

## CHAPTER 11 - CO-OPERATIVE GOVERNANCE STRATEGIES

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### NEED FOR CO-OPERATIVE GOVERNANCE STRATEGIES

These strategies address co-operative data collection, information sharing, sharing of visions and plans, and co-operative making of joint decisions which are satisfactory or at least acceptable to all parties. The ISP strategies define the need to interface with those of other South African government Departments, local authorities, and water service providers. The strategies represent the inherent need for establishing co-operative relationships with such organisations. This is required to ensure that management and control of the water resources in the ISP area are integrated with the relevant strategies of other organisations, whilst meeting the requirements of the particular legislation with which it must comply.

Water for development or equity is a major focus that will be pursued under the Co-operative Governance Strategy. This addresses inequities of the past and the provision of an equitable share of the water to resource previously disadvantaged communities and to improve the livelihoods of the poor. The ongoing establishment of resource-poor farmers and the provision of water to areas where land restitution or redistribution is in progress must be prioritised as one of the ways to reduce poverty.

The *Integration and co-operative governance Main Strategy* is required to address:

- ⇒ Poverty eradication issues pertaining to resource-poor farmers and other water-related initiatives;
- ⇒ Water-related land reform issues;
- ⇒ Regional, local and sector-specific co-operative governance;
- ⇒ Capacity building and support, including job creation, financial support and educational issues;
- ⇒ Water services issues.

### RELEVANT IDENTIFIED STRATEGIES

*The following specific strategies have been developed further:*

- 11.1 Poverty eradication and land reform;
- 11.2 Co-operative governance.

## 11.1 POVERTY ERADICATION AND LAND REFORM

### Management objective:

To provide water and assistance to prospective and current resource-poor farmers through the *Co-ordinating Committee for Agricultural Water* (CCAW) and the WUAs, for scheme revitalisation or for other poverty eradication and land reform initiatives, and so contribute towards social upliftment and equity in water use.

A further objective is the successful development of 5 000 ha of irrigation with Orange River water, that has been earmarked for development of new resource-poor farmer schemes in the Eastern Cape, of which 4 000 ha will be in the Fish and Sundays River catchments.

### Situation assessment:

Resource-limited farmers schemes are summarised in **Appendix 8**. Current resource-poor farmer schemes are mainly the ex-Ciskeian Kat River Scheme and Tyhefu Scheme, where some refurbishment and development is taking place. None of these schemes are functioning well and irrigation quotas are seriously under-utilised or unutilised. The extent of inequity is therefore very large, with most significant resource-poor farmer schemes having failed, with the Tyhefu Scheme now being rehabilitated.

Through the CCAW, identification and short-listing of schemes for further evaluation have been undertaken. DWAF provided the water resource availability picture to aid the identification process. Many options exist for new resource-poor farmer development.

The Co-ordinating Committee on Small-scale Irrigation Schemes (CCSIS) formulates general policies on all matters relating to resource-poor farmer schemes and also subsistence schemes.

#### *Ex-Ciskei schemes*

The Ciskei Government developed the original Tyhefu Scheme <sup>(33)</sup>. It was based on some local storage and pumping out of the Fish River. The Lower Fish River Government Water Scheme was a joint RSA/Ciskei initiative which was intended to replace the Ciskei pumping scheme with a gravity supply from a main pipeline on the RSA side of the river, via three siphon crossings. During the final design it was concluded that only one crossing would be provided. As compensation a four km long pipeline was extended into Ciskei, but which was still insufficient to supply the whole potential area. Glenmore and Ndwayana are now supplied from this pipeline. The Lower Fish River GWS made provision to supply 1 440 ha within Ciskei and the bulk water supply works within the RSA were designed to accommodate this. The works were never completed. The long-standing 1 440 ha allocation to former Ciskei irrigators at the Tyhefu Scheme fell away with the dissolution of Ciskei. None of the Tyhefu Irrigation Scheme areas (consisting of Glenmore, Ndwayana, Ndlambe, Kalikeni, Pikoli, and Committees), involving 1 646 food-plots and 33 small commercial farmers, are functioning properly.

Parts of the Tyhefu Scheme are being refurbished, of which about 160 ha at Glenmore and 60 ha at Ndwayana have been completed. For the Phase 2 development of the scheme, a 1.2 m diameter

pipeline was recently lengthened to Ndlambe Dam. A distribution network still needs to be established by others, as well as a management structure. Further implementation of Phases 3 and 4 of the scheme, in co-operation with the Department of Agriculture is a possibility, but such further phases have not yet been planned.

There are many unused allocations in the ISP area, especially in the Kat River Scheme. Ulimocor (a parastatal) managed the Kat River and Tyhefu Schemes until its disbandment. The Kat River Scheme's high investment farms (except the ex-RSA portion) have fallen into disrepair due to a lack of maintenance, poor management and vandalism.

#### *Future resource-poor farmer schemes*

Potential exists at Tyhefu for the establishment of resource-poor farmers in the Lower Fish catchment. On the right bank 1 500 ha of irrigation was planned under the Lower Fish River GWS but only about 360 ha has been developed. On the left bank (former Ciskei) only about 100 ha was originally developed, but this is expected to increase significantly now that Phases I and II of the Tyhefu bulk water rehabilitation has been completed.

A standardised approach needs to be followed for the development of the 5 000 ha that has been earmarked for development of new resource-poor farmer schemes in the Eastern Cape. Water has been reserved from the Upper Orange WMA for this identified longer-term development. A total of 1 000 ha of this has been destined for development in the Upper Orange WMA (in the Eastern Cape Province) and 4 000 ha in the Fish and Sundays River catchments. Of this, 180 ha of irrigation have already been approved near Addo. All the other potential smaller new developments that had been identified will also form part of this process.

#### *Land restitution*

The Tamboekiesvlei Scheme is a land-restitution case at Mpofu, downstream of the Kat River Dam. A formal application for water use has been received. The study into the feasibility of the scheme is being undertaken by DWAF.

#### *Land redistribution schemes*

There has unfortunately been significant failure of many land-reform redistribution irrigation schemes for resource-poor farmers in the ISP area. It is clear that a different approach to these initiatives is required. These schemes are described in **Appendix 9**.

#### **Strategic approach:**

Pro-actively support poverty eradication and land reform principles, by initiating or supporting initiatives through co-operatives governance, via the various implementation vehicles provided by legislation.

Potential schemes must be proven feasible, before new water use licences will be issued. DWAF would refrain from contributing towards bulk infrastructure unless in-field development also takes place.

A more relaxed tariff structure for resource-poor farmers needs to be considered.

#### *Ex-Ciskei schemes*

The licensing situation at both the Tyhefu and Kat River Schemes must be sorted out. All current irrigators, either existing or irrigators that could start irrigating again following rehabilitation, should be licensed before the issuing of new licences is considered. Further support of refurbishment or development at Tyhefu will only be supported if in-field development also takes place.

#### *New development with Orange River water*

The allocation of the water from the Upper Orange WMA for resource-poor farmers is perceived as mainly a provincial matter within the technical constraints of delivery, along with concerns regarding impact on quality. It is up to the province to indicate where their priorities lie, and to address the needs of prioritised resource-poor farmers via the CCAW, through co-operative governance between the DWAF, the Department of Land Affairs, the Department of Agriculture, appropriate district municipalities and DEAET. Areas of poverty have been identified in the previous census, and should provide guidance in the identification and prioritisation of resource-poor farmer schemes.

DWAF will indicate which areas are too expensive to develop and especially where technical problems may arise, such as the salination of land or unacceptable levels of pollution, which will result in rivers exceeding their Resource Quality Objectives. In addition to technical advice, DWAF may offer opinions on the perceived suitability of water use in different schemes and may suggest alternative options, but the Province has been allocated water for resource-poor farmers and must ultimately decide on how to use that allocation.

#### *Land restitution and redistribution schemes*

Provide input through the CCAW, which is responsible to ensure that land-reform redistribution developments are reviewed and that proper planning and implementation of redistribution irrigation schemes are undertaken.

#### **Management actions:**

- Prepare a short report outlining exactly how much water is currently allocated, distributed and used in resource-poor farmer schemes, along with current availability and plans on the table, for use by the CCAW, provincial authorities and district municipalities;
- Initiate feasibility studies of short-listed and prioritised potential resource-poor farmer irrigation schemes. DWAF will provide input regarding water requirements and availability of every project being considered or implemented in a structured fashion. Implement results of such feasibility studies;

- Together with the PDA, develop a protocol for the structured transfer of information, particularly from DWAF and PDA, but also from District Municipalities, regarding potential resource-poor (and commercial) farmer irrigation development information and required water-resources information;
- Revisit ways in which the irrigation development needs of the PDA, in line with the provincial economic development strategy and various priority lists, can be effectively communicated to the CCAW;
- Via the CCAW, ask the district municipalities to provide information of potentially beneficial allocations to villages for agriculture and home gardens. Ask the PDA to review the position of farm workers and their existing need for water supplies;
- Ensure the availability of staff and funds to undertake planning studies, by lobbying at a political level, to ensure a higher priority for this within the Department and other Departments;
- Arrange payment of subsidies to appropriate WUAs and assist with the sourcing of such funds, if necessary, according to the procedure for funding and construction of resource-poor farmer schemes;
- Investigate how more water could beneficially be made available to villages for agriculture and home gardens;
- Review the position of farm workers and allocations to them to identify opportunities to eradicate poverty;
- Investigate if there are any opportunities for small grower forestry;
- The pricing strategy for resource-poor farmers will be revisited at national level, and will address the need for phasing in of charges over a longer period or even waiving of charges for a number of years.

**Responsibility:**

The development of this strategy is the responsibility of the RO, with the Department of Agriculture via the CCAW. Pricing strategies are lead by the Water Resources Finance and Pricing Directorate,

**Priority:**

1 – Very high.

## 11.2 CO-OPERATIVE GOVERNANCE

### Management objective:

To improve co-operation between the RO and other authorities regarding shared decision-making and so achieve improved overall governance to better manage the water resources in the Fish to Sundays ISP area.

### Situation assessment:

Good co-operation regarding integrated water resources management between DWAF and other government departments is necessary. Close co-operation exists between DEAET, PDA and local authorities regarding streamflow reduction activities management. A Licensing Assessment Advisory Committee for streamflow reduction activities (SFRA LAAC) has been established in this regard. There is a need to vastly improve co-operative governance regarding groundwater management, especially in terms of the sustainability of groundwater schemes. A critical issue is the lack of understanding of both the potential and the limitations of groundwater use.

The existing Provincial Liaison Committee and its sub-committees, such as the Co-ordinating Committee for Agricultural Water (CCAW) involves DWAF, the Department of Agriculture, DEAET and the Department of Land Affairs. The Eastern Cape Provincial Strategy<sup>(34)</sup> and this Internal Strategic Perspective on water should be fully aligned. There is a need for groundwater to receive more specific attention by the CCAW, because of the current unco-ordinated drilling, often unknown to DWAF, to meet service delivery targets. The allocation of 4 000 ha to resource-poor farmers for new irrigation will be addressed through the CCAW, as part of the *Poverty eradication and land reform Strategy*, Strategy 11.1.

The Eastern Cape Wetlands Forum is identifying and mapping wetlands and is undertaking preliminary assessments of their condition<sup>(18)</sup>. There are however no current projects in this ISP area. The Forum acts as a think tank and co-ordinating body for the development of wetland management research and education in the Eastern Cape. An existing Integrated Water Services Management Forum also exists.

The catchment forum/s that will be established will facilitate co-operative governance regarding water users.

The large impacts on water resources that are caused by informal settlements, especially on the Bloukrans tributary of the Kowie River, requires urgent intervention through co-operative governance. DWAF needs to provide further assistance to Makana Local Municipality to address the situation as part of the *Water Quality Management Strategy*, Strategy 6.2.

The integrated nature of the Orange-Fish transfer scheme requires close co-operation between DWAF and various organisations regarding future planning and development, specifically regarding the development of new resource-poor farmer schemes.

## Strategic approach:

Owing to the extremely limited DWAF RO capacity to enforce, police or monitor water development, use and compliance, a platform of dialogue is required where different user groups and users can negotiate the disputes that cannot be solved at WUA level.

DWAF, through its RO, is currently fulfilling the role of the future Catchment Management Agency. This CMA will be, for all intents and purposes, a co-operative governance body. Water supply impacts on all development, and land uses in turn feed back to impact on water resources. Management of the resources is, by its nature, a co-operative governance activity.

DWAF is committed to manage the provision of water within a co-operative governance framework and will communicate extensively with all relevant partners to ensure information sharing, joint planning based on the realities of resource availability and possible impacts, and efficient use which meets the needs of the largest numbers of people.

The approach is to promote the effective management of water resources through co-operation between DWAF, other government departments, and provincial, district and local authorities. DWAF will be actively involved with existing co-operative bodies with responsibility regarding the use of water (e.g. the Provincial Liaison Forum, the CCAW and the SFRA LAAC) and will ensure active involvement in bodies that might be established.

## Management actions:

1. Identify and assess all legislation that impacts on DWAF's activities, and set up liaison for additional problem areas that need to be addressed;
2. Define all the existing and required lines of communication and relationships. Document all levels of co-operative governance, e.g. how decisions will be made and the responsibilities of each party and aim for signed Memorandums Of Understanding;
3. Review the effectiveness of relevant committees and other liaison structures and propose changes as needed;
4. Provide feedback on the Provincial Situation Assessment done by the Eastern Cape Provincial Administration. Regularly liaise with the Eastern Cape Provincial Government. Assist with the compilation of the Provincial Growth and Development Plan wherever there are implications for the water resource and share information;
5. Manage data collection and sharing with other departments, local authorities and institutions through the *Information Management Strategy*, Strategy 13.1;
6. Arrange regular meetings between DWAF, PDA, DEAT and DEAET for improved co-operation regarding the management of wetlands, estuaries and invasive alien plant control programmes. Support the identification and undertaking of further phases of the Eastern Cape Wetlands Inventory study;
7. Implement a pro-active policy to inform infrastructure planning processes being undertaken by DWAF's co-operative government partners, that could potentially impact on water management, about DWAF views and requirements to take into account when planning;
8. Implement a pro-active policy regarding IDPs and WSDPs;

9. Establish a WC&DM initiative with local authorities, PDA and the Department of Housing;
10. Ensure groundwater representation on the CCAW and ensure that hydrogeologists play an active role in the catchment forum/s to be established, so as to promote sustainable groundwater development;
11. Maintain ongoing discussion with the Makana Municipality regarding the large water quality impact of informal settlements on the Bloukrans tributary of the Kowie River, to reduce the extremely high levels of pollution.

**Responsibility:**

Although the issues identified are at ISP level, the need for improved co-operative governance is a national and provincial requirement, with action from the RO on area specific matters.

**Priority:**

1 – Very high.