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Series

# Review of Socio-Ecological Issues in Municipal Planning Olifants Catchment

## Part 1: Evaluation methodology

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# 1 Introduction

The Association for Water and Rural Development (AWARD) has been tasked by the United States Agency for International Development (USAID) to manage and coordinate the provision of expert technical assistance, training, and grants with the aim of reducing vulnerability through building improved trans-boundary governance and management of the Olifants Catchment.

Olifants RESILIM ('Resilience in the Limpopo Basin Program') is preparing a catchment level report on municipal governance for the South African side of the Olifants catchment consisting of the following components:

- A literature Review
- Creation of an institutional profile
- Producing relevant maps in support of the profiling process
- Institutional mapping of the relevant partners at the relevant governance levels
- Profiling of municipalities
- Synthesis of findings to find possible points of interest for further engagement

In order to support these activities a status quo report must be compiled which indicates the degree to which municipal spatial and development planning documents (e.g. Integrated Development Plans, Spatial Development Frameworks) have incorporated social-ecological issues, with an emphasis on climate change, biodiversity and ecosystem services.

## 1.1 Terms of reference

In order to determine the degree to which municipal spatial and development planning documents have incorporated social-ecological issues, the following Terms of Reference was provided by AWARD:

1. Develop a rapid evaluation methodology to examine the *social-ecological* state of spatial and economic planning instruments (IDPs, SDFs, EMFs and other relevant municipal planning and guidance documents, such as LED) for all relevant municipalities (local and district) within the Olifants catchment (Refer to Table 1 and Figure 1 provided by the RESILIM team).
2. Evaluate the degree to which spatial and economic planning instruments (IDPs, SDFs, EMFs and other relevant municipal planning and guidance documents, such as LED) have included social-ecological issues in the documents supplied by the RESILIM team. Where documents are absent from the initial set collated by the RESILIM team, the RESILIM team must be notified. The RESILIM team will attempt to source these documents. Where documents 'Are not available' or 'Do not exist', then these would be noted as a gap in the synthesis.
3. Summarize the social-ecological state of spatial, environmental and economic planning instruments (IDPs, SDFs, EMFs and other relevant municipal planning and guidance documents, such as LEDs or Land Use Management Plans) in terms of the specific criteria evaluated.





**TABLE 1. THE MUNICIPALITIES (LOCAL AND DISTRICT) WITHIN THE OLIFANTS CATCHMENT**

Municipalities indicated in red will not be included as they only marginally overlap with the Olifants catchment.

PROVINCE					
GAUTENG		MPUMALANGA		LIMPOPO	
DM	LM	DM	LM	DM	LM
City of Tshwane Metro Municipality		Nkangala	Dr JS Moroka	Capricorn	Polokwane
Ekurhuleni Metro Municipality (small area)			Thembisile Hani		
Sedibeng	Lesedi (small area)		Victor Khanye (Old=Delmas)	Mopani	Greater Tzaneen
			Emalahleni		Ba-Phalaborwa
			Steve Tshwete		Maruleng
			Emakhazeni	Greater Sekhukhune	Fetakgomo
			Govan Mbeki		Greater Tubatse
			Msukaligwa		Makhuduthamaga
			Albert Luthuli (small area)		Ephriam Mogale (Old=Greater Marble Hall)
			Ehlanzeni	Thaba Chweu	Elias Motsoaledi
		Bushbuckridge		Mookgophong	
			Waterberg	Bela-Bela	
				Mogalakwena (small area)	
				Modimolle (small area)	

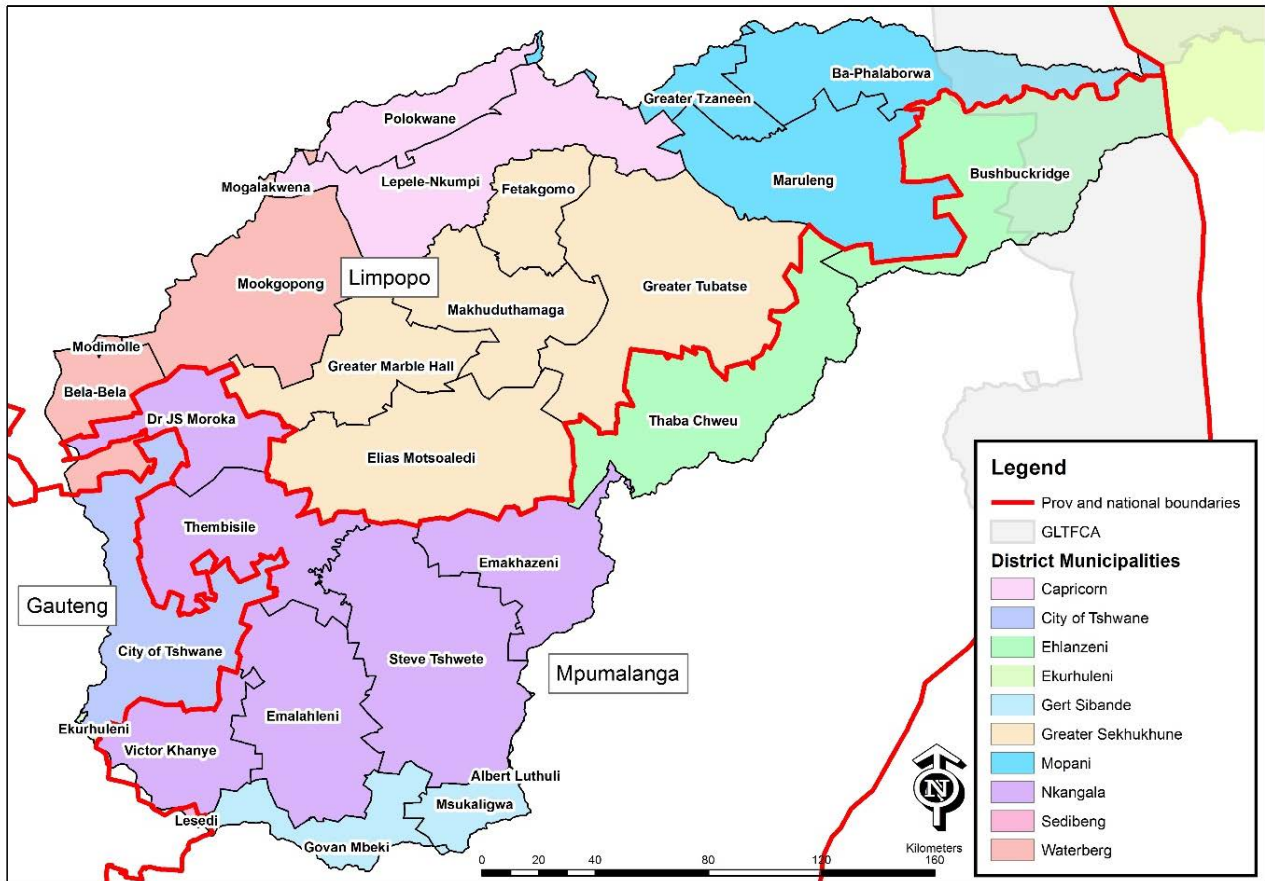


Figure 1. Map indicating the District and Local Municipalities of the Limpopo Catchment (provided by the RESILIM team).

## 1.2 Deliverables & time-line

The following deliverables and time-lines were indicated for the project:

DELIVERABLE	TIME-LINE: SUBMISSION DATE
<ul style="list-style-type: none"> <li>■ <b>Milestone 1a:</b> Develop a draft evaluation methodology for input and approval from the RESILIM Olifants team and key stakeholders. RESILIM Olifants team will consolidate any comments. <u>Product:</u> Initial outline of criteria and categories to be used to assess the environmental / biodiversity content of municipal documents.</li> </ul>	November 2014
<ul style="list-style-type: none"> <li>■ <b>Milestone 1b:</b> Test assessment methodology against the lower Olifants Catchment municipalities, namely Mopani District Municipality and the three local municipalities. <u>Product:</u> Initial draft evaluation report on spatial and non-spatial planning documents.</li> </ul>	December 2014
<ul style="list-style-type: none"> <li>■ <b>Milestone 2:</b> Initial draft evaluation report of spatial and non-spatial planning documents.</li> </ul>	January 2015
<ul style="list-style-type: none"> <li>■ <b>Milestone 3:</b> Final evaluation report.</li> </ul>	February 2015



## 2 Preliminary evaluation methodology: criteria & categories

### 2.1 Preliminary evaluation criteria

As part of deliverable one, an evaluation methodology had to be developed that included a list of criteria that would be used to assess the social-ecological content of the municipal planning documents in the Olifants Catchment. Table 2 below provides the evaluation criterion to be used. A minimum list of criterion was provided by the RESILIM team (indicated by the non-highlighted rows) that was incorporated into this preliminary list of criteria, for approval by the RESILIM team.

The criteria are fundamental questions that demonstrate ‘how an acceptable social-ecological state is achieved’, which are identified by setting the fundamental requirements for an excellent social-ecological state. It is the ‘environmental wish list’. In the municipal context, this is the integration of the most up to date systematic conservation plans (as provided on the SANBI BGIS website), the accompanying land use guidelines and ecosystem services issues, into Integrated Development Plans (IDP) and Spatial Development Frameworks (SDF), which should inform subsequent sector plans developed by the municipality, such as Comprehensive Rural Development Plans (CRDP) and Local Economic Development Plans (LED); including Land Use Management Schemes (LUM) and Annual Reports. Therefore the integration of biodiversity and ecosystem services data across the various sectors should be demonstrated.

It should be noted that during the evaluation process, further criteria may be added to the list or slight modifications in the way the criteria are defined or scored may be implemented, which should improve the evaluation of the social-ecological status of the planning documents and their integration.

Furthermore, the Integrated Development Plan (IDP) and the Spatial Development Framework (SDF), which should include a Land Use Management System (LUMS) or guidelines component, are the key municipal planning documents that will form the focus of the evaluation procedure. The other planning documents associated with the IDP and by default the SDF, will be evaluated on the basis of integration or cross-referencing to the IDP and SDF spatial outcomes, land use management and environmental management issues.



**TABLE 2. LIST OF CRITERIA TO EVALUATE THE SOCIAL-ECOLOGICAL INTEGRITY OF MUNICIPAL PLANNING DOCUMENTS**  
(Brown text indicates additions to the original RESILIM listing, and green highlighted rows indicate additional criteria).

CRITERIA	SCORE (Minimum - Maximum)
1. Do key <b>non-biodiversity specific</b> planning instruments exist, namely: (1) IDP, (2) SDF, (3) <b>Land Use Management Scheme (LUM)</b> , (4) LED, (5) CRDP, and (6) Annual Report?	0 (No) - 1 (Yes)
2. If yes, indicate which of these documents above (1 - 6) exist for each municipality. If the document does not exist it is allocated a score of 0.	0 (None) - 6
3. If the document has been confirmed to be non-existent by the RESILIM team, indicate if the document: (a) appears to exist but is not available/accessible; or (b) does not appear to exist. <i>*NOTE: This criterion has been included based on the list of collated documents provided by the RESILIM team, which indicated 'Y (in IDP)'. In the event that these documents are subsequently sourced by the RESILIM team, this criterion will be deleted. This is of particular concern for the SDF given the spatial basis of the SDF, and resultant inability to adequately assess the municipality in the absence of this key planning document. Refer Section 2.3 (Table 4).</i>	No Score
4. If yes, are these up to date? <i>*NOTE: The Mopane IDP collated by the RESILIM team was dated 2006 - 2011 (compilation date: 2009). An updated version of the Mopane IDP 2011 - 2016 (2013/14) (reviewed 2013 - 2014) was accessed on the Mopane Municipal website 13.11.2104 (while attempting to source the Mopane SDF).</i>	0 - 6
5. Inclusion of (1) a summary environmental section / environmental analysis in non-biodiversity specific planning documents (IDP, SDF) (e.g. included in the IDP situation analysis which is comparable to demography, economy etc.); (2) a reference thereto in other documents (LED, CRDP, Annual Report); and (3) environmental priorities and risks. For example: if it includes (1) - (3), a score of 3 is allocated.	0 - 3
6. Inclusion of (1) summary biodiversity map(s) in the biodiversity summary/environmental analysis of non-biodiversity specific planning documents (e.g. included in the IDP situation analysis which is comparable to graphs and figures relating to demography, economy etc.) and (2) reference to the documents that include this data (i.e. the CRDP & LED makes reference to the SDF/IDP containing this data).	0 - 2
7. Inclusion of (1) climate change as a key environmental issue; and (2) planning mitigation measures e.g. flood lines, alternative energy options, maintaining ecological corridors etc.	0 - 2
8. Inclusion of key biodiversity related legislation specific to the planning document, in particular the IDP and SDF e.g. the requirement of the IDP to incorporate biodiversity (strategic environmental assessment of the SDF), NEMA sustainable development principles, NEMA and EIA requirements, National Water Act requirements (wastewater, water quality monitoring of sewage works, flood lines for township developments)?	0 - 1
9. Inclusion of environmental projects linked to the environmental issues identified in the situation analysis of the IDP <b>e.g. alien clearing, water quality monitoring, Environmental Management Plan?</b>	0 - 1
10. Principles of environmental sustainability included in the documents, particularly the IDP and SDF (Land Use Management System).	0 - 1
11. Inclusion of environmental management (or equivalent) as a Key Performance Area or Key Performance Indicator in the IDP and/or Annual Report. The municipality is responsible for developing Key Performance Indicators/Areas, not only the national indicators, to evaluate the IDP's performance in achieving (sustainable) development objectives.	0 - 1





CRITERIA	SCORE (Minimum - Maximum)
12. To what extent are <b>biodiversity</b> planning instruments, such as (1) <b>Limpopo and Waterberg</b> EMFs, (2) institutional mechanisms such as Trans-frontier Conservation Areas (TFCAs); and (3) Biospheres (in municipalities where these are appropriate e.g. Waterberg, Limpopo) incorporated into the spatial and non-spatial planning instruments? <b>Specifically in terms of the IDP and SDF, the IDP should at least have reference to the SDF outcomes that are based on (or included) this data. If not relevant, the criterion will not be included in the total score.</b>	0 - 3
13. Inclusion of <b>formal</b> Protected Areas and <b>informal</b> Conservation areas into the spatial and economic planning instruments. <b>Specifically in terms of the IDP and SDF, the IDP should at least have reference to the SDF outcomes that are based on (or included) this data.</b>	0 - 1
14. Inclusion of spatial biodiversity priority areas e.g. <b>Critical Biodiversity Areas &amp; Ecological Support Areas</b> (as identified in appropriate <b>systematic</b> biodiversity plans) as areas of high environmental sensitivity into the spatial planning instruments. This includes appropriate use of national (e.g. Freshwater Ecosystem Priority Areas; Protected Area expansion priorities) and provincial (Mpumalanga Biodiversity Conservation Plan v1/Mpumalanga Biodiversity Sector Plan, <b>Limpopo Conservation Plan, and Gauteng C-Plan 3.3</b> ) priorities into planning. Specifically in terms of the IDP and SDF, the IDP should at least have reference to the SDF outcomes that are based on this data ( <b>linked to No. 5 and 6, but depends on biodiversity data used</b> ).	0 - 1
15. Inclusion of land use and land use management guidelines (Land Use Management System) in the SDF that are linked to the land use guidelines of the biodiversity priorities above. Specifically in terms of the SDF, the IDP should at least have reference to the SDF outcomes that are based on this data.	0 - 1
16. Inclusion of appropriate natural resource management issues (e.g. alien invasive species, water quality) and programmes into the non-spatial municipal planning instruments (e.g. IDP, LED and CRDP).	0 - 1
17. Appropriate inclusion of ecosystem services (e.g. high water yield or strategic water source areas, floodplains and wetlands, <b>buffers</b> ) into spatial and economic planning instruments.	0 - 1
18. What are the key (1) environmental and (2) social drivers that are included in the spatial and non-spatial planning instruments? <b>A list will be provided, and if either is present it gets a score.</b>	0 - 2
19. Inclusion of Environmental Impact Assessment or other legislation/regulations for municipal infrastructure projects or other (this can be evaluated in terms of items in the IDP with allocated budget) e.g. land fill sites, sewage and water quality monitoring etc.	0 - 1
20. Appropriate inclusion of (1) areas required to manage disaster risk (e.g. floodplains, steep slopes and erodible soils) (spatial and other means of inclusion in planning processes), and (2) <b>an indication/understanding that this relates to climate change, where applicable.</b>	0 - 2
21. To what extent are the different spatial planning instruments, as well as development instruments, integrated (e.g. are components of the SDF present in the IDP and LED)? <b>Linked to criterion 6 and 7. For example: if there is no cross-referencing in the LED or CRDP to the IDP or SDF, integration is zero. If all documents are cross-referenced, then integration is good.</b>	0 = Not 1 = Low (poor) 2 = Moderate 3 = High (good)
22. Where district and local municipalities have overlapping planning instruments do these appear to be aligned in terms of environmental issues <b>and management?</b> <b>In other words, are the issues at district level integrated at the local level and visa-versa.</b>	0 - 1



CRITERIA	SCORE (Minimum - Maximum)
23. Are monitoring and evaluation process built into the planning instrument? <i>As a minimum this should be indicated in the IDP, which by default should include the monitoring and evaluation of the sector plans (LED, SDF, CRDM) and related projects.</i>	0 - 1
24. Do the planning instruments have realistic links to current capacity to implement (i.e. evidence of financial capacity)? This should be evaluated in terms of items (projects) in the IDP with allocated budget i.e. are there environmental / biodiversity related projects with a budget identified in the IDP.	0 - 1
25. Linked to the above, is there evidence of staff capacity to identify and implement environmental projects i.e. an environmental manager and/or unit. The IDP, in some instances, gives an indication of key staff / directorates e.g. Environmental Manager/Directorate. Lack of environmental unit/manager indicates no or limited internal capacity to implement on a day to day basis.	0 - 1
26. To what extent is the Comprehensive Rural Development Plan incorporated into the spatial and non-spatial planning instruments?	0 = Not 1 = Low (poor) 2 = Moderate 3 = High (good)
27. What are the key institutional context/issues raised in the spatial and non-spatial instruments? <i>The key issues will be listed, and if environmental / biodiversity / climate change issues are raised as it relates to socio-economic well-being, score is 1.</i>	0 - 1
28. Evidence of adequate stakeholder engagement i.e. has the IDP/SDF process included the key environmental authorities organizations in the stakeholder engagement phase? Although it is acknowledged that IDP/SDF documents do not provide a list of these stakeholders, this should ideally be indicated to demonstrate cooperate governance to achieve sustainable development (biodiversity protection). Evidence of inclusion of certain organizations, such as SANParks and Protected Areas or community projects might provide some evidence, including Working for Water Programmes (Department of Water Affairs), such as alien clearing.	0 - 1
29. Do <b>biodiversity specific</b> documents exist for the municipality, namely: (1) Biodiversity sector plan or similar (systematic conservation plan), (2) Environmental Management Framework, (3) Strategic Environmental Assessment, (4) State of Environment Reports, (5) Environmental Management Plans? Although biodiversity sector plans probably do not exist, only the provincial conservation plans/BSP, this criterion should be utilized to provide a baseline given that the national objective is to integrate systematic plans/biodiversity sector plans into municipal planning (and develop bioregional plans). In instances where an IDP budget is indicated for a biodiversity specific document, a score of 1 is allocated.	0 = No 1 = IDP budget. 2 = Environmental plans other than (3) below. 3 = Biodiversity sector plan or district/local EMF
30. If yes, indicate which documents above (1 - 5) exist for each municipality.	0 - 5
31. If yes, are these up to date?	0 - 5
<b>MAXIMUM SCORE</b>	<b>62</b>



## 2.2 Preliminary social-ecological state categories

The social-ecological state category into which the municipality falls depends on the number of criteria that are fulfilled in Table 2 above.

The final category therefore indicates the degree to which the municipality has integrated social-ecological issues and features into the various planning documents; and importantly the available biodiversity and ecosystem services data. The categories range from excellent (category A) to very poor (category F). Refer to Table 3 below for an explanation of the categories.

Note that the category definitions may be subject to some modifications during the evaluation process, or the categories might even be reduced to fewer categories depending on municipal outcomes.

**TABLE 3. DESCRIPTIONS OF THE A-F SOCIAL-ECOLOGICAL CATEGORIES THAT WILL BE USED TO DESCRIBE THE SOCIAL-ECOLOGICAL STATUS OF EACH MUNICIPALITY**

Category	% Score	Description
A	90-100% Score: 56 - 62	Excellent. These municipalities should as a minimum, have indicated and cross-referenced the biodiversity priorities (e.g. Critical Biodiversity Areas and Ecological Support Areas) in the non-biodiversity planning documents (SDF, IDP, LED, CRDP), and capacity for environmental management is present in the municipal structures and funding. These municipalities would have biodiversity specific planning documents, and would have fulfilled the majority of the criteria. Climate change and disaster risk management is realized.
B	80 - <90% Score: 50 - <56	Very good. As a minimum biodiversity priorities (e.g. Critical Biodiversity Areas and Ecological Support Areas) are included in the IDP and SDF, and a stand-alone biodiversity specific document is available.
C	60 - <80% Score: 37 - <50	Good. As a minimum biodiversity is included through an environmental summary or environmental analysis in the IDP; and biodiversity data has been used in the development of the SDF as a measure for ensuring sustainable development.
D	40 - <60% Score: 25 - <37	Fair. Biodiversity does feature in most of the documents, but it does not necessarily form one of the cornerstones of sustainable development. At the lowest end of the spectrum, the spatial biodiversity data is lacking or does not inform other sector plans.
E	20 - <40% Score: 12 - <25	Poor. Biodiversity does feature in some of the documents, but inclusion and integration is unsatisfactory or low.
F	0 - <20% Score: 0 - <12	Extremely poor. None or only a few of the required planning documents have been developed, and the inclusion of biodiversity is absent or minimal.



## 2.3 Availability of documents to be evaluated

According to the Terms of Reference (Section 1.1), where documents are absent from the initial set collated by the RESILIM team, the RESILIM team must be notified. The RESILIM team will attempt to source these documents. Where documents exist, but are inaccessible and could not be sourced, or if the documents do not exist as stand-alone reports, then these would be noted as a gap in the synthesis.

### Issues regarding document availability

1. It is presumed that all documents indicated on the RESILIM excel spread-sheet as ‘N’ do not exist as stand-alone reports and have not been compiled by or for the municipality. These documents are therefore a gap in the synthesis. This means that the document will be allocated a score of 0 (Refer Table 2, No 2).
2. In some instances the collated documents are out-dated and an updated version may be available, as indicated for the Mopane District IDP (Table 2, No. 4). This may be because the document was recently uploaded to the municipal website, and was not available at the time of collation. It will be important to obtain the most current document as this relates to criterion 4.
3. Several municipal documents on the RESILIM excel spread are indicated as ‘Y (In IDP)’ meaning that the IDP contains a sub-section on, for example the SDF analysis, but that the SDF was not accessed or sourced. The SDF could potentially still be accessed since it appears to exist as a stand-alone report. The lack of an SDF document is of particular concern given the spatial basis of the SDF, and the resultant inability to adequately assess the municipality in the absence of this key planning document. Furthermore, accessing the land use management scheme maps would also be ideal in this regard, although it is acknowledged that these are generally more difficult to access.
4. Table 4 below was compiled for ease of reference to documents that are absent from the documents collated by RESILIM (indicated as ‘Y (In IDP)’); which are potentially available as stand-alone reports but which still need to be sourced by RESILIM. **Table 4.** The documents highlighted in red were absent from the collated documents submitted by the RESILIM team, and which may be available but not yet sourced.



**TABLE 4. THE DOCUMENTS HIGHLIGHTED IN RED WERE ABSENT FROM THE COLLATED DOCUMENTS SUBMITTED BY THE RESILIM TEAM, AND WHICH MAY BE AVAILABLE BUT NOT YET SOURCED.**

Limpopo Province	Mopani DM	Greater Tzaneen LM	Ba-Phalaborwa LM	Maruleng LM	Capricorn DM	Polokwane LM	Lepele Nhumpi LM	Greater Sekhukhune DM	Fetakgomo LM	Greater Tubatse LM	Makhuduth amaga LM	Ephriam Mogale LM (Old=Greater Marble Hall)	Elias Motsoaledi LM	Waterberg DM	Mookgophong	Bela-Bela
IDP	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Wehncke is sourcing: (0)14743660 0 N Contact Mr Msetwa 1 (0)14743660 1 N Contact Mr Msetwa	Y
LEDs	Y (In IDPs)	Y (In IDP)	Y (In IDP)	Y (In IDP)	Y (In IDPs)	Y (In IDP)	Y (in IDP)	Y ( in IDP)	Y	Y	Y (in IDP)	Y	Y	Y ( in IDP)		Y
SDF	Y (In IDPs)	Y	Y (In IDP)	Y	Y (In IDPs)	Y (In IDP)	Y (in IDP)	Y ( in IDP)	Y	Y	Y (in IDP)	Y (in IDP)	Y (In IDP)	Y ( in IDP)		Y (In IDP)
LUM	N	N	N	Y (In IDP)	N	Y (In IDP)	Y (in IDP)	Y ( in IDP)	Y (In IDP & SDF)	Y	Y (in IDP)	Y (in IDP)	N	N		Y
CRDP	Y	N	N	N	N	N	N	N	Y	N	Y	N	N	N		N
Annual Report	Y	Y	Y	N	Y	Y	Y	Y	Y	Y	N	Y	Y	N	Y	

Mpumalanga Province	Nkangala DM	Dr JS Moroka LM	Thembisile Hani LM	Victor Khanye (Old=Delmas) LM	Emalahleni LM	Steve Tshwete LM	Emakhazeni LM	Gert Sibande DM	Govan Mbeki LM	Musukaligwa LM	Ehlanzeni DM	Thaba Chweu LM	Bushbuckridge LM
IDP	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y
LEDs	Y (In IDP)	Y (In IDP)	Y (In IDP)	Y (in IDP)	Y ( In IDP)	Y	Y (In IDP)	Y (in IDP)	Y	Y (In IDP)	Y	Y (In IDP)	Y
SDF	Y (In IDP)	N	Y (In IDP)	Y (in IDP)	Y ( In IDP)	Y	Y	Y	Y	Y (In IDP)	Y (in IDP)	Y (In IDP)	Y (In IDP)
LUM	Y (In IDP)	N	N	Y (in IDP)	Y ( In IDP)	Y (in SDF 2008)	Y	N	Y	N	N	N	N
CRDP	Y (In IDP)	N	Y	N (to be prepared)	N	N	N	N	N	N	N	N	N
Annual Report	N	Y	Y	Y (2012-13)	Y	Y	N	Y	N	Y	Y	Y	Y





# award

The Association for Water and Rural Development

AWARD is a non-profit organisation specialising in participatory, research-based project implementation. Their work addresses issues of sustainability, inequity and poverty by building natural-resource management competence and supporting sustainable livelihoods. One of their current projects, supported by USAID, focuses on the Olifants River and the way in which people living in South Africa and Mozambique depend on the Olifants and its contributing waterways. It aims to improve water security and resource management in support of the healthy ecosystems to sustain livelihoods and resilient economic development in the catchment.

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## About USAID: RESILIM-O

USAID: RESILIM-O focuses on the Olifants River Basin and the way in which people living in South Africa and Mozambique depend on the Olifants and its contributing waterways. It aims to improve water security and resource management in support of the healthy ecosystems that support livelihoods and resilient economic development in the catchment. The 5-year programme, involving the South African and Mozambican portions of the Olifants catchment, is being implemented by the Association for Water and Rural Development (AWARD) and is funded by USAID Southern Africa.

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