



WESTERN CAPE PROVINCIAL WATER SECTOR PLAN

A discussion document towards developing the Western Cape Water Sector Plan, used to communicate the key principles and objectives of the plan to Sector Partners. Ultimately this plan will provide clarity on what will be delivered (achieved), how it will be funded and the role that different role players will play.

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1. INTRODUCTION

1.1. BACKGROUND

In his State of the Nation Address in February 2006, the President highlighted the need to accelerate growth and development through increasing investment in infrastructure development and prioritising specific sectors. The President introduced ASGISA (Accelerated Shared Growth Initiative of South Africa) and clearly noted that there will be a need to strengthen local government delivery machinery and improve skills development to achieve growth and realise increased employment and reduced poverty in the country.

Cabinet's Medium Term Strategic Objectives give clear intentions and priorities of the national government and these should inform all departments in terms of their own strategic objectives for them to plan in such a way that these broader objectives are achieved. The objectives are transforming the state; building the economy; meeting basic needs; developing human resources and building a better world and Africa. Cabinet's Medium Term Strategic Objectives convey a strong message to uplift the country as a whole and promote development. This national imperative informs the Strategic Framework for Water Services where the eight principles and 19 targets provide a policy context for water sector reform in South Africa. The development of five year work plans serves to operationalise the Strategic Framework for Water Services and National Water Policy (1997) and contribute towards the achievement of the targets.

International obligations and bilateral agreements on all water issues has compelled government to seek for ways to maintain and achieve internationally agreed conditions and delivery outputs with regards to water and report on this progress. A clear illustration of this can be seen in the Millennium Development Goals (MDGs) and its 18 targets, including the target to halve the proportion of people without access to safe drinking water by 2015. Outputs from the 4th World Water Forum (WWF) held in Mexico in March 2006 clearly indicate the need for a concerted global action to address water sector issues in a sustainable manner. The WWF raises the following for the attention of the water sector:

- There is a need for a long-term vision on water management; and a need to create a new water culture that enables people to face water and development challenges based on cooperation and tolerance.
- The lack of access to safe drinking water and poor water quality are unacceptable, and that the right to water is indispensable to human dignity.
- The need for the international community to step up its efforts in addressing the global water crisis, the need for greater investments in water infrastructure; technological progress to ensure water security; research and education.

- The need for access to safe drinking water is a priority. This involves recognising that water is a fundamental human right and a key to development. Therefore water access must not be constrained by borders; local experiences, knowledge and technology must be exchanged; and forestry issues must be addressed.
- Global water challenges must be met with actions at the local level. The water-related findings of the Millennium Ecosystem Assessment were highlighted and implementation of IWRM plans emphasised. The need for consideration of water issues in energy and agriculture policies was stressed.
- South-South cooperation was welcomed as well as emerging solidarity in addressing global water challenges and the need for collective action and sharing of experiences were stressed.
- Water as a human right and a public good should be guaranteed by all governments.
- The 4WWF needs to advance the achievement of international water-related commitments.
- It was stressed that water conservation is imperative for combating poverty and promoting growth and development, and that a new water culture based on shared responsibility, equity and solidarity is important. Although it is recognised that there is no single approach to solving the global water crisis, many solutions lie at the local government level.

It is against this backdrop that this Water Sector Work Plan for 2007/08 to 2011/12 is developed and serves to

- Focus the minds of planners and programme managers within the sector on forward growth and the priorities given to the Water Sector as a whole and by the Growth and Development Strategy. The water sector plan intends to be a work plan for the sector as a whole looking at all budgets available. It should include the role of other sector partners such as business i.e. mining, agriculture and tourism,
- Ensure an integrated approach pertaining to Water Resource and Water Services strategies.
- Address the broad theme of water for growth and development. (

1.2. PURPOSE AND SCOPE OF THE WATER SECTOR PLAN

The purpose of the Water Sector Plan is to ensure that the sector is coordinated and working towards common objectives for the Province. The five year work plans prepared by DWAF with vigorous input from sector partners, is a tool to ensure that all sector partners contribute towards achieving the strategic targets set for the region. It helps to focus the minds of development planners and programme managers on the strategic elements which will include ensuring that budgets are utilised for implementation of strategic decisions. These regional and sector stakeholders' five year work plans will then feed into the national process to ensure a **consolidated effort** is made in the implementation of strategy and budgets. What this ultimately means is that sector

partners and the province is able to plan for implementation and identify where constraints are, in a manner that improves performance in a sustainable manner.

The importance of the five year work plans for DWAF at national level is that it assists the department to fulfil its regulatory and support functions in water services and resources management.

For DWAF Western Cape, the strategic focus will be on;

- Water Allocation Reform incorporating;
 - Licence application (readdressing the imbalances of the past)
 - Providing financial assistance to Resourced Poor Farmers (RPF)
 - Development of new schemes to utilise limited surplus water
 - Voluntarily water re-allocation
 - Purchase of new water rights
 - Verification of water allocations
 - Addressing illegal water use
 - Transformation of Water Management Institutions
- Strengthened regulatory functions,
- Support to the sector at regional level,
- Transfer of resources and schemes where local government is functional,
- Operation and maintenance of existing schemes which are yet to be transferred and monitoring and evaluation.
- Support to Local Government
- Establishment of Water Resource Management Institutions (CMAs & WUAs)

In addition there are a number of cross-cutting aspects which will contribute in general to the development of the sector and the achievement of broad development objectives. These cross-cutting aspects include:

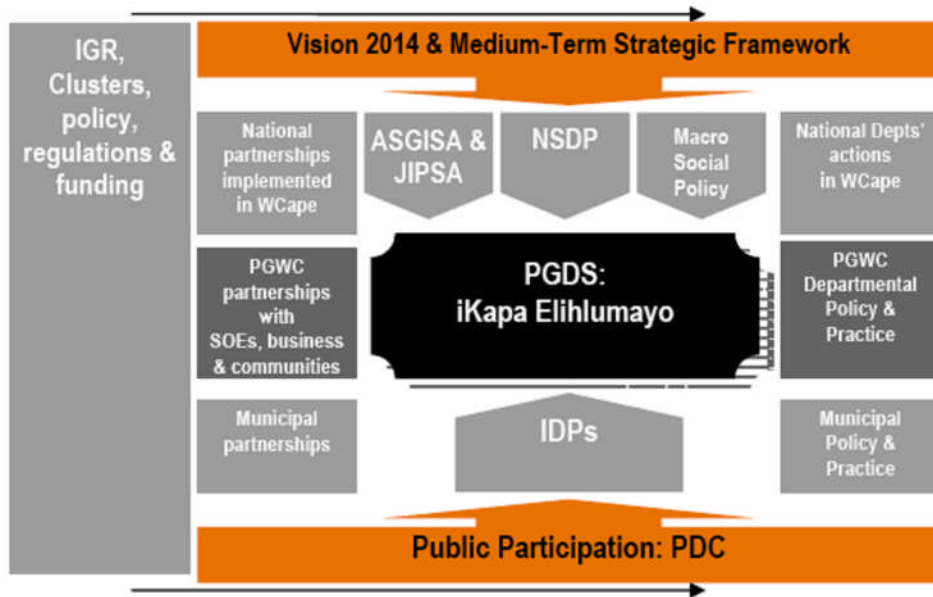
- Appropriate technology;
- Communication;
- Environmental management;
- Gender mainstreaming; and
- HIV/AIDS.

1.3. ALIGNING WITH OTHER PROVINCIAL STRATEGIES

A range of lead interventions have been identified in the PGDS to ensure that Western Cape achieves their shared growth and integrated development objectives and DWAF Western Cape is confident that the strategic priorities set for the Department respond to these priorities. A key challenge for the Western Cape water sector is to, within the context of resource scarcity, growing inequality and increasing environmental degradation, make the strategic choices on **where** and **how** limited resources will be invested in order to maximise the returns of their efforts.

Figure 2 below is taken from the Growth and Development Strategy for the Western Cape and shows the alignment of state initiatives in Western Cape.

FIGURE 2: ALIGNMENT OF STATE IN WESTERN CAPE



It is important that there is alignment between policies, legislation and strategies within the water sector as well as alignment between these and the policies, legislation and strategies of other sectors related to the water sector.

	Water Sector	Other Sectors
Policies	Strategic Framework for Water Services National Water Resource Strategy Free Basic Water & Sanitation Policy Transfer Policy	ASGISA JIPSA
Legislation	Water Services Act National Water Act	Constitution Municipal Structures Act Municipal Systems Act Public Finance Management Act Municipal Finance Management Act DORA Health legislation Other legislation

Strategies	National institutional reform strategy National sanitation strategy Regulation strategy Free basic services strategy Transfer strategy	Western Cape Growth and Development Strategy (iKapo Elihlumayo) Strategic Infrastructure Plan (SIP) Microeconomic Development Strategy (MEDS) Provincial Spatial Development Framework (PSDF) Human Capital Development Strategy (HCDS) Social Capital Strategy (SCFS) Sustainable Human Settlements Strategy (SHSS) Scarce Skills Strategy (SSS) Integrated Law Reform Project (ILRP) Sustainable Development Implementation Plan (SDIP) National Capacity Building Strategy Other Sector Partner Strategies
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The water sector will address their specific challenges within the overall development context for the province, recognising that the province faces its own set of challenges. These development challenges and dynamics do not reflect the same national challenges. The provinces' economy and development challenges are described as being "structurally different from the national spatial economy in respect of extreme dichotomies and distortions within its spatial structure, social, economic and environmental dynamics." (source: PGDS, Oct 2006). This highlights;

- That the Provinces plan of action for development has to respond to the diverse nature of social, economic and environmental challenges.
- The inextricable linkages between spatial, environmental, social and economic imperatives in the region. This implies that the shared growth and development agenda cannot focus on growth alone but must engage the imperatives and implications that equity, empowerment and ecological integrity together with growth hold. This integration will allow for the shifting towards a shared growth and integrated development path for the Province.
- The province needs to look towards an integrated multi-sectoral approach to ensure that necessary development in the Province is achieved. (source: PGDS)

2. WESTERN CAPE WATER SECTOR VISION, GOAL AND TARGETS

2.1. WESTERN CAPE WATER SECTOR VISION

DWAF Western Cape Regional Office will contribute to the overall vision of the department, leading the country in using water and forests productively and sustainably for social and economic activities. It will do this in a manner that promotes growth, development and prosperity of all people to achieve social justice and equity.

DWAF Western Cape will support job creation, poverty eradication, the provision of basic services, the building of the economy and the development of human resources and capacity. It will assist in ensuring an environment that is not harmful to the health or wellbeing of people in the province.

2.2. WESTERN CAPE WATER SECTOR GOAL

The following goals are proposed for the water sector:

- Engagement with the Integrated Sustainable Rural Development (ISRDP) Node - Central Karoo District Municipality,
- Maximise contribution to eradicating poverty through engagement with PGDS & IDPs
- Water for growth and economic development (within the framework of DWAF Functional Areas)
- Guide PGDS as far as water and forestry resources are concerned.
- Establishment of National Water Resource Infrastructure Agency (contributing to Governments 2014 target) – must create a balance in the development of social & economic raw water projects.
- Eradication of bucket sanitation by December 2007
- All people in Western Cape have access to an appropriate, acceptable, safe and affordable basic water supply and sanitation service (Access to adequate and sustainable water services by 2008 and access to adequate and sustainable sanitation by 2010).
- Water allocation reform
- Reconciliation of supply requirements for water-scarce areas
- All water services authorities are accountable to their citizens, have adequate capacity to make wise choices (related to water services providers) and are able to regulate water services provision effectively.
- All water services providers are accountable, cost-effective, efficient, and viable, and implement appropriate employment and gender equity policies.

2.3. WESTERN CAPE WATER SECTOR TARGETS

	TARGET	MEANS OF VERIFICATION	RESPONSIBILITY
Access to services			
1	All households in Western Cape have access to a functioning basic water supply facility by 2008. This implies (to be added)	Census; sample surveys undertaken by DWAF.	Water services authorities supported by DWAF.
2	All households in Western Cape have access to a functioning basic sanitation	Census; sample surveys undertaken by DWAF.	Water services authorities supported by DWAF and the national sanitation task team.

	TARGET	MEANS OF VERIFICATION	RESPONSIBILITY
	facility by 2010. This implies addressing the current backlog of (to be added) With an estimated investment cost of R10,5 billion		
	All schools have adequate and safe water supply and sanitation services by 2005.	Reporting by education departments. Results of random sample survey of schools, undertaken annually by DWAF.	All schools have adequate and safe water supply and sanitation services by 2005. Reporting by education departments.
3	All clinics have adequate and safe water supply and sanitation services by 2007. (The current backlog in Western Cape is estimated at to be added)	Reporting by health departments. Results of random sample survey of clinics, undertaken annually by DWAF.	Provincial departments of health supported by National Department of Health and Department of Public Works.
4	All schools have adequate and safe water supply and sanitation services by 2005. Reporting by education departments.	Results of random sample survey of schools, undertaken annually by DWAF.	Provincial Education Departments supported by National Department of Education and Department of Public Works.
5	All bucket toilets are eradicated by 2006.	Census.	Water services authorities supported by DWAF
6	Investment in water services infrastructure in the sector totals at least 0.75% of GDP.	Intergovernmental fiscal Review.	National Treasury.
Education and health			
7	Hygiene education and the wise use of water are taught in all schools by 2005.	Curriculum includes hygiene education and wise use of water	National Department of Education
8	70% of households with access to at least a basic sanitation facility know how to practise safe sanitation by 2005 (and 100% by 2010).	Random household sample surveys undertaken by DWAF every three years, starting in 2004.	Water services authorities, supported by DWAF.
Free Basic Services			
9	Ensure free basic water policy implemented in remaining WSAs i.e. (to be added)	Annual reporting by water services authorities; random audits by DWAF.	Water services authorities.
10	Free basic sanitation policy implemented (implementation target, 2010).	National government is still to give clarity on the free basic sanitation policy. The target for 2007/08 will be to communicate the policy to all WSAs and DWAF will provide advice on implementation best practice.	
Institutional Development and performance			
11	Development of national institutional reform strategy	Addressed by National Government	
12	The institutional reform of regional water services providers completed by	Regional water services providers are established where appropriate.	DWAF (together with SALGA and SAAWU).

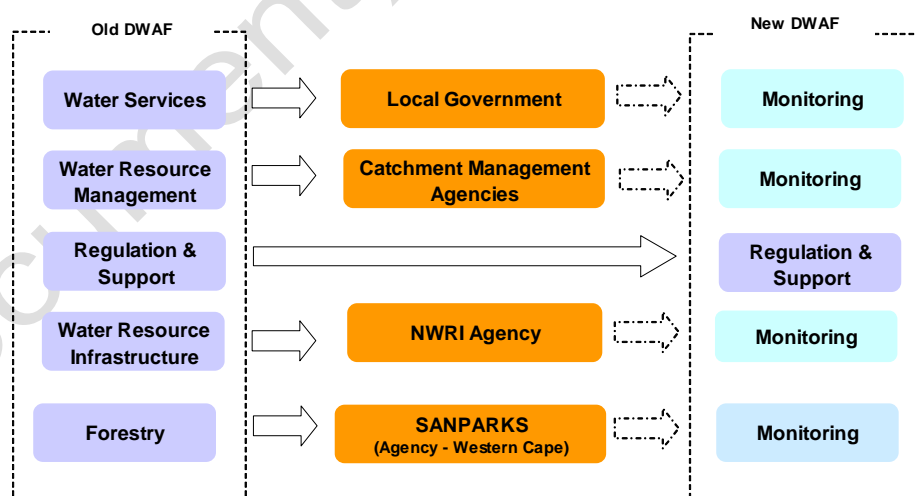
	TARGET	MEANS OF VERIFICATION	RESPONSIBILITY
	2013		
13	All assets of water services schemes in Western Cape are transferred from DWAF to water services authorities by 2008. Implications of this target for Western Cape entails	DWAF asset register.	DWAF
14	By-laws are promulgated in every water services authority area by 2005.	Target achieved in Western Cape	
15	Western Cape water services authorities report annually on progress against their water services development plans by 2005.	Progress reports submitted to DWAF.	Register of progress reports (held by DWAF). Water services authorities.
16	External water services providers are rendering services in terms of a contract with the applicable water services authority by 2005.	Contracts are lodged with DWAF	Water services authorities.
17	Water services providers contracted to Western Cape WSAs are rendering services in terms of a business plan by 2005.	Business plans lodged with water services authorities. Random audits by DWAF	Water services authorities
18	Water service authorities in Western Cape have adopted a set of key performance indicators by 2005 and report on these annually.	Reports lodged with DWAF	Water services authorities
19	Western Cape contributes to DWAF reports on sector development and progress annually.	Annual report by DWAF and Sector Review (Water Summit / Masibambane and other forums)	DWAF
20	Water allocation reform		
21	Water supply and requirements reconciliation studies for water scarce areas		DWAF Provincial Local Government & Housing

3. WESTERN CAPE WATER SECTOR CHALLENGES

3.1. TRANSFORMATION OF THE WATER SECTOR

The role of DWAF is changing as a result of the transformation of the water sector in South Africa. The focus is now on i) supporting and developing the capacity of the new agencies and institutions as they take on the functions previously managed and implemented by DWAF and ii) developing DWAF's regulatory and support function.

Figure 3.1: Representing the shift in function from the old to the new DWAF.



3.2. ISSUES RAISED BY STAKEHOLDERS (WATER SUMMIT)

Issues raised by stakeholders during the Water Summit held in April 2006 are given in Annexure A. DWAF Western Cape is confident that the strategic trust of the department for 2006/07 addresses majority of these issues.

3.3. PROJECT CONSOLIDATE AND LG&H 5 YEAR LOCAL GOVERNMENT AGENDA

Project Consolidate municipalities are supported through the LG&H's 5-year LG Agenda. This strategic plan, by necessity, deals with all matters of local government. In their 5-year plan these range from municipal organisational development to service delivery (water, housing, transport, electricity, sanitation, social welfare, health, environment, roads and storm water, culture and sport) to LED, good governance (communities and their politicians) and lastly, but not least, financial viability and management.

Each sector department needs to work under the umbrella of the DLG&H 5-year LG Agenda OR each department's support plan to LG need to be incorporated and acknowledged in the previously mentioned Agenda.

The comment that follows is a pro-active step by DWAF, as sector leader for water services, to compare support approaches being taken in the water sector to the 5-year LG Agenda.

3.3.1. COMMENT ON THE GOALS OF THE 5-YR LG AGENDA

	Objectives/Goals/Aims of the Agenda	DWAF Comment
1	Mainstreaming hands-on support to LG to improve municipal governance, performance and accountability	DWAF itself will not place fulltime staff in the water departments of municipalities but will ensure that the need for water engineers in WSAs is fed into the DBSA programme by WSAs; DWAF is currently providing support to WSAs through the Masibambane programme. Support is available to WSAs through the OSS and a draw down basis.
2	Addressing the structure and governance arrangement of the State in order to better strengthen, support and monitor LG	DWAF will commit itself to the new IGR Legislation by workshopping the legislation with DWAF staff and will align existing forums to promote cooperation and coordination which will strengthen support to Local Government.
3	Refining and strengthening the policy, regulatory and fiscal environment for LG and giving greater attention to the enforcement measures.	DWAF will commit itself to this process by having staff (institutional Directorates) stay abreast of the debate on the two tier system and provide all technical and water financial studies as required to make decisions on the distribution of powers and functions.

3.4. DEVELOPMENT ISSUES RAISED IN PDGS & SUPPORTING STRATEGIES

	Objectives/Goals/Aims of PGDS	DWAF Comment
1	The PGDS seeks to define a strategy which: <ul style="list-style-type: none"> protects sensitive environmental assets and enhances environmental quality minimises negative resource impacts and adapts to climate change accelerates economic growth enhances regional competitiveness eradicates poverty and enhances general quality of life expands economic participation and empowerment rates ensures spatial integration and enhanced urban performance improves social cohesion and good governance is responsive to local specificity requirements overcomes institutional, financial and human resource constraints through innovation and partnerships 	
2	Growth target of 6% to halve poverty and unemployment (Significant improvement in infrastructure serving the economy)	DWAFs Water Resource Management Plan, outlining the water allocation reform will contribute to achieving this target.
3	Current infrastructure investment to eradicate the Sanitation Backlog is estimated at R10,5 billion.	DWAF working with Provincial partners in defining a plan of action to address the backlog.

4	Five strategic thrusts needing special attention and investment are identified in the PGWC as: <ul style="list-style-type: none"> • an efficient public transport system; • effective and timeous asset maintenance and management; • provision of basic sanitation to all; • sustainable resources; and • training, education and research. 	DWAF has a level of input for bullets 2, 3,4 & 5
5	Availability of water resources for development	DWAF has identified the
6	The use of re-cycled water as an unutilised source in managing water demand and supply in Western Cape	This has already been identified by DWAF as a key are of opportunity and is incorporated in the strategic plan.
7	Western Cape agriculture and the opportunities for job creation. The SIP reports water as being the biggest limiting factor for growth in agriculture. There are areas of high potential soils but insufficient water to irrigate.	DWAF is addressing this in the Water Resource Management strategy
8	Use of de-salination units, extending water resources for coastal towns	

3.5. CHALLENGES FACING THE WATER SECTOR WITH RESPECT TO THE IMPLEMENTATION OF THE STRATEGIES

Challenges facing Western Cape water sector includes the following:

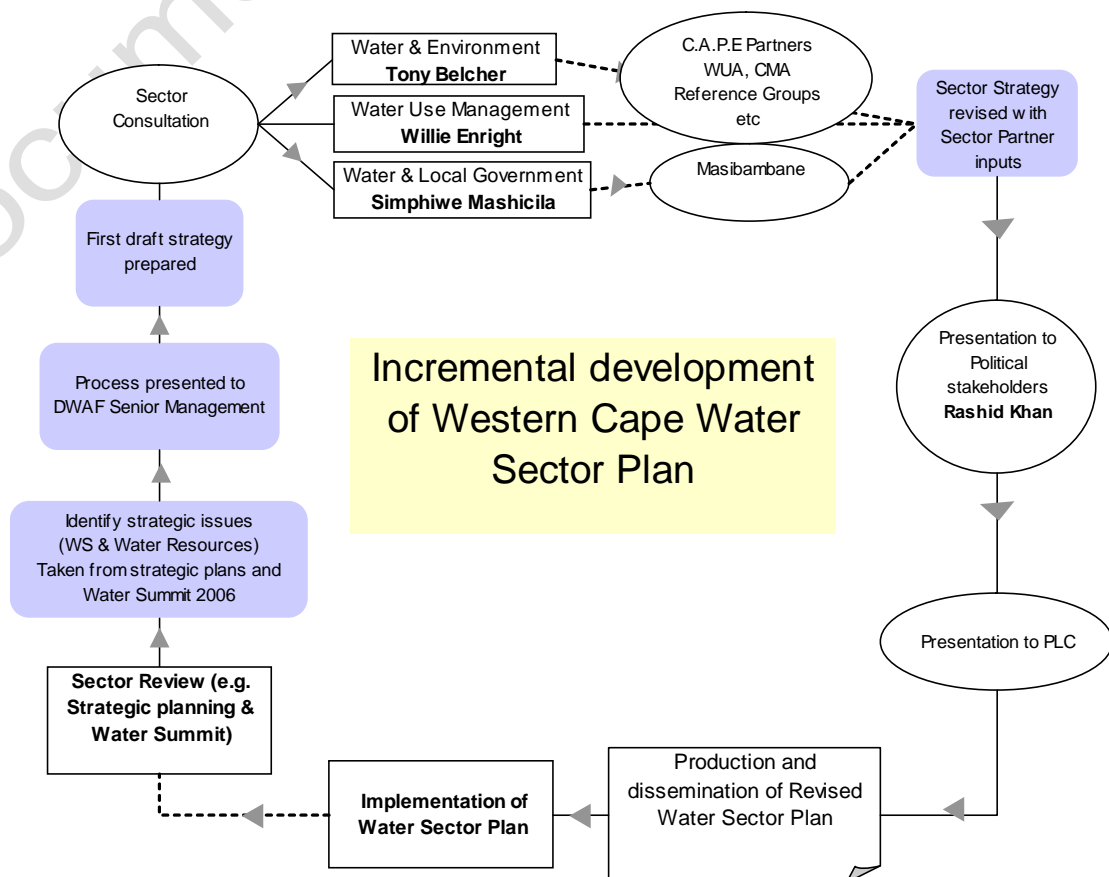
- Western Cape is a highly urbanized Province with most of the people having high expectations when it comes to water supply, sanitation options and environmental sustainability of the water environment within the province.
- Backlogs in formal housing and the requirements for water and sanitation services require large amounts of funding so that the water sector targets can be met.
- Skilled people are leaving the water sector, especially at local government level, and this affects service delivery and the quality of life of consumers.
- The NWA is the primary document guiding and directing activities to achieve water resource management. This Act and its regulations and guidelines require complex administrative procedures to manage water. This is especially true of the licensing process. All existing lawful use (to be verified) is managed either by Schedule1 of the Act, General Authorizations or Licences. DWAF Western Cape has limited capacity to administer the requirements of the legislation and this has resulted in a huge backlog of applications that are not being dealt with in a reasonable time period.

4. DEVELOPMENT PROCESS

4.1. INITIATION

The development of the Sector Strategy began in 2002 with initial interviews and one-on-one engagements with some stakeholders. This was followed by the necessary consultative workshops and engagements with senior officials representing Local and District Municipalities, City of Cape Town, Provincial Government and DWAF. The participants were briefed on the current developments within the water service sector as well as local government, given an overview of the Masibambane Programme and were requested to discuss key issues facing the water services sector in the Western Cape. Further to the established Masibambane collaborative forum, DWAF Western Cape currently engages with 50 forums associated with water resource management and the establishment of Catchment Management Agencies and Water User Associations in the province.

4.2. CONSULTATION



5. STRATEGIC ANALYSIS

The following strategic objectives are set for the Western Cape Water Sector Plan.

Water Sector Priority	Western Cape Context
Eradication of sanitation backlogs in schools (2005)	Addressed
Eradication of sanitation backlog in clinics (2007)	400 000 households without basic sanitation, Total R10.5 Billion infrastructure investment
Eradication of buckets in established settlements (December 2007)	132 440 Households
Eradication of water supply backlog (2008)	63 383 Households
Eradication of general sanitation backlog by 2010	132 440 Households
Support to Local Government	WSA Governance, Capacity Development
Water quality management (including maintenance of infrastructure)	Water quality monitoring & feedback to Local Government
Forestry enterprise development	Linked to Working for Water
Establishment of the NWRI Agency	Linked to National Initiative
Establishment and governance of water and forestry institutions	Linked to establishment of CMAs (Local WRM Institutions)
Water demand management and water conservation	Water use verification, review conditions of existing use, Actions taken to ensure compliance. Integration of WSDPs & WC/WDM. Institutionalization of WC/WDM strategies
Water allocation reform incorporating:	
License applications	Water license applications evaluated and use authorized where approved
Financial assistance	Bulk infrastructure subsidies to RPF, Purchase of WU rights for allocation to RPF
Development of new schemes	See infrastructure development
Voluntary re-allocation	WUA develop and implement strategies to increase water availability to RPF
Purchase of water rights by Implementing Agents	
Infrastructure investment	Berg river Dam, Infrastructure for RPF (Resource Poor Farmers)

(See Annexure B for detailed work plan)

6. STRATEGIC CHOICE (INPUTS FROM SECTOR PARTNERS)

- System to deliver value to stakeholders
- Clarity what the Water Sector Plan will deliver
- What is the most effective way to deliver the system
- Good leadership provides the critical component to successful implementation of the plan (They will direct the energy in the system)
- People, process and budget to implement the plan
- Capacity support to deliver the plan
- Integrating mechanisms
- Stakeholder buy-in

7. RISK TO IMPLEMENTING THE PLAN

(To be added)

Annexure A:

Issues raised at the Water Summit

The following summary was compiled from the issues raised by stakeholders attending the Western Cape Water Summit in April 2006. The full report from the summit is available from the Department of Water Affairs and Forestry.

Water and environment

- The Natural Environment / Bio Diversity
 - Climate Change and its effect on the supply and demand for water in the province should be taken into consideration.
 - It was raised by stakeholders and requested to be noted that the Environmental Economy is making a contribution to enhancing livelihoods and economic growth in the province.
 - Stakeholders raised a concern that there is not adequate management of mountain catchment areas.
 - It was requested that ecological reserves should be implemented and respected.
- Pollution & Waste
 - Municipalities are not adhering to discharge standards and as a result are seen to be the greatest polluters of Western Cape rivers.
- Urban Development
 - Future Developments are to be aligned with growth areas identified in WC PSDF and SIP
 - Possibility of future urban development along Breede River Valley Corridor and Olifantsriver to be investigated. (West Coast already exceeds water carrying capacity and climate change will worsen situation)
 - Rapid urbanization is a positive force that should be better understood and managed
 - Urbanisation is placing increased stress on water infrastructure which leads to municipalities having limited availability of water resources.

Water and agriculture

- There is a need for capacity building within HDI stakeholders. This must be included as an issue in development initiatives implemented for the Province.
 - There should be a focus on technology transfer to the HDI stakeholders
 - There must be a comprehensive understanding with respect to the abstraction of water. The implications of this abstraction for both agriculture and the environment must be determined
 - DWAF must clarify long term ownership of small dams.
 - The water rights and transformation in water allocations must be improved for the HDI community
 - The capacity of the farm workers must be developed to allow them to play a role in the economy of the country. (SMME development)
 - A clearer public understanding is needed on the water percentage allocated to the reserve
 - The portion of value-add crops being planted in Western Cape must be determined
-

- The province of Western Cape needs the assurance that water is being used for sustainable growth and development.
- The summit recognizes the water allocation reform process and its alignment with respective policies.

Water and local government

- There must be an improved planning process
 - Support must be rendered to improve the municipal IDPs to ensure the inclusion of the water service delivery targets as listed below:
 - 2007 - Bucket Eradication
 - 2008 – Water Supply
 - 2010 – Sanitation
 - Further support must be rendered to eradicate the sanitation backlog
 - Strengthen local government's understanding of government's role and responsibilities in managing water resources.
 - Improved Asset Management
 - Improved Community Connectivity (extend programmes developing the citizen's voice in water related issues)
 - Capacity building Programmes responding to support needs raised by Local Government
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Annexure B:

Western Cape Water Sector Plan (excel sheet)

Annexure C:

Water Resource Management Business Plan (excel sheet)

Annexure D:

Masibambane Project List (excel sheet)