SAP implementation

##### **B) Transboundary Diagnostic Analysis**

- B1) Water resource assessment
- B2) Socio-economic analysis
- B3) Environmental system limits defined

- B4) Environmental assets described
- B5) Water resources alternatives assessed
- B6) Water resources models used for options
- B7) Environment, economic criteria for planning
- C) SAP formulation**
- C1) Technical and policy implications evaluated
- C2) Joint Management Plan
- C3) Commitments to SAP defined
- C4) SAP endorsed by riparian governments
- C5) SAP financed ready for implementation
- (from project design 2002)

The SAP will include baseline data and additional information that address priority trans-boundary issues and provide a monitoring and evaluation tool for implementation. It will also recommend development and testing of a set of institutional mechanisms and implementation methodologies, including pilot demonstrations that explicitly link regional, national and local initiatives in land and water management. Additionally, it will involve preparation of a basin-wide framework in which trans-boundary priorities can be addressed and project interventions monitored.

The TDA further informs and guides the development of the SAP. The TDA underpins the SAP design and indicates monitoring and reporting criteria for SAP implementation. Most importantly, the TDA has to inform policies and initiatives to be launched in preparation for SAP implementation.

All three components indicated above require sustained and involved public participation. Considering that the spectrum of public participation includes a wide array of sectors including government, academic and research, private, community and more, the EPSMO project strategy is to facilitate the inclusion of most stakeholders through inter-sectoral committees and National Coordinating Units. However ensuring community representation requires a higher degree of effort and a coherent strategy.

Furthermore, there have been other focused stakeholder initiatives to build and strengthen capacity of stakeholder institutions to participate in the management of the basin through the Sharing Water and the Integrated River Basin Management projects. The USAID programme is expected to continue under a new project, SAREP and collaboration with OKACOM Secretariat would go a long way in ensuring an integrated approach.

#### **A3.04 Inspiring examples of Public Participation across the Cubango-Okavango River Basin**

The consultation workshop further provided participants an opportunity to discuss practical and tested engagement approaches within the basin in order to understand the levels of engagement and best practices for OKACOM's consideration in implementing the Stakeholders integration strategy.

A consensus was reached at the end of the example/ lessons presentations that OKACOM should strive to have a vision that resonates with all stakeholders for a proper Stakeholders integration strategy. The workshop called for a common plan of action and or an inclusive plan for an effective engagement process. It was suggested that the plan should have some tangible quick successes to ensure appropriate processes and tools. The following is a summary of the practical examples/ lessons told as successful and unsuccessful 'stories' across the basin:

##### **i. Fisheries conflict in the Okavango Panhandle:**

This was presented as a successful intervention by the BIODIVERSITY project implemented by HOORC in Maun. The project established a community forum. BIODIVERSITY managed to deliver conflict resolution – a fixed time period. In the case of OKACOM, there is the opportunity to deliver technical support on an on-going basis, through the task forces, for example, and it has to be sustainable.

**Reasons it worked** - Impartial mediator, both parties recognized the problem and the solution, both agreed to work together.

**Lessons for OKACOM** - Impartial mediator, packaging information to suit different needs of stakeholders, sustainable institutional capacity to engage stakeholders and actual engagement of stakeholders.

**Key lessons for integration from the project** - integrated planning and implementation, institutional mapping and capacity building.

---

#### **ii. Kavango Region in Namibia:**

This was a successful establishment of a community forest and conservancy, whereas land is a very sensitive issue. An organization structure was set up to manage the conservancy. This required a lot of consultation with different levels of local government. The resultant conservancy ensured that community was made part of the decision making process.

**A lesson for OKACOM** - There was a deliberate effort to mainstream gender in the process as some committees were set up comprising both men and women on equal basis. The process also ensured promotion and reward of hard workers. The Community trusted the facilitators. OKACOM must focus on building legitimacy and trust in the process. Networking also made the processes smoother as indicated by information sharing with other CBOs in the basin and in mainstreaming HIV & Aids awareness in the context of capacity development.

---

#### **iii. Conflict in water use in Angola, Kwando Kubango province:**

A successful story was shared regarding conflict on water usage in town of Menongue. Many people had moved away from the town during the war and they returned after the war to destroyed sewage and water supply systems. There are two bridges crossing at Menongue and people used to bath under the bridge. It has been common practice seeing people bathing and washing their clothes and the cars at the same spot. Ultimately an intervention had to come. The traditional leaders, the church, the police and the government all worked together to address the conflict through environmental health education. There were separate areas created for different chores to be undertaken on the river without conflict of use.

**Why it worked:** The media and community institutions played an important role in creating awareness. The community were part and parcel of developing the solutions when they became aware of the need to protect the river and kept it clean for their own good health.

**A lesson to OKACOM** - The community took initiative to demarcate parts of the river for their daily chores and the government has supported their creation by constructing public showers, laundries and latrines at those places. The community has accommodated and owned up to these developments. Therefore OKACOM should take into account stakeholders needs and not re-invent the wheel.

---

#### **iv. Human Wildlife Conflict:**

This story was presented as unsuccessful participatory process. It was shared that Botswana and Angola are facing the issue of elephant/human conflict and the problems are on different scales that each country can learn from each other. Angola has low elephant population densities and more space than Botswana. However elephants have started moving into Angola and there is a fear of populations growing as in Botswana and human elephants conflicts exacerbated. In Botswana elephant damages are compensated by the government under certain conditions. The farmer must clearly indicate she/he has taken measures to protect his livestock and crops. If he cannot prove this he doesn't get compensation.

Angola also experiences problems with crocodiles and hippos and there has been no working solution from government.

**Why it didn't work:** Unfortunately Botswana is arid and animals feed at night and as such difficult to control. The solutions have not been developed with stakeholder imputes and this is critical for the success of any interventions by any party.

**Recommendation to OKACOM:** OKACOM must support the governments in resolving these conflicts

as could affect the basin agreement. Therefore awareness materials informing communities on how to address human wildlife conflicts across the basin would be ideal. There was also a call for OKACOM to help governments understand the diseases that are transferred from animals to people. Angola was singled out as needing much help as they were behind in developments.

---

**v. Pandera Community Action Planning:**

A successful community engaged water supply project at Pandera, Kwando Kavango province of Angola. The USAID through existing projects had already developed a reference group at local government level. They used a local NGO ACADIR to identify the project. They together facilitated a CBO to look after financing and maintenance of the project. Therefore existing plants were rehabilitating and new facilities installed. Community training on maintaining the system was successful and water was flowing again for the community.

---

**vi. Khwai Development Trust- Tourism lodge, Botswana:**

The community entered into a joint partnership with a business. They had to refurbish their lodge and fortunately acquired some donor funding. The Trust decided to go ahead to refurbish the lodge without adequate consultation with stakeholders. The lodge is not attracting visitors, in spite of being in the Moremi core zone. No EIA was done; will not meet eco-certification standards. Lodge built of permanent structures – not in line with government policy. Community is frustrated as no money is coming in. Government is forced to intervene.

**A lesson to OKACOM:** Engage all stakeholders at all levels and ensure sustainable programmes.

---

**vii. Rhino Reintroduction:**

A successful engagement lesson which the group called ‘success breeds success’ was shared on rhino introduction in northern Botswana. Both species of rhino had become locally extinct in northern Botswana through hunting and poaching. Wilderness Safaris had a vision as part of a larger programme to reintroduce the animals. There was a partnership created with the Department of Wildlife and National Parks (DWNP). Then other organizations became involved under one common vision of conservation. The rhinos have been reintroduced back to the wild and there is a tangible outcome that has led to good feelings of achievement and provided further opportunities to work together.

**A lesson to OKACOM:** stakeholders would work together if the common vision is clearly understood.



## LIST OF PARTICIPANTS FROM STAKEHOLDER WORKSHOP, NAMIBIA 15 TO 19 DECEMBER 2009

COUNTRY	NAME	ORGANIZATION
ANGOLA	Mr Francico Manjolo	Municipal Administrator of Calai (Kuando Kubango Province)
	Mr Antonio Chipita	ACADIR- Menongue (Kuando Kubango)
	Mr Julio Pedro Bravo	Provincial Director of Environment (Kuando Kubango)
	Mr Francisco Manuel Mateus	Provincial Director of Agriculture (Kuando Kubango)
	Mr Filipe Sabino	Provincial Director of Water and Energy (Kuando Kubango)
	Dr Domingos da Silva Neto	National Director (Ministry of Science and Technology)
	Mr Zissala Mamona Pululu	Institute of Forestry Development (Ministry of Agriculture)
	Mr Felismino da Costa Rodrigues	Ministry of Agriculture
	Mr Francisco Osvaldo	Institute of Meteorology and Geophysics
	Ms Marta Alexandre Zumbo	Ministry of Environment
EPSMO	Mr. Chaminda Rajapakse	EPSMO Project Angola
	Mr. Manuel Quintino	EPSMO Project Angola
BOTSWANA	Mr Map Ives	Environmental Director (Wilderness Safari) Maun
	Mr Patric Mokula Kgori	DVS Gaborone
	Ms Bingane Setume	Botswana Tourism Board (Gabs)
	Mr Richard Mafila	Botswana Tourism Board (Maun)-will pay for himself
	Dr Cyril Taolo	DWNP (GABORONE)
	Felix Monggae	Kalahari Conservation Society (Gaborone)
	Dr Scott McCormick	ARD Inc.
	Dr Moleele	Biokavango
	Mr Mosojane	Biokavango
	Mr Sekgowa Motsumi	DEA-Maun
OKASEC	Dr Eben Chonguica	OKASEC
	Ms Monica Morrison	OKASEC
	Ms Motsei Tiego	OKASEC
	Mr Thato Pilane	OKASEC
USAID (BOTSWANA)	Mr. Chris Schaan	USAID Botswana
NAMIBIA	Mr Nidhi Gureja	KAZA (will pay for themselves)
	Ms Debra Mosel	USAID Namibia
	Mr Dalen Van Der Westhuizen	USAID Namibia
	Laura Namene	MAWF / OBSC Member
	Florence Sibanda	MAWF / OBSC Member
	Ester	
	Guido Langenhove	
	Mr. Kenneth Uiseb	MET (Namibia)
	Ms. Paulina Mufeto	MAWF / OBSC Member



## APPENDIX A4

## MODES OF ENGAGEMENT AND INTEGRATION EXPERIENCES FROM OTHER INITIATIVES

## A4.0 Modes of Engagement and Integration experiences from other Initiatives

The consultative workshop discussed modes of engagement for identified stakeholders (see Table 1 above). These are represented by Table 4, clearly indicating areas for interactions with OKACOM. Since modes of engagement are closely related to stakeholder roles and responsibilities, some practical experiences were shared depicting various stakeholder engagement examples in river basins:

**A4.01 The Zambezi**

- National steering committees: these are committees that bring national stakeholders together to dialogue, give input, and receive feedback on the Zambezi basin process. In the process of mutual responsibility, consolidated participation etc, are promoted.
- Secondment of staff: these are staff exchanges among riparian States. An important factor is that they allow for interactions between groups of unequal power.

**A4.02 The Okavango**

- Income generation from basin resources for immediate livelihood benefits (crafts initiatives, community managed conservancies, etc.)
- Cross basin exchanges, international feedback activities, and interactions to facilitate international co-operation
- BWF which facilitates mutual responsibility
- Role of private sector (Tourism operators; hunters associations)
- Research institutions, particularly ORC, Agostinho Neto University, University of Namibia that were instrumental in developing OKACOM's TDA and are playing a vital role in the development of the SAP.

**A4.03 The Orange-SenQu**

- Steps towards a functional governance structure for the shared watercourse institution.

**A4.04 Lessons Learned**

There are more good practices and lessons from these initiatives and others elsewhere in the world. Nevertheless, the idea of these examples is to simply demonstrate that some ideas and practices that reflect paradigms and concepts that have emerged from the analysis already in the basin; hence it will be useful for OKACOM to also tap from existing on-going work, even in propagating new/emerging thinking.

The stages of stakeholder involvement emerging from the above activities are summarised as follows:

1. **Observer stakeholders** – these are stakeholders who are just fed with information and remain more or less 'passive' in the overall integration/ engagement process;
2. **Consultative stakeholders** – these are stakeholders who are encouraged to contribute with their knowledge, views and ideas although the final decision making power remains with the designated authorities; and
3. **Facilitative stakeholders** – these are stakeholders, whose participation is scaled up through the processes, sharing selected roles in decision making and implementation of the defined engagement strategy.

It is possible that all stakeholders could try these stages in the process of their continuing engagement.

It is evident from the examples provided that the stages can be utilised at different levels of engagement and the same relates to integration processes. Integration can be at the strategic level, particularly when developing policy. The other level to integrate could be during project implementation where a particular stakeholder becomes an implementer and, as such, has a role and

responsibility in the processes. As depicted with the example from the basin, another approach could be to target a particular group. In that case, the targeted becomes the beneficiary and that is the motivation for their engagement and integration. There is also a facilitator or a peace broker option that can be utilised to engage stakeholders. This is where there is a particular player who coordinates and drives the process as an impartial body. The summary of emerging integration levels:

- Strategic level (e.g. policy making)
- Project implementation (implementer)
- Target group/Beneficiary
- Facilitator/ Broker



**OKACOM**

Tel +267 680 0023 Fax +267 680 0024 Email [okasec@okacom.org](mailto:okasec@okacom.org) [www.okacom.org](http://www.okacom.org)  
PO Box 35, Airport Industrial, Maun, Botswana