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Department:
Water and Sanitation
REPUBLIC OF SOUTH AFRICA

Post Feasibility Bridging Study for the Proposed Bulk Conveyance Infrastructure from the Raised Clanwilliam Dam (WP0485)

Historically Disadvantaged Farmers Report






June 2021

Department of Water and Sanitation
Directorate: Water Resource Development Planning

POST FEASIBILITY BRIDGING STUDY FOR THE PROPOSED BULK CONVEYANCE INFRASTRUCTURE FROM THE RAISED CLANWILLIAM DAM

APPROVAL

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Post Feasibility Bridging Study for the Proposed Bulk Conveyance Infrastructure from the Raised Clanwilliam Dam

Reports produced as part of this project are indicated below.

Bold type indicates this report.

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7	P WMA 09/E10/00/0417/6	Existing Conveyance Infrastructure and Irrigated Land
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18	P WMA 09/E10/00/0417/9	Soil Survey
19		Financial Viability of Irrigation Farming Sub-Report
20	P WMA 09/E10/00/0417/11	Agricultural Production and Farm Development
21		Right Bank Canal Cost Analysis Sub-Report
22		Socio-Economic Impact Analysis Sub-Report
23	P WMA 09/E10/00/0417/12	Socio-Economic Impact Analysis
24	P WMA 09/E10/00/0417/14	Record of Implementation Decisions Report
25	P WMA 09/E10/00/0417/1	Main Report
26	**P WMA 09/E10/00/0417/15**	**Historically Disadvantaged Farmers Report**

Concise Description of the Content of Study Reports

Report Index	Report Number	Report Title and Description of Content
1		Inception The report forms part of the contract and stipulates the scope of work for the study, the contract amount and the contract period. It contains a detailed description of tasks and methodology, a study programme, human resource schedule, budget and deliverables. The Capacity Building and Training Plan has been included.
2	P WMA 09/E10/00/0417/2	Capacity Building & Training Year 1 Describes the range of capacity building and training activities planned for the study, and the activities undertaken during the first year of the study, including field-based training, training workshop 1 and mentorship of DWS interns through secondment.
3	P WMA 09/E10/00/0417/3	Capacity Building & Training Year 2 Describes the range of capacity building and training activities planned for the study, and the activities undertaken during the second year of the study, including field-based training, training workshop 2 and mentorship of DWS interns through secondment.
4	P WMA 09/E10/00/0417/4	Water Requirements Assessment Provides an analysis of the existing water use and current water allocations in the study area, and addresses ecological water requirements, water use for irrigated agriculture and projections for future use, current domestic and industrial water use and projections for future use, water use for hydropower and water losses in the water supply system.
5	P WMA 09/E10/00/0417/5	Distribution of Additional Available Water Confirms the volume of additional water available for development, after water has been reserved for the current water uses, as well as making recommendations on how the additional yield should be distributed among water use sectors and water users.
6		Existing Infrastructure and Current Agricultural Development Sub-Report Provides an overview of the extent and general condition of the current bulk water storage and conveyance infrastructure. This report also provides an overview of the locality and extent of the existing agricultural areas determined by reviewing Geographic Information System (GIS) data obtained from various sources.
7	P WMA 09/E10/00/0417/6	Existing Conveyance Infrastructure and Irrigated Land An update of the Sub-Report, providing a refinement of the current agricultural water requirements following evaluation of the current crop types, an assessment of the desirability of diverting releases for downstream irrigators via the Clanwilliam Canal and Jan Dissels River, to meet the summer ecological flows in the lower Jan Dissels River, and presents an Implementation Action Plan with costs.

Report Index	Report Number	Report Title and Description of Content
8		Suitable Agricultural Areas and Land Ownership Sub-Report Description of the collection of information and the preparation undertaken for the analysis of options, which includes a summary of existing irrigated areas and water use, cadastral information, land ownership, environmental sensitivity, soils suitability, water quality considerations and constraints, and the initiation of the process to identify additional areas suitable for irrigation.
9		Evaluation of Development Options Sub-Report Describes the salient features, costs and impacts of identified potential irrigation development options for new irrigation development in the lower Olifants River. This provides the background and an introduction to the discussions at the Options Screening Workshop held in December 2018.
10	P WMA 09/E10/00/0417/10	Suitable Areas for Agricultural Development Describes the supporting information, process followed and the salient features, costs and impacts of identified potential irrigation development options for new irrigation development in the lower Olifants River. Recommends the preferred options to be evaluated at feasibility level.
11		Right Bank Canal Feasibility Design Sub-Report Describes the Design Criteria Memorandum, based on best practice in engineering and complying with recognised codes and standards. Description of route alignments and salient features of the new Right Bank canal. Feasibility-level design of bulk infrastructure, including evaluation of capacities, hydraulic conditions, canal design, surface flow considerations, canal structures, power supply and access roads. Operational considerations and recommendations.
12		Conceptual Design Sub-Report Describes the scheme layouts at a conceptual level and infrastructure components to be designed, alternatives to consider or sub-options, and affected land and infrastructure, as well as the updated recommended schemes for new irrigation development.
13		Environmental Screening Sub-Report Describes and illustrates the opportunities and constraints, and potential ecological risks/impacts and recommendations for the short-listed bulk infrastructure development options at reconnaissance level. Describes relevant legislation that applies to the proposed irrigation developments.

Report Index	Report Number	Report Title and Description of Content
14		Jan Dissels and Ebenhaeser Schemes Feasibility Design Sub-Report Describes the Design Criteria Memorandum, based on best practice in engineering and complying with recognised codes and standards. Description of route alignments and salient features of the Jan Dissels and Ebenhaeser schemes. Feasibility-level design of bulk infrastructure, including evaluation of capacities, hydraulic conditions, intake structures, balancing dams and reservoirs, rising mains and gravity pipelines and trunk mains where relevant, power supply and access roads. Operational considerations and recommendations.
15	P WMA 09/E10/00/0417/13	Feasibility Design Description of the approach to and design of selected bulk infrastructure at feasibility level, with supporting plans and implementation recommendations.
16	P WMA 09/E10/00/0417/7	Topographical Surveys Describes the contour surveys for the proposed identified bulk infrastructure conveyance routes and development areas, the surveying approach, inputs and accuracy, as well as providing the survey information.
17	P WMA 09/E10/00/0417/8	Geotechnical Investigations Presents the findings of geotechnical investigations of the various identified sites, as well as the approach followed, field investigations and testing, laboratory testing, interpretation of findings and geotechnical recommendations.
18	P WMA 09/E10/00/0417/9	Soil Survey Describes the soil types, soil suitability and amelioration measures of the additional area covering about 10 300 ha of land lying between 60 to 100 m above river level, between the upper inundation of the raised Clanwilliam Dam and Klawer.
19		Financial Viability of Irrigation Farming Sub-Report Describes the findings of an evaluation of the financial viability of pre-identified crop-mixes, within study sub-regions, and advises on the desirability of specific crops to be grown in these sub-regions. It includes an evaluation of the financial viability of existing irrigation farming or expanding irrigation farming, as well as the identification of factors that may be obstructive for new entrants from historically disadvantaged communities.
20	P WMA 09/E10/00/0417/11	Agricultural Production and Farm Development This report will focus on policy, institutional arrangements, available legal and administrative mechanisms as well as the proposed classes of water users and the needs of each. This would include identifying opportunities for emerging farmers, including grant and other types of Government and private support, and a recommendation on the various options and opportunities that exist to ensure that land reform and water allocation reform will take place through the project implementation.

Report Index	Report Number	Report Title and Description of Content
21		Right Bank Canal Cost Analysis Sub-Report Provides an economic modelling approach to quantify the risk of the failure of the existing main canal and the determination of the economic viability of the construction of the new right bank canal to reduce the risk of water supply failure.
22		Socio-Economic Impact Analysis Sub-Report Describes the socio-economic impact analysis undertaken for the implementation of the new irrigation development schemes, for both the construction and operational phases. This includes a description of the social and economic contributions, the return on capital investment, as well as the findings of a fiscal impact analysis.
23	P WMA 09/E10/00/0417/12	Socio-Economic Impact Analysis Synthesis of agricultural economic and socio-economic analyses undertaken, providing an integrated description of agricultural production and farm development and socio-economic impact analysis, as well as the analysis of the right bank canal costs and benefits.
24	P WMA 09/E10/00/0417/14	Record of Implementation Decisions Describes the scope of the project, the specific configuration of the schemes to be implemented, the required implementation timelines, required institutional arrangements and the required environmental and other approval requirements and mitigation measures, to ensure that the project is ready for implementation.
25	P WMA 09/E10/00/0417/1	Main Report Provides a synthesis of approaches, results and findings from the supporting study tasks and interpretation thereof, culminating in the study recommendations. Provides information in support of the project funding motivation to be provided to National Treasury.
26	P WMA 09/E10/00/0417/15	Historically Disadvantaged Farmers Report Describes the activities undertaken by an independent consultant to evaluate existing HDI Farmers policies and legislative context, identify, map and analyse prospective HDI farmers and potential land for new irrigation, as well as propose a mechanism for the identification and screening of HDI farmers.

List of Acronyms

Acronym	Definition
BEE	Black economic empowerment
CASP	Comprehensive Agricultural Support Programme
CPA	Community Property Association
DAFF	Department of Agriculture, Forestry and Fisheries
DALRRD	Department of Agriculture, Land Reform and Rural Development
DRDLR	Department of Rural Development and Land Reform
DWS	Department of Water and Sanitation
ha	hectare
HD	Historically disadvantaged
HDI	Historically disadvantaged individual
JV	Joint Venture
NWA	National Water Act
LORGWS	Lower Olifants River (Vanrhynsdorp) Government Water Scheme
LORWUA	Lower Olifants River Water User Association
PSC	Project Steering Committee
PSP	Professional Service Provider
SIZA	Sustainable Initiative of South Africa
VinPro	Organisation for vineyard producers
WCDoA	Western Cape Provincial Department of Agriculture
WIETA	Wine Industry Ethical Trade Association

Executive Summary

Introduction and Background

The need for an assessment of the interest and needs of historically disadvantaged individual (HDI) farmers, to be considered for taking up additional water, following the raising of Clanwilliam Dam, was identified at a Project Steering Committee (PSC) meeting. This would include both existing and prospective HDI farmers. The need to revisit and review policies and to provide a mechanism for the identification and screening of HDI farmers was further identified, to assist DWS during the water licence application process. It was agreed that an independent HDI Farmers specialist should be appointed.

A process was followed to identify and shortlist potential candidates as an external HDI Reviewer. Following approval, Ms Sharron Marco-Thyse was appointed as the HDI Farmers independent specialist. The HDI Farmers specialist reporting directly to the Project Manager of DWS, although appointed as a sub-consultant under the Post Feasibility Bridging Study by the Professional Service Provider for the study, Zutari. Zutari provided study context and guidance on the study evaluation process to the independent specialist as well as provided technical support where necessary.

Overview of the Scheme

Clanwilliam Dam, which forms part of the Lower Olifants River Government Water Scheme, has a live storage capacity of 122 million m^3. Water is released from the Clanwilliam Dam down the Olifants River from where it flows to Bulshoek Weir, whence it is distributed further via an extensive canal system. The scheme supplies water for irrigation, industrial and domestic use, serving several towns and communities, as well as Tronox Mine and its smelter.

The Clanwilliam Dam Raising Feasibility Study, concluded in 2008, found that a 13 m dam raising would be economically viable and socially desirable, thereby increasing the current storage volume to 344 million m^3. A substantial increase in yield from the dam of 82 million m^3/a (based on a 1:10 year assurance of supply) can be achieved.

The identification and evaluation of new irrigation development options were evaluated as part of this study. Three government water schemes have been recommended for implementation, and seven schemes for private sector implementation. The recommended schemes entail both the

development of new land for irrigation as well as the replacement of lower-value crops of existing irrigation with higher-value crops.

Approach and Methodology

The key objectives of the Clanwilliam Bridging Study were the starting point for the work of the *Sub-Committee for Historically Disadvantaged Farmers*, and shortened to *HD Farmers Sub-Committee*. Sub-Committee members then identified the key areas and tasks required for the HD Farmers evaluation, to meet the study objectives.

By using interpretive inquiry, an interactive process was ensured in the way that people were engaged. The engagement started with each interest group through individuals and existing groups, to build support for the process, to gather information and bring the collective or part thereof together, and to obtain references to other relevant stakeholders. The approach followed was to collect relevant supporting data and information, create opportunities for interest groups to identify ways of working together, and obtain input to the development of selection criteria for HD farmers and broad areas of a framework to be able to develop a mechanism to identify HD farmers.

The initial list of interviewees was drawn from existing lists and contacts of the members of the Sub-Committee. The snowballing approach was used to identify subsequent respondents, i.e. interviewees were asked to recommend others that they consider might be interested and/or can add valuable information.

Face-to-face interviews were conducted in the initial phase of the project. Subsequently, due to COVID19, new and follow-up interviews were conducted via phone and online platforms.

Management Meetings

Project Steering Committee Meetings

The HD Farmers Specialist attended Project Steering Committee meetings to ensure that the members of the PSC meetings stayed updated on developments, and to source additional contacts and information. This assisted in incorporating the needs of resource-poor farmers into the planning and strategising and bearing in mind the most sustainable options to meet the State's transformational imperative within the agricultural sector.

TOR for HD Farmers Sub-Committee

Terms of reference (TOR) for the HD Farmers Sub-Committee was compiled and approved.

The Sub-Committee forms part of the PSC of the *Post Feasibility Bridging Study for the Proposed Bulk Conveyance Infrastructure from the Raised Clanwilliam Dam* study and is an advisory committee to DWS, while the study is underway. The committee was established to inform the identification of subsistence, emerging and commercial farmers to benefit from the additional yield from the raising of the Clanwilliam Dam. Following the conclusion of the study, the Sub-Committee will continue its activities.

The TOR addresses:

- Committee name;
- Aim;
- Purpose;
- Membership;
- Roles and responsibilities
- Meeting arrangements;
- Reporting; and
- Review.

HD Farmers Committee Meetings

Seven meetings of the HD Farmers Sub-Committee was held to manage this task.

Membership comprised of the following organisations:

- DWS, Options Analysis, National Water Resources Planning and Western Cape Region
- WCDoA;
- DALRRD, Water Use and Irrigation Development;
- DRDLR;
- HDI Farmers Specialist; and
- Study Leader from Zutari.

Stakeholder Engagement, Mapping and Analysis

Engagement with HDI stakeholders was done to gauge their interest, to ask people whether they would like to participate in the planned irrigation schemes, gauge the interest by white commercial farmers, identify ways for HDIs to participate in irrigation schemes, gauge the availability of land for sale, and determine the interest of white commercial farmers/landowners in joint ventures with other black farmers or their farmworkers.

The HDI Farmers specialist met with identified role-players to acquire specific information and get their views. This mainly entailed dealing with individuals or very small groups. The semi-structured interviews also led to suggestions, issues, references to other prospective farmers to consider, etc. Caution was exercised to not raise unnecessary expectations during the engagement, by *inter-alia* being mindful to describe timeframes.

Role-players met with included:

- HDI worker trusts;
- Farmworker forums;
- Commodity groups, including smallholder farmers;
- Different spheres of Government (local/provincial/national government);
- Commercial black farmers;
- Key informants in Civil Society Organisations ;
- Small HDI users in municipal areas; and
- Commercial enterprises and farmers.

Concerns and challenges experienced were:

- Confidentiality was identified as a significant issue. Interviewees were very concerned about whether details of the discussions would be shared on a public platform, and because no confidentiality agreement is in place;
- Lack of trust in the process;
- The low level of organisation of HD farmers resulted in the process of accessing groups and individuals being slow and tedious;
- Requests for more detailed information were not responded to, e.g. asking for the size of land available, ownership, etc.; and
- The difficulty of verifying information.

Information obtained from the stakeholder engagement was used to populate the database of existing and prospective HDI water users and potential land for new irrigation. All interest expressed, both inside and outside of the West Coast District Municipality, was included in the database.

This activity involved:

- Updating the database with detailed information and responses of interested existing or potential black farmers (either subsistence, emerging or commercial);
- Noting the (gauged) interest of white commercial enterprises/landowners in joint ventures (JVs); and
- Updating the database with suitable land available to farm under irrigation.

The land size of 7 275 ha is the current requests for new land to irrigate, for new farmers and farmers requesting expansion, as populated in the database. Stellar Wines and Crispy Crop have each requested 1 000 ha for expansion.

The information includes a pool of people related to subsistence and smallholder farming in and around the study area, as Government's focus is on smallholder farmers, to enable them to grow to commercial farmers.

Policy and Legislative Context

A sub-report titled *A Review of Existing Policy Support for Historically Disadvantaged Farmers* was compiled. This report provides a comprehensive review of existing policies related to HDI farmers in post-apartheid South Africa.

The objective of the review is:

- To draw attention to the central points of the various policies;
- To identify consensus and overlaps in policies;
- To identify policy gaps and shortfalls as it relates to the targeted beneficiaries; and
- To provide recommendations to improve relevant implementation of existing policies.

The sub-report synergise policies developed by the Department of Agriculture, Forestry and Fisheries (DAFF), DWS and the Department of Rural Development and Land Reform (DRDLR). It addresses the aim, responsible department/s, and the gaps of the various relevant policies. The following policies and other documents have been reviewed:

- Comprehensive Agricultural Support Programme (CASP), aimed at post-settlement support to land reform beneficiaries;
- Resource-Poor Farmers Policy, aimed at sustainable water supply to contribute towards eradicating poverty and increase food security;
- Comprehensive Producer Development Support Policy, aimed at harmonising, guiding and overseeing the support services provided to HD Farmers;
- National Water Act (NWA) – as it relates to the group in discussion;
- AgriBEE;
- Water and Sanitation Master Plan;
- Joint venture irrigation enterprises; and
- Challenges and impact of pricing strategies.

Considering the slow pace of land reform, the limitations of policies to address the myriad of issues encountered have been acknowledged.

Recommendations made address:

a) The lack of youth/women in benefiting from the said policies;
b) The need for training and skills development;
c) Joint ventures as a solution;
d) The shared burden of the cost of redress;
e) Political imperatives and return on investment – addressing the continuum of needs in the various categories of intended beneficiaries;
f) One-stop-shop: cooperation and collaboration amongst all spheres of government;
g) Reducing administrative red tape and speeding up water usage licence processes;
h) Upskilling extension services/farmer support divisions, etc.; and
i) The impact of climate change:
    i) Green technology; and
    ii) sustainable agricultural practices.

Mechanism for Identification of HD Farmers

The *Mechanism for the Identification of HD Farmers* is a tool that will aid the selection between different applicants for water licences.

The criteria in the mechanism are sorted into five categories, as follows:

a) **Work experience**: Farm management, general farmer work and existing (farming) business;
b) **Support available**: Mentors, relation with commodity groups, extension services, ongoing training programmes;
c) **General**: Passion for farm work: general management skills and experience, age (youth) and women.
d) **Education:** Formal training in agriculture and business, informal training, education levels; and
e) **Land available**.

The percentage of water that will be allocated to woman, the youth and the disabled would need to be noted and allowed for. It will however be important that they productively make use of the water. Weighting can be attached to the criteria.

It is envisaged that a Committee would be established for the selection of HD farmers to allocate water to.

Findings and Recommendations

Summary of the Study and the Results

Resource poor farmers face multi-layers challenges and constraints that impact on their social capital. Social capital refers to the network of relationships and flow of information that enables the access to resources and opportunities. The low level of organisation and visibility of resource-poor farmers continues to restrict their access and growth. This has been evident in the slow process of identifying interested parties and in turn HD farmers lacking the means to identify available private land and building relationships with existing land owners.

Some farm workers are organised through existing employer relations. Some of the advantages are existing business opportunities and an available mentor relationship. The disadvantages maybe that there are limited independent growth and that employer-employee problems may adversely impact the empowerment of HD farmers and the growth of their business.

Numerous government policies identify youth, women and people with disabilities as key to long-term growth and sustainability of the South African economy. It is crucial therefore that to ensure this transpire, this has to reflect in both budget and plans of the stakeholder departments. An increase of youth, women and people with disabilities in training programmes such as business management and farming production and new mentorships, will contribute to achieving this objective.

Institutional processes is important to help unlock support and coordinate successful implementation across inter-departmental and different spheres of Government. Such a collaborative engagement requires buy-in from senior leadership to bring about change in institutional practice that enable collaborative implementation through the sharing of plans, budgets and resources (staff and time). The involvement of local and provincial, especially the WCDoA, DALRRD, and the Local Economic Development Unit of the Matzikama and Cederberg Municipalities, are vital to the success of this initiative.

Recommendations

The following recommendations will be the responsibility of the HD Farmers Sub-committee to either implement and/or mandate other stakeholders to undertake.

Maintaining Stakeholder Interest

a. The HD Farmers Sub-committee maintain contact with the interested HD farmers through regular updates on their progress.
b. To host public meetings specifically for farmworkers, subsistence, smallholder farmers and HDIs interested in farming.

Trust and Confidentiality

a. Establish clear procedures of management and confidentiality of information gathered. This is especially relevant to information regarding possible joint ventures and/or land available for sale to individuals. The engagement with individual HD farmers to verify and follow up on the lack of specific information, concerning available land, should be done with sensitivity.
b. Discuss the possibility that landowners may engage in land speculation where there is an interest.
c. The identification of farmworkers participation and other joint venture proposals to have open and direct sessions with farmworkers to ensure full understanding of the process.

Policy Guidelines

a. The project implementation strategy to collaborate across Government departments to expedite the inter-changeable use and management of land through exploring the availability of State land, other than municipal commonage and land under DALRRD.
b. To develop clearer contracts under the Joint Venture option that ensure long-term benefits for HD farmers and reduce the risks of fronting.
c. To identify and explore strategies where Government departments have implemented programmes that target youth, women and people with disabilities to participate as beneficiaries.
d. Establish mentorship programmes in business management, farm practices and market access with support from government departments and commodity groups to address blockages that limits growth.
e. Identify opportunities to fast-track support for smallholder HD farmers who are achieving success and producing for the market.
f. Duplication of policies should be avoided, and it should be made clear which Government departments take responsibility and who provides support.
g. Emphasis needs to be placed on the agricultural future shifting towards green investment for eco-friendly technology at primary agricultural levels, upstream and downstream in the supply chain and contribute to sustainable agriculture.
h. Provide a mechanism, through organised HD farmer groups that enable them to improve their negotiating power base for input materials and other resources.

Mechanism for Selection and Screening of HD Farmers

a) **Continuation of the current HD Farmers Sub-committee** - to continue holding the responsibility for identification and selection of HD farmers and allocation of land and water.
b) **Coordinate a multi-stakeholder, multi-year HD Farmer support programme** - Prepare and coordinate a programme that will strengthen resource-poor farmers to operate optimally and farm sustainable and on a larger scale.
c) **Appoint Adjudication Committee**: A committee is required for the selection of HD farmers and allocation of land and water. The Committee should consist of representatives of DWS, DALRRD, WCDoA, Matzikama Municipality and individual(s) with experience and knowledge of the agricultural sector and HD farmers. The members of such an Adjudication Committee should reflect individuals that have a good understanding of the transformational agenda of the agricultural sector and have knowledge of challenges within an agri-business, and who understand State processes.
d) **Mentorship** programme to be developed and the appropriate Government Department to establish and monitor this process, with clear deliverables to be developed by all partners.
e) **Roles and Responsibilities:** The roles and responsibilities of relevant Government Departments needs to be specified. Clear tasks and deliverables should be agreed on and assigned to the respective departments and levels of Government. The cooperative plan should be agreed upon at senior management level, with the assignment of staff and budgets to ensure the implementation of each stakeholder's contribution towards the overall plan.

Concluding Remarks

The majority of respondents are hopeful that the additional water and support to HD farmers will bring relief to the many resource-poor families. Smallholder farmers and especially existing HD farmers/agri-businesses are looking forward to accessing land to expand existing agri-businesses such as black brand owners who want to produce wine from their vineyards. The possibilities are numerous for growing jobs and the economy for the West Coast District Municipality, the Western Cape Province and the country.

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1 Introduction

1.1 Project Background

The Clanwilliam Dam is situated on the Olifants River near the town of Clanwilliam in the Olifants/Doorn River Catchment Management Area in the Western Cape. The dam requires remedial work for safety reasons, which in turn offers the opportunity for the farming activity to increase the yield by raising the dam wall and enlarging the storage capacity. Water use in the region is predominantly for irrigated agriculture.

A feasibility study was completed in 2008, which concluded that the raising of Clanwilliam Dam and further associated agricultural development is economically viable and socially desirable. The feasibility study recommended the raising of the full supply level of the existing Clanwilliam Dam by 13 m, to augment the water supply to the existing scheduled irrigation area, towns and industrial use, as well as to provide additional water for new irrigation areas to establish historically-disadvantaged farmers, as well as supply other local water users.

The environmental authorisation for the raising of Clanwilliam Dam has been effective from February 2010 and the project was approved by the then Minister of Water and Environmental Affairs as a Government Water Works in August 2010. The implementation of this project is currently in the construction stage, which commenced in October 2018, after a significant delay.

1.2 Study Objective

The objective of the *Post Feasibility Bridging Study for the Proposed Bulk Conveyance Infrastructure from the Raised Clanwilliam Dam* is to provide recommendations on the bulk conveyance infrastructure required for the equitable distribution of the existing and additional water from the raised Clanwilliam Dam. The additional water will be used to meet the ecological water requirements of the Olifants River, provide irrigation water to existing irrigators at a higher level of assurance and new irrigators and most importantly support historically disadvantaged farming projects and other broad-based black economic empowerment opportunities.

The feasibility design and costing for the bulk infrastructure of three new irrigation schemes have been done, and the project will be made implementation-ready.

1.3 Objective of This Report

The report provides an overview of the preparatory work of the Sub-committee for Historically Disadvantaged Farmers (HD Farmers Sub-committee) to ensure that HD farmers and communities benefit from the newly released water from the raised Clanwilliam Dam.

The HD Farmers Sub-committee was tasked to establish guidelines that will assist the Department of Water and Sanitation (DWS) to ensure that HD farmers have access to and benefit from the additional water from the raised Clanwilliam Dam.

This report describes the preparatory work of the HD Farmers Sub-committee to meet its objective. It describes the process of identification of historically disadvantaged individuals (HDIs) and existing HD farmers who are interested in farming and other supporting activities.

It is important to note that this report has been compiled by an independent specialist, reporting directly to the Project Manager of the DWS, although appointed as a sub-consultant under the Post Feasibility Bridging Study by the Professional Service Provider for the study, Zutari. Zutari provided study context and guidance on the study evaluation process to the independent specialist as well as technical support where necessary.

1.4 Structure of the Report

Chapter 1: Introduction (this Chapter): Introduces and provides background to the study and task objective.

Chapter 2: Overview of the Scheme: Describes the existing scheme, as well as current and potential future water uses.

Chapter 3: Approach and Methodology: Describes the approach followed and the rationale for using the specific approach and methodology.

Chapter 4: Management Meetings: Provides an overview of the meetings that were conducted.

Chapter 5: Stakeholder Engagement, Mapping and Analysis: Describes the stakeholder engagements, map the various stakeholder groupings and analyse the outcomes of these engagements.

Chapter 6: Policy and Legislative Context: Appraisal of the existing Resource-Poor Farmer Policies and Recommendations.

Chapter 7: Mechanism for Identification of HD Farmers: Describes key issues to consider when considering the allocation of water, land and other resources required.

Chapter 8: Summary and Recommendation: A summary of the approach and methodology followed is provided, the results are discussed and recommendations are made.

2 Overview of the Scheme

2.1 Current Clanwilliam Scheme

Figure 2- provides an overview of the existing conveyance infrastructure downstream of Clanwilliam Dam.

2.2 Clanwilliam Dam

The Clanwilliam Dam has a live storage capacity of 122 million m^3. The dam currently supplies approximately 11 000 ha of scheduled water downstream of the dam. There are 318 ha scheduled allocations from the dam basin.

Due to proposed betterments to improve the safety of the dam wall, the opportunity to raise the dam was investigated. The Feasibility Study, concluded in 2008, found that a 13 m dam raising would be economically viable and socially desirable, thereby increasing the current dam storage volume to 344 million m^3.

A substantial increase in yield from the dam of 82 million m^3/a (based on a 1:10 year assurance of supply) can be achieved.

2.3 Clanwilliam Canal

The Clanwilliam Canal, approximately 18 km in length, originates at the Clanwilliam Dam wall, passes through Clanwilliam town and crosses the Jan Dissels River. The canal, which was built in 1940, supplies water for irrigation. The Canal is owned by the DWS, and the Clanwilliam Water User Association is responsible for the canal's operation and maintenance. In the Clanwilliam Scheme, there are 564 ha of scheduled allocations from the Clanwilliam Canal and 665 ha allocated from the Olifants River.

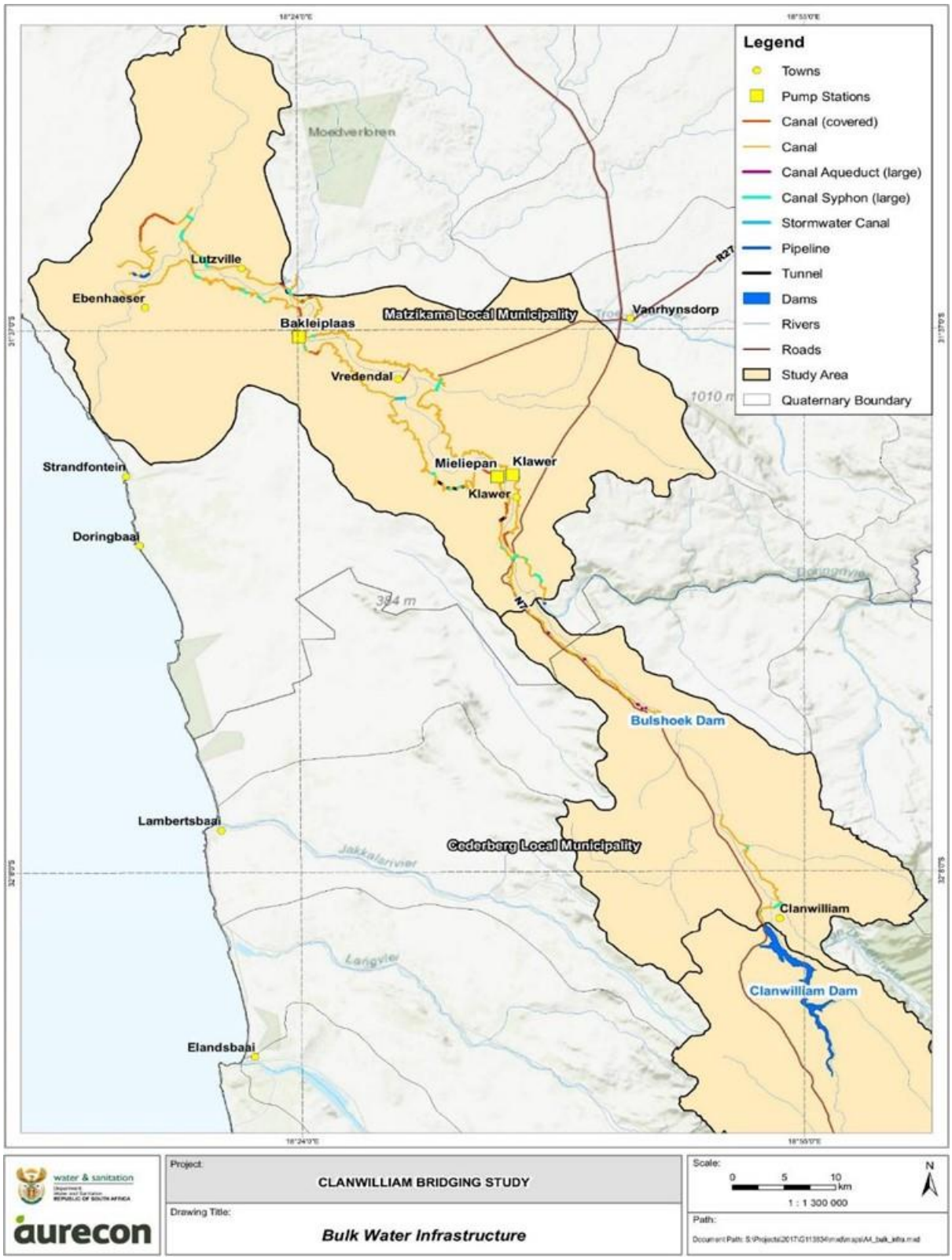

Figure 2-1: Overview of Clanwilliam Dam Existing Infrastructure

2.4 Lower Olifants River (Vanrhynsdorp) Government Water Scheme

The Lower Olifants River (Vanrhynsdorp) Government Water Scheme (LORWGS) consists of the canal system fed from Bulshoek Weir, with water released from the Clanwilliam Dam. The canal system (the lower Olifants Canal) supplies irrigation, industrial, and domestic water to the Matzikama Municipality for the following towns and communities: Vredendal, Klawer, Lutzville, Koekenaap, Ebenhaeser, Papendorp, Strandfontein, Doring Bay and Vanrhynsdorp. The Tronox Mine at Brand-se-Baai and its smelter near Koekenaap are also supplied with water from the canal system.

The Lower Olifants River Water User Association (LORWUA) is responsible for the general operation and maintenance of the canal, whereas the DWS is responsible for upgrading and refurbishment, including repairs of major breaks. The transfer of the operation and maintenance of the LORGWS from the Department of Water Affairs and Forestry (DWAF) (now DWS) to the LORWUA was approved in 2001. LORWUA was established to take over the operation and maintenance of the Bulshoek Weir and the canal distribution system of the scheme. Upon approval of the transfer, certain powers and duties in terms of the National Water Act (NWA) of 1998 were delegated to LORWUA.

2.5 Bulshoek Weir and Lower Olifants Canal

The stone-masonry gravity Bulshoek Weir was constructed across the Olifants River about 26 km downstream of Clanwilliam town. The Weir has an existing capacity of 4.2 million m^3.

Downstream of the Bulshoek Weir, water is diverted into the lower Olifants canals which is the main conveyance system in the LORGWS. The canals and tunnels were mainly constructed during the 1930s.

An overview of the lower Olifants canals is shown in **Figure 2-**. The canal runs on the left bank (western side) of the Olifants River for approximately 21 km, before it crosses the river with a siphon, and then runs on both sides of the river, with a small section of the canal running upstream along the right bank. The canals continue towards Lutzville, becoming gradually smaller downstream. Water is abstracted at numerous points along the canal (approximately 529 off-takes). Secondary canals distribute water from near Lutzville towards the coast. The lead time for water to travel in the canal from the Bulshoek Weir to the last point at Ebenhaeser is about three days. The total length of the canal system is approximately 237 km.

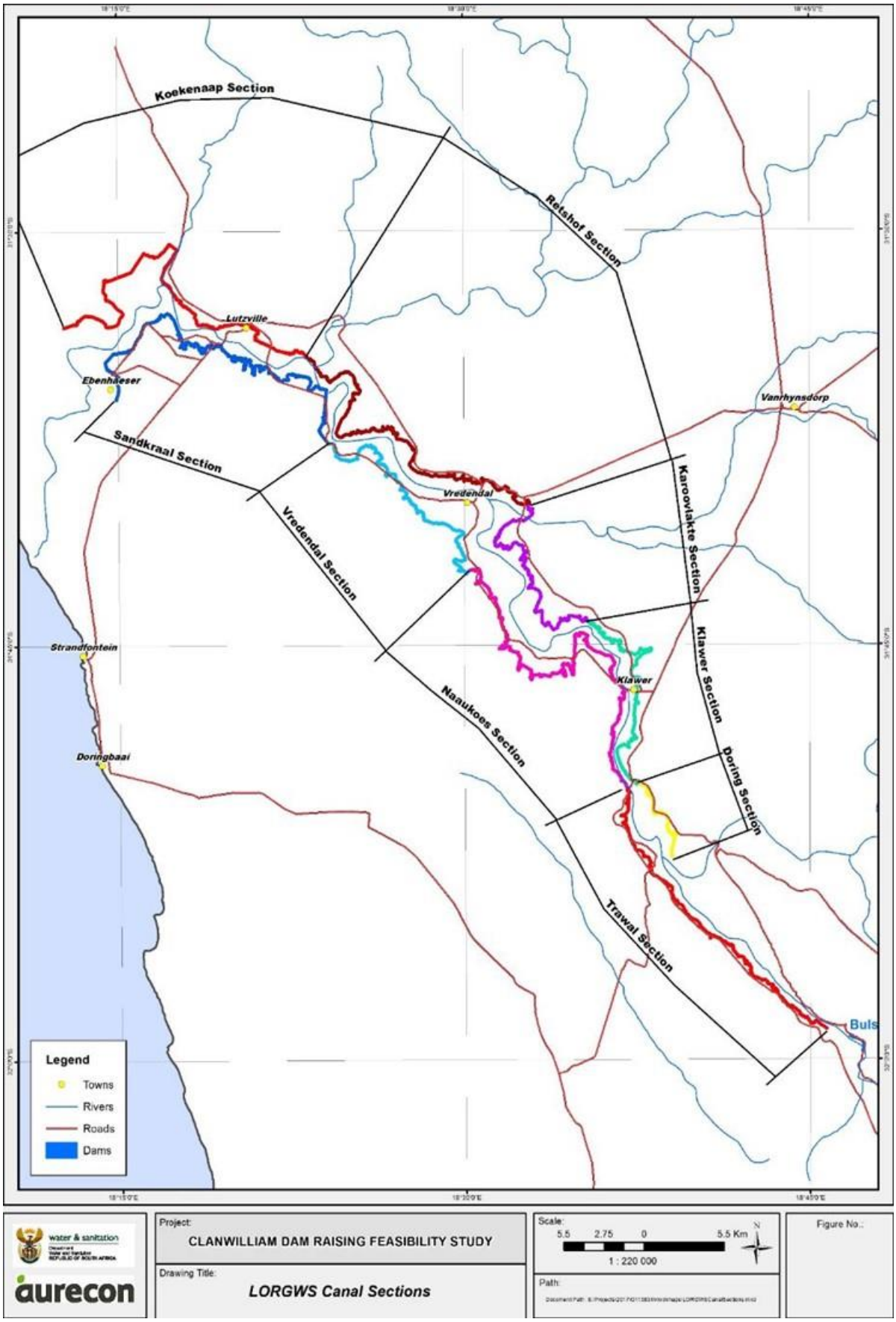

Figure 2-2: Overview of the Lower Olifants River Infrastructure

Besides supplying irrigation water, the lower Olifants canals also supplies water for domestic use (to the Matzikama Municipality) and various industries. The annual allocation to the various water use categories is summarised in **Table 2-1**. In addition, there are approximately 349 unmetered 25 mm house connections from the canal system.

Table 2-1: Scheduled Water Use

Water Use Category	Area (ha)	Scheduled Allocation (m^3/ha)	Annual Allocation (m^3)
Scheduled irrigation	9 013	12 200	109 958 600
Ebenhaeser small farmers	257	12 200	3 135 400
Emerging farmers	240	12 200	2 928 000
Matzikama Municipality	-	-	5 151 000
Industries	-	-	3 200 000
Total	**9 510**		**124 373 000**

Source: (R Nieuwoudt, personal communication, 15 June 2018)

2.5.1 Ebenhaeser Community Property

The LORGWS also provides water to the Ebenhaeser Community Irrigation Project. The existing Ebenhaeser Community Project is located approximately 12 km from Lutzville. Ebenhaeser is scheduled under LORWUA for 257 ha of water use entitlements, which needs to be distributed to 153 plots (1.68 each) plus a commercial farmer with 8.6 ha. The water is delivered to an existing balancing dam at the end of the canal system. The LORWUA operates and maintains the canal system up to the Ebenhaeser balancing dam. A pumped scheme has been constructed to deliver the water under pressure to the smallholders. It is proposed (and there is already a planned layout of plots) that the area on this land will be expanded by at least 170 hectares. Some of this will replace land that cannot be rehabilitated and for which water is already scheduled. There is also other land that could be irrigated in the vicinity.

2.5.2 Ebenhaeser Land Claim

The Ebenhaeser Community, who was dispossessed of their land in 1925 in the Lutzville area, has been successful in lodging their land claim almost a century later. In March 2019, thirteen farm parcels were handed over to the Ebenhaeser Community Project Association with a further sixteen transferred in March 2021. This forms part of the total of 44 farms that are part of the longer-term restitution claims lodged. The water allocations to these farms are currently

inadequate. For example, there is a 14 ha farm with no water allocation, and a 62 ha farm with a 13 ha allocation.

The community has noted that in 1925 the government promised the people from Ebenhaeser access to 500 morgen (about 400 hectares) of irrigation water, which has to date not been honoured. The expectation from the Ebenhaeser community is therefore that they receive priority.

2.6 Proposed Irrigation Development and Conveyance Infrastructure

The identification and evaluation of new irrigation development options were evaluated as part of the Post Feasibility Bridging Study for the Proposed Bulk Conveyance Infrastructure from the Raised Clanwilliam Dam (this study). Following screening and refinement, and also taking into account the most significant betterment needs, the following schemes have been recommended for implementation:

Schemes to be located upstream of Bulshoek Weir:

- **Jan Dissels Scheme** located near Clanwilliam Town, to receive a pumped supply from an outlet of the raised Clanwilliam Dam.
- **Transfer of scheduled** allocations, which entails moving identified existing allocations of irrigators in the lower Jan Dissels River to the Olifants River, to relieve over-allocation and improve the ecological condition of the lower section of the Jan Dissels River.
- **Clanwilliam Scheme**, pumping from the lake of the raised Clanwilliam Dam.
- **Zandrug Scheme**, pumping from the Olifants River below the raised Clanwilliam Dam and upstream of Bulshoek Weir.
- **Bulshoek Scheme**, pumping from the Olifants River and the lake of Bulshoek Weir.
- Schemes to be located downstream of Bulshoek Weir:
- Right Bank Canal Scheme, consisting of the construction of a new main canal section on the right bank of the Olifants River, to replace the existing main canal section on the left bank, and to supply four proposed irrigation development areas near Trawal, namely the Zypherfontein1, Trawal, Zypherfontein 2 and Melkboom irrigation areas. This scheme will overcome the current flow restriction up to the bifurcation of the canal and significantly reduce the risk of supply failure.
- Klawer Phase 1 Scheme, using spare capacity in canal section/s to supply the first phase of the Klawer irrigation area close to Vredendal, on the right bank of the Olifants River, after passing through the right bank canal flows intended for the Ebenhaeser Scheme.

- Klawer Phase 2 Partial Development Scheme, developing a portion of the remaining Klawer irrigation area, following the completion of the new Right Bank main canal and the upgrading of the Klawer canal section.
- Coastal 1 Scheme, using spare capacity in existing canal section/s, located on the left bank of the Olifants River near Vredendal, after passing through the left bank canal flows intended for the Ebenhaeser Scheme, to irrigate a small portion of the Coastal 1 irrigation area.
- Ebenhaeser Scheme, using spare capacity in existing canal sections to provide water to restitution farms and to augment the supply to the existing community at Ebenhaeser.

The development of the recommended schemes will:

- Broaden the ownership base of the economy to HDI farmers through new development;
- Mostly focus on high-value and export crops, whilst planning for some subsistence-plus farming;
- Sustainably create jobs and alleviate poverty in a poor region; and
- Improve utilisation of existing infrastructure and resources by combining planned new development with overdue and long-delayed betterment works.

The recommended schemes entail both the development of new land for irrigation as well as the replacement of lower-value crops of existing irrigation with higher-value crops.

These schemes are shown in **Figure 2-**, except for the Ebenhaeser Scheme, which is located in the far North-West of the Olifants River catchment, between Lutzville and Ebenhaeser towns. Only partial development of the full Klawer and Coastal 1 potential areas (as shown on the map) has been recommended.

Figure 2-3: Location of preferred irrigation areas

3 Approach and Methodology

3.1 Approach

For the engagement with stakeholders, the DWS required an approach that places the relevant people at the centre of the engagement, to share their lived experiences, share their thinking about the matters being raised and participate from their understanding.

Interpretive inquiry is an approach that embraces the view that reality is a social construct, implying that ideas are given meaning (and are accepted) by society, through human interaction, and therefore our lived experiences influence our perception of the world around us. The use of interpretive inquiry allowed the HDI Farmers Specialist to engage stakeholders and relevant officials to gain an understanding of the importance of land and water and what is required to ensure sustainable use thereof.

By using interpretive inquiry, an interactive process was ensured in the way that people were engaged, from local government staff to farmworkers, along the spectrum of community farming groups to smallholder farmers to farming for the market, and those with the aspiration to become farmers.

3.2 Methodology

The HD Farmers Sub-committee supported the interpretive inquiry methodology, as the best approach to ensure that the key objectives of the Sub-committee and the PSC were met. The members then identified the key areas and tasks required for the HD Farmers evaluation, to assist the Sub-committee to meet the study objectives.

The stakeholder engagement process included a diverse group of role-players, both statutory and non-statutory for organised and unorganised interest groups. The engagement was started with each interest group through individuals and existing groups, to build support for the process, to gather information and bring the collective or part thereof together, and to obtain references to other relevant stakeholders.

The approach followed was to collect relevant supporting data and information, create opportunities for interest groups to identify ways of working together, and obtain input to the

development of selection criteria for HD farmers and broad areas of a framework to be able to develop a mechanism to identify HD farmers.

3.2.1 Stakeholder Mapping

The mapping of key stakeholder groups in the Olifants River catchment area and other potential supply areas is important to help identify potential HD farmers and the availability of land for new irrigation farming. The process of stakeholder mapping facilitates the identification and relevance of various role-players and stakeholders in the study area and the surroundings. The key stakeholder groups were identified. Where possible, Interviewees were grouped to facilitate bringing groups with similar characteristics and needs together, creating a supportive environment for their needs and challenges to be discussed.

The initial work plan included workshops with the respective stakeholder cluster groups. However, due to the COVID19 pandemic, the workshops were cancelled.

3.2.2 Semi-structured Interviews

The initial list of interviewees was drawn from existing lists and contacts of the members of the HD Farmers Sub-committee. The snowballing approach was used to identify subsequent respondents, i.e. interviewees were asked to recommend others that they consider might be interested and/or can add valuable information.

Face-to-face interviews were conducted in the initial phase of the project. Subsequently, due to COVID19, new and follow-up interviews were conducted via phone.

3.2.3 Policy and Legislative Context

The objective of this task was to:

- Assess the existing support mechanisms for ‘resource-poor’ HD farmers;
- Identify gaps in relevant current policy and guidelines; and
- Develop recommendations on these to the Sub-committee.

This was primarily a desktop review. One of the challenges has been securing certain documents located within the different Government departments, as most of these were not always available in the public domain. The legal status of some of the documents is also unclear.

3.2.4 Mechanism to Identify and Screen HD Farmers

Considering information gained from the structured interviews with stakeholders and the likely process to be followed for water allocation, preliminary criteria were developed, presented to the HD Farmers Sub-committee, discussed and refined.

4 Management Meetings

This Chapter provides an overview of the management meetings that were held.

4.1 HD Farmers Sub-Committee Meetings

4.1.1 Overview

The Sub-committee is part of the Project Steering Committee (PSC) of the *Post Feasibility Bridging Study for the Proposed Bulk Conveyance Infrastructure from the Raised Clanwilliam Dam* study and is an advisory committee to DWS. The Sub-committee was established to inform the identification of subsistence, emerging and commercial farmers to benefit from the additional yield of 82 million m^3/a from the raising of the Clanwilliam Dam.

The purpose of the Sub-committee is *inter-alia* to develop a mechanism that will assist with the identification of historically disadvantaged groups and individuals and for the DWS to consult with stakeholders. The Terms of Reference for the Sub-committee also indicate the roles and responsibilities of each member (see **Appendix A**).

The inaugural meeting was held on 11th April 2018. The Sub-committee members consisted of representatives of DWS, DALRRD (then the Department of Agriculture, Forestry and Fisheries and the Department of Rural Development and Land Reform), Zutari (previously known as Aurecon) as PSP of the *Post Feasibility for the Bridging Study for the Proposed Bulk Conveyance Infrastructure from the Raised Clanwilliam Dam* study. The meetings were held under the chairmanship of DWS with full participation and input from all members.

The Sub-committee meetings were scheduled to take place a day before the PSC meetings, to coordinate logistics for members travelling from their respective national department offices.

The Sub-committee provided guidance to the HD Farmers Specialist. The first few meetings focused on the scope of the Sub-committee's work and the deliverables. **Table 4-** shows the frequency of the meetings held.

The approval of the HD Farmers Specialist was unfortunately delayed for over a year due to procedures and approval processes within DWS.

Table 4-1: HD Farmers Sub-committee Meeting Schedule

Meeting No.	Meeting Dates
1	11 April 2018
2	13 June 2018
3	21 August 2018
4	12 November 2019
5	10 March 2020
6	3 December 2020
7	16 February 2021

The HD Farmers Sub-committee meetings were reasonably well attended and members contributed gainfully. All members showed a keen interest in the project and how this process link with their department's mandate on resource-poor farmers, land, water and food security.

4.1.2 Challenges

The DWS embarked on a cooperative approach in the scoping and planning of how resource-poor farmers will access future benefits of the incremental raised Clanwilliam Dam water supply. The nature of a cooperative approach for implementing projects will have a wide-ranging and positive impact across district and provincial levels of government. This cooperative principle of engagement between DWS and the stakeholder members of the Sub-committee has been successfully applied.

Engagement of institutional processes can help to unlock support and coordinate successful implementation across inter-departmental and different spheres of government.

However, it has been a challenge for at least two key stakeholders, the provincial Department of DALRRD and the Local Economic Development Unit of the Matzikama Municipality to maintain consistent involvement. These two government structures are central to the successful implementation of this project.

4.2 Project Steering Committee Meetings

The HD Farmers Specialist attended PSC meetings to ensure that the members of the PSC meetings stay updated on developments. Attendance and participation in the PSC meetings also assisted in incorporating the needs of resource-poor farmers into the planning and strategising,

and bearing in mind the most sustainable options to meet the State's transformational imperative within the agricultural sector.

All the PSC meetings attended by the HD Farmers Specialist, as per **Table 4-** generated additional contacts and information for the HD Farmers Specialist to explore and where relevant to include in the outcome of the task.

Table 4-2: PSC Meetings Attended

PSC Meeting No	PSC Meeting Dates
5	14 June 2018
6	22 Aug 2018
8	13 March 2018
9	17 July 2019
10	13 November 2019
11	11 March 2020
13	26 November 2020
14	16 February 2021

PSC members were informed and robustly engaged. Members had the opportunity to comment on interim findings and deliverables. The sharing of information and contacts to follow up on was valuable.

5 Stakeholder Engagement, Mapping and Analysis

This Chapter documents the stakeholder engagements, maps the various stakeholder groupings and analyses the outcomes of these engagements.

5.1 Engagement Meetings and Mapping of Interest

The stakeholder engagement process involved the engagement of a diverse group of role-players. This grouping consisted of both statutory and non-statutory as well as organised and unorganised interest groups. The planning initially focused on the respective groups and clustering them according to interest, as schematically presented by **Figure 5-**. Using the snowballing sampling approach, the process started with an assessment of the contact list provided by DWS. From this list, contacts were sourced as the primary data sources, who nominated other sources to approach. The contacts provided by officials from the DWS and WCDoA have been helpful in sourcing other interested parties – this localised knowledge helped identify some of the marginalised groups that do not form part of existing networks.

The engagement with each interest group through individuals and groups, where these exist, contributed to building support for the process, gathering information and bringing the collective or part thereof together. The underlying purpose of using the methodology is that, through the data collection process, more people became interested in future opportunities. People were interested to share their experiences and give input in the development of selection criteria and broad areas of a framework for a *Mechanism to identify HD farmers*.

The key stakeholder groups were mapped and identified as:

a) **Standards/Commodities bodies** – Organisations such as VinPro, for vineyard producers, citrus associations, etc. The standards bodies are responsible to set standards, regulations and advice. The standards bodies Wine Industry Ethical Trade Association (WIETA) and the Sustainable Initiative of South Africa (SIZA) are initiatives that assure retailers and consumers of fair labour practices in the supply chain. These standards and commodity bodies have transformational imperatives to assist black smallholder farmers to meet the minimum requirements.

b) **Farmers organisation** – organising and representing local commercial farmers within the Matzikama municipal region.
c) **Local and Provincial Government departments** – key Government departments central to the implementation of the objectives of the HD Farmers Sub-Committee. The provincial offices of DWS, WCDoA, and DALRRD are key stakeholders. The Local Economic Development Unit of the Matzikama Municipality are the local sphere of government central to the process of identifying potential HD farmers and the availability of land for irrigation farming. In the Cederberg Municipality, under the Community Services unit, there are a few resource-poor farmers interested in expanding their agri-farming enterprises.
d) **HDI prospective farmers and existing smallholder farmers** – this stakeholder group was mostly identified as the process got underway.

The initial work plan included cluster workshops, as shown in **Figure 5-** which entails grouping organisations/ individuals with similar foci and needs together. The objective was to provide a stimulating and supportive space to share information and generate options. However, due to the COVID19 pandemic, the workshops were cancelled.

5.1.1 Interest and Expectations

The stakeholder engagement process involved the engagement of a diverse group of HD farmers and role-players and conversely the expectations about what government can deliver.

This process has enabled engagement with subsistence farmers, farming as a community group on mostly municipal commonage. Smallholder farmers producing vegetables, cash crop and vineyards for the market on 20 hectares and less were engaged. These smallholder farmers are working with very little support, on their own and leasing private land. The third category of HD farmers are those who are collaborating with existing commercial farmers, shareholding through their workers trust and lastly those who have an interest in farming, becoming self-sufficient and creating jobs.

Figure 5-1: Stakeholder Engagement Methodology

In discussions with many smallholder farmers, there are high expectations on what this project can deliver to improve the livelihoods of resource-poor farmers. But this outlook is also tainted with a lack of confidence in the officials to deliver and to provide ongoing monitoring support. The concern was often raised about (the lack of) sufficient State resources to implement this project. The urgency has often been repeated for poor black farmers to expand and grow, under an extensive and wholistic programme managed by all Government departments together. This response is juxtaposed against the low expectations of white commercial farmers for speedy delivery and cautiousness about government initiatives. The many processes that farmers have to work through and the lack of a one-stop agricultural support model adds to delays and drawn-out processes. Such a situation is more debilitating for emerging and smallholder farmers and places an undue burden on limited resources, support and time.

Subsistence and smallholder farmers working municipal commonage indicate that they have no other options to secure land and become food-secure, outside of state assistance.

5.1.2 Reaction and Engagement with the HD Farmers Specialist

The initial phase allowed the Specialist to meet the various interest groups within this project region. The reaction of respondents and interviewees can be placed on a continuum reaction varying from very interested and hopeful to cautious/mild interest. These reactions can be categorised into two distinct groups that is, subsistence farmers with very little resources and support and farmers (smallholder and commercial) who have experienced frustrating engagements and delays from Government. Most subsistence farmers expressed hope that the project will improve food security through the reliable supply of water and more land for farming. They shared their perception of what is required to be a successful farmer. The challenges that were shared related to the role of various government structures and the tedious bureaucratic processes.

5.1.3 Subsistence Farmer Groups

The subsistence farmers on commonage land varies in group size from 30 to less than 10 members. The majority of subsistence farmer groups farm with small livestock and produce vegetables for own consumption and if there is surplus, selling this within the community. The key challenge for these groups is securing adequate water that is supplied by the local municipality. In one instance they receive recycled water for their vegetable garden and another group receives intermittent supply of water via the water tanker for their livestock. It appears from the interviews that the group size has an impact on the sustainability of the group enterprise. In bigger groups, the group size makes it cumbersome for working on joint deliverables and limits their ability to respond to opportunities and make quick decisions to benefit the group. Within these big groups,

there are usually a few members who are active farmers growing their business and the joint farming operation. In some instances, the limited availability of land and water limit the growth of the group. In another big group, those who have the means to grow their livestock, do so to the detriment of other members. This leads to a depletion of common resources, resulting in overgrazing, stock impounding, etc. It is unclear whether the group have discussed limiting livestock size per member.

In at least two of the big groups, it was evident that the members whose livestock was growing have supplementary sources of income, such as paid employment and/or other micro businesses. Findings shared by government officials indicated that the groups consisting of seven members and fewer have greater success in growing and sustaining their farming business.

5.2 Database of Existing and Prospective HDI Water Users, and Potential Land for New Irrigation

The database was populated with information gathered through the interviews conducted. Some information could be further verified through engagement with government officials who either provides support to the interviewee and/or are aware of the HD farmer or community group.

The interviews conducted reflect the aspirations of more than 2 500 active beneficiaries participating in about 30 farming enterprises, with Ebenhaeser CPA, Stellar Empowerment Trust and Women in Wine making up the majority.

Although it was not the intention in the planning, the information gathered was sourced predominately from existing agri-businesses (commercial and subsistence) who want to expand and grow their farming business.

5.2.1 Existing HDI Water Users

The HDI water users within the geographical area of the study are grouped into four distinct groups:

- **Community farmer groups** using commonage land with a water licence allocated through DWS. However, some water use is provided by the Municipality (potable and grey water).
- **Smallholder farmers**, farming for the market, leasing private land with access to water and some land secured through land reform.
- **Joint ventures** – farm workers trusts operating on privately owned land with secured water licences.
- **Communal Property Association** – restitution beneficiary community of Ebenhaeser.

The database information, included in **Annexure B** gives an overview of all the HD farmers, both existing and prospective.

5.2.2 Prospective HDI Water Users

The prospective HDI water users are located within the West Coast District Municipality and a few interested farmers are located outside of the study area. Those from outside the study area have expressed an interest to relocate to wherever land and water will be made available. At least 80% of prospective HD farmers have business experience, with most experience being within the agricultural sector. Some of the prospective HD farmers are export-driven black-owned brand labels (wine producers) who want to have their own land with sufficient water allocation. This could make this group a valuable contributor to the economy of the West Coast District Municipality and a significant employer within a labour-intensive agribusiness.

Annexure B provides an overview of all the HD farmers, both existing and prospective.

5.2.3 Potential Land for New Irrigation Farming

The local municipality of Matzikama refers to the area under their jurisdiction as being land-poor. According to their Director: Economic Development and Community Services, the demand for agricultural land exceeds the available land. At a meeting held with municipal officials, an option to explore the availability of State land, other than municipal commonage was identified.

All respondents collectively indicated how much land they require under irrigation, as populated in **Annexure B**. Respondents indicate a total of 7 275 ha for expansion, growth and new land to be cultivated. Of this, 1 000 ha of land is owned by Stellar Empowerment Trust, a workers trust with a 44.7% shareholding in Stellar Organic Wines. The Ebenhaeser Communal Property Association indicated that they require water for 1 500 ha expansion. A further 200 ha is private land owned by Wilgenhof Boerdery, who wants to expand under the Saambou Boerdery Workers Trust. This requires the state to secure 4 390 ha of land to meet the demand as indicated by all respondents listed in **Annexure B**.

The database as per **Annexure B** gives an overview of all the different HD farmer groups, namely commercial farmers, smallholders and subsistence farmers from existing farming businesses and potential farmers.

5.3 Findings

5.3.1 Access to subsistence/emerging farmer groups

The leadership of most of the community subsistence farmers have very limited connectivity (to respond to calls and messages) and low/no social media presence. It has been a challenge contacting subsistence farmers and HDIs located within poor communities who are interested in farming. These are groups of people that usually do not form part of existing networks outside of

their local communities. Where networks do exist, they are not very active unless there is a coordinating body maintaining the group.

To obtain information, the word-of-mouth strategy was used. This approach was not always effective as the contact details of possible interested HDIs are mostly undocumented, respondents could recall HDIs from meetings or information shared by a third party and was unable to follow up.

Unfortunately, this was also the situation with some key informants within commodity groups and other support organisations, especially when they have not previously engaged with the potentially interested contacts.

The low level of organisation and visibility of resource-poor farmers continue to restrict their access to future opportunities and information.

Subsistence farmers outside of the intended area for expansion, such as at Vanrhynsdorp and Lamberts Bay have a significant elderly membership and may be unlikely to consider relocating their farming businesses, as their support networks are closely connected with family and community.

5.3.2 Trust and Confidentiality

Issues of equity in an interviewing relationship are affected by the social identities that participants and interviewers bring to the interview. Our social identities are affected by our experience with issues of class, race, ethnicity, and gender, and those social forces interact with the sense of power in our lives (Kanter, 1977).

This has been clearly observed in attempts to engage directly with representatives of worker trusts. In one instance the HD Farmer Specialist was not allowed to have discussions with the farmworker representative on her own. The first line of engagement is through the farmer and this already shapes the perception of the role of the interviewer and how information will be used.

The HD Farmers Sub-committee has raised concerns about empirical evidence indicating low direct worker engagement in management of joint ventures and the lack of clear benefits enjoyed by members of such initiatives. The lack of openness and direct communication with farm worker members may indicate a need for more pertinent listening and conversations.

The lack of specific information to identify available land was slow in being shared. It seems that the nature of most of the interest are tentative and in the beginning stages of such opportunities for collaboration with commercial farmers. It was shared by some respondents that they have become aware of the trend that landowners, after being approached would be interested to collaborate but then withdraw. Others shared their own experience of such ventures operating on

a share-cropper system. After the first harvest the landowner stopped the arrangement. The landless farmer is left without any other option of farming and the landowner is productively using the land previously rented out.

Establishing trust is something that takes time and is context-specific. One has to be aware of the social context that shapes the interest and information that is being shared.

5.3.3 Role of Key Government Departments and the Local Municipality

Institutional processes can help to unlock support and coordinate successful implementation across inter-departmental and different spheres of Government. However, when this is not part of institutional practice it is a challenge to incorporate plans, budgets and resources (staff and time) that would enable collaborative implementation. The WCDoA, DALRRD, and the Local Economic Development Unit of the Matzikama and Cederberg Municipalities, as key stakeholders and their involvement are vital to the success of the project.

6 Policy and Legislative Context

In this Chapter the legislative and policy environment, the respective intentions and how the policies address the needs of resource-poor farmers are discussed.

It is the objective of this activity to provide the HD Farmers Sub-committee with a report reflecting on policies across the various departments and spheres of government that address the needs of resource-poor farmers within the agricultural sector. The intent is that this will assist in improving inter-departmental collaboration and contribute towards the effective service delivery for the target beneficiary group.

6.1 The Legislative and Policy Environment

The transformation of the agricultural sector is viewed as a key driver of poverty alleviation, job creation, food security and inclusive economic growth. Despite this intent for post-1994, the agricultural sector in South Africa struggle with racially skewed patterns of ownership for land and agri-businesses.

The prevalent challenges that South Africa face when implementing policies include unclear administrative and oversight issues, lack of technical skills and the duplication of policy which creates confusion within government.

6.2 Defining historically disadvantaged farmers

Historically disadvantaged individuals refers to people who was marginalised under the previous dispensation in terms of limiting their political and civil liberties. These are race groups determined through the BEE Amendment Act, No 46 of 2013 as Black people - the generic term for African, Coloured and Indian.

- Within the HD farmers grouping there are various levels of their agri-businesses. Defining these groups are also fluid and shifts as understanding and respect for the contribution of each farmer level to growth and sustainability of the sector and the nation improves. The terms ‘emerging farmers’ and resource-poor farmers’ were debated at several HD Sub-

committee meetings. The discussions around terminology took place with regard to how the term is experienced by the identified group and what is communicated through the term. We have not reached consensus on it – however the points that were made focused on the term 'emerging farmer' and the sense that emerging does not adequately describe where the farmer is located in the spectrum of growth and development of their enterprise. The term resource-poor farmers makes reference to the lack of resources (water, land, finance, technical support, implements, etc.). They may have other skills and experiences of farming and other non-market related resources. These farmers all fall within the historically disadvantaged population group. Furthermore, they are located within all three farmer groupings hereunder and are mostly classified as those without their own land and access to sufficient water, finances and other key determinants for a sustainable and viable farming business.

The following categories of HD farmers have been used:

- Subsistence farmers - individuals who mainly grow land crops and/or who are involved in livestock for own consumption – small in size, and employs family and own labour. May sell extra produce to the community.
- Smallholder farmers – produce with the intent of selling to make profit. They have some degree of mechanization and make use of wage labour.
- Commercial farmers - produce for the market, major retail and food manufacturing companies and for the export market. Farming is done at large scale, both in size of land under cultivation and production intensity. This also include joint venture and/or public-private enterprise such as a worker equity schemes.

6.3 Analysis of policies aimed at HD farmers

An analysis of policies aimed at HD farmers indicate the following:

- DAFF and DRDLR support HD farmers by providing them with agricultural production support and access to land .
- DWS provides support through grants for irrigation schemes, water licences, etc.
- The various policies of the government focused on land transfer and ownership, yet little attention was placed on productive farming development and post-settlement support.
- The 1996 Strauss Commission highlights the importance of HD farmers having access to financial services through the adoption of 'sunrise' packages to make land reform successful.

6.4 Joint Ventures/Public-Private Partnerships

Joint ventures are usually formed by two businesses with complementary strengths and a shared vision of growing their business. This has been a global business model used especially in developing economies to allow for new entrants and grow their economy. In South Africa this model has been used to start-off workers to share in the growth of the business. Within the agricultural sector joint ventures are seen as a hybrid model with public and private partnership, supporting HD entrants into the agri-businesses.

The following concerns are noted about Joint Ventures:

- Lack of clarity regarding the benefits for and improvement of farmworkers' livelihoods.
- Lack of planning and deliverable targets to ensure long term benefits for worker communities.
- The lack of growth and training of farmworkers and young people in management positions.
- No long-term plans to achieve 100% worker ownership of JV companies.
- Empirical research findings indicate gradual reduction of shareholding over years, with very little to no benefits to farm worker families and no dividends paid out. In real terms there has been no planned management career path for senior workers and qualified young people.

A JV could be considered to be a gainful business model to assist government to meet its objective of distributing 75% of all additional water from the raised Clanwilliam Dam to HD farmers and not having to secure the budget for land acquisition. The commercial farmer has a secured access to the market, existing infrastructure, technical support and the capital to expand. However, such ventures have to ensure that HD farmers and farmworkers' livelihoods are secured and improved in the short-and long-term and that appropriate consistent support are in place to grow sustainable businesses.

6.5 Recommendations

Recommendations relating to the policy and legislative environment are the following:

- There needs to be a greater focus on enablers for youth, women and people with disabilities to participate as beneficiaries of the programme. This include adjustments in government budgets and plans to reflect this priority.
- There is a need for mentorship and clear support across government departments to limit the compartmentalisation of the needs of resource-poor farmers and blockages to growth.
- Extension officers should be equipped to follow up and monitor key deliverables.
- Ensure that the individuals who are sustainable and producing for the market are assisted.

- Duplication of policies should be avoided, and it should be made clear which departments take responsibility and who provides support.
- Emphasis needs to be placed on the agricultural future shifting towards green investment and sustainable agriculture.
- A list of principles should be drafted to ensure that JVs adhere to the intent of government's transformation agenda and secure HD farmers as long-term beneficiaries.
- Develop a suite of options that addresses issues of career path, management growth and technical training of young HDIs.
- A rigorous process of vetting JVs to minimize the risk to HD farmers is needed.
- Identification of the critical aspects for a successful joint venture that delivers benefit for all.
- Setting clear monitoring targets for 2-3 year cycles of joint ventures, that include financial and operational reports.
- Determination of procedures for non-compliance with critical conditions and consideration for revoking of a water licence.
- Additional guidance on JVs are included under the Agricultural Production and Farm Development Report (P WMA 09/E10/00/0417/11) of this study.

7 Mechanism for Identification of HD Farmers

In this Chapter a mechanism for the identification and screening of HD Farmers is presented that describes key issues to consider when considering the allocation of water, land and other required resources.

7.1 Introduction

The scarce and limited resources of water and land requires careful consideration when allocation is made. The raising of the Clanwilliam Dam wall is envisaged to supply a total of 82.0 million m^3/a additional water, of which 75% (61.1 million m^3/a) is to be allocated to HDI water users and the rest to improve the assurance of supply to existing irrigators and supply other future water users.

The HD Farmers Sub-committee required guidelines on the process of allocating the water and to identify the availability of land for farming and/or expansion of existing farming, that would enable HD farmers and communities to benefit.

The Sub-committee, to be under leadership of DWS, will be responsible to set up an adjudication committee to recommend the final allocations. The database of HD farmers and communities provides the first level of access to those interested and offers a coordinated and blended database system to efficiently manage the project objective. However, once the public process starts it is expected that more interested HD farmers will come forward.

7.2 Objective

The objective of developing a mechanism for the identification and screening of HD Farmers is to have a tool that will assist with the identification of historically disadvantaged groups and individuals in the Olifants River catchment area, and adjacent areas that could potentially make use of available water for irrigation from a raised Clanwilliam Dam. Potential or existing subsistence, smallholder and commercial JV farming enterprises will have the opportunity to indicate interest and potentially be selected to expand and/or grow their agricultural businesses.

7.3 Developing the Selection Criteria

Selection criteria were developed through the process of stakeholder mapping and engagement, meetings and interviews conducted with community farmer groups, smallholder HD farmers, commodity groups, commercial farmers, farmworker trusts, HDIs who are interested in farming and provincial and local government officials.

These many discussions highlighted what, according to them, are important considerations in the process of allocating the scarce resources of land and water and contributing to Government's agenda of socio-economic growth and transformation for the agricultural sector.

7.4 The Selection Criteria

The following key criteria were determined from the stakeholder engagement process:

7.4.1 Criteria: Work Experience

This includes the following:

- Farm management experience (number of years/position). It is noted that some farm workers might be doing the work but would not necessary be given the title of Team Leader, Supervisor or Manager.
- General farming work.
- Existing farming business.
- Experience in running a business – the adherence to and application of basic business practices are applicable and transferable to various industries.

7.4.2 Criteria: Support Available

This includes the following:

- Relationship with and support from commodity groups such as VinPro, for vineyard producers and the Citrus Association, etc.
- Relationship with and support from Government departments through their farmer support/extension services programme.
- Participating in ongoing business development training programmes.
- Ongoing relationship with a mentor would be considered beneficial; however, where this is absent it should not count against the applicant farmer.

7.4.3 Criteria: Education

This includes the following:

- Formal training in agri-sciences – demonstrated knowledge and skills in agricultural business.
- Formal training in agri-business and general business acumen.
- Training in agriculture and business – this can include formal and vocational training.
- Informal and on-the-job training.

7.4.4 Criteria: Land Availability

This includes the following:

- Availability of private land through existing joint ventures.
- Availability of private land through 'willing-seller' .
- Availability of State land.

7.4.5 Criteria: General

This section includes some personal attributes that entail the following:

- Passion for farm work – has determination and will not quickly drop the work.
- General management skills and experiences.
- Priority for youth – young people between the ages of 18 to 35 years old, to ensure long-term sustainability and succession within farming businesses.
- Priority for women – as business leaders, farmers and active participation in community groups.
- Priority – HDI farmer.
- Majority HD farmer beneficiation (in the case of joint ventures – ensure that legal documents indicate this).

7.4.6 Criteria: Community Groups

This includes the following:

- Size of groups – empirical research findings indicate that groups with seven and less members have a higher probability of success and sustainable growth.
- How long have the specific group been operating?
- Sustained growth through the years.

These selection criteria are summarised in **Table 7-**.

Table 7-1: Selection Criteria

Work Experience	Support Available	General
Formal training in agriculture and business	Mentors	Passion for farm work
Farm management	Relationship with and support from commodity groups such as Citrus Association and Vinpro	General management skills and experience
General farmer work	Extension services	Age (young people)
Existing (farming) business	Participating in ongoing training programmes	Women
Experience in running a business		Majority HD farmer beneficiation (in case of joint ventures)
Education	**Land Available**	**Community Groups**
Formal training in agriculture and business	Availability of private land through joint ventures (existing and new)	Size of Group and how long they've been in operation
Education levels	Availability of State land	Sustained growth through the years
On-the-job training		

7.5 Recommendations for Implementation

7.5.1 Role and Responsibility of Stakeholder Departments

It is imperative that the various support tasks be agreed and assigned to the respective State departments and levels of Government. Part of this process is the agreement at senior management level of the cooperative plan and the assignment of staff and budgets to ensure the implementation of each stakeholder's contribution towards the overall plan. For example, the local Matzikama Municipality agrees to access under-utilised land through the Department of Public Works, for subsistence and smallholder farmers. The process and budgetary support could be managed within the Municipality and progress is reported at HD Sub-committee (DWS) level.

7.5.2 Mentorship

Throughout the process of holding interviews, various stakeholders have raised the importance of learning-whilst-doing through mentorship. Many have shared how important this is as a contributing factor for successful and sustainable growth. They indicated that the partnership with a mentor is a process of trust, learning together and respectful engagement from the mentor. Mentors should either be self-selected by a mentee or from a list of available mentors, and should be suitably matched to the needs and aspirations of the HD farmer.

If there is no current mentor relationship then this should not disqualify an applicant. The appropriate Government department to establish and monitor this process should be identified, with clear deliverables to be developed by the partners.

7.5.3 Adjudication Committee /Selection Panel

The selection criteria provide the panel with a list of the key skills, knowledge, experience and attributes required to select HDI farmers, in order to successfully fulfil the objectives of this task. The criteria also provide a measure against which HD applicant farmers can be evaluated throughout the selection and final allocation process and will enable the Committee to assess a potential HD Farmer's application.

The HD Farmers Sub-committee may consider existing coordinating structures at local/provincial levels to guide this specific task or set up its own Committee. The members of such a Committee should include individuals that have a good understanding of the transformational agenda of the agricultural sector, have knowledge of challenges within an agri-business, representatives of commodity groups and government officials.

7.5.4 Communicating the Application Process

It is important:

- To have a transparent process to identify the most appropriate manner to communicate the Selection Process and Criteria to the intended HDI farmers.
- The selection panel should determine the weighting for each section.
- To host a series of public meetings to enable interested people to attend and pose questions for clarification.
- In the event that there is some delay, that the Adjudication Committee should regularly communicate with interested people.

It is important to ensure that equity and diversity principles are adhered to. Youth and women are the priority groups indicated in all legislative and policy guidelines affecting HDIs and resource-poor farmers. The challenges for youth with limited to no access to financial facilities are that they may be more reliant on State facilities and services. Partnering HD farmers with business and agriculture mentors may be an added success factor in the drive for sustainability. However, this should not be a one-size-fits-all, but a series of match-making engagements, before the final agreements are entered into.

8 Summary and Recommendations

This section provides a summary and recommendations of this study.

The key objective of the HD Farmers Sub-committee has been to start the process to identify HD farmers interested in accessing 75% of additional water to be made available from the raised Clanwilliam Dam. During the engagement with subsistence farmers they clearly communicated their need for support and resources that will enable them to provide for their families and become food-secure. The passion and dreams shared by the smallholder farmer respondents are to grow their businesses and to expand into successful business people who are acknowledged for the contribution that they make towards the economy and job creation.

Hereunder the key results and recommendations of this process are presented for further deliberations.

8.1 Summary of the Study and the Results

Resource poor farmers face numerous and interlinking challenges that impact on their social capital. Social capital refers to the network of relationships and flow of information that enables access to resources and opportunities. The low level of organisation and visibility of resource-poor farmers continue to restrict their access to resources and opportunities and growth. This has been evident in the slow process of identifying interested parties as well as HD farmers lacking the means to identify the availability of private land and build relationships with existing land owners.

Some farm workers are organised through existing employer relations. Some of the advantages are existing business opportunities and an available mentoring relationship. The disadvantages are that there are limited independent growth and that employer-employee problems may adversely impact the empowerment of HD farmers and the growth of their businesses.

Numerous government policies identify youth, women and people with disabilities as key to long-term growth and sustainability of the South African economy. It is crucial therefore that to ensure that this transpire, it has to reflect in both budget and plans of the stakeholder departments. An

increase of youth, women and people with disabilities in training programmes such as business management and farming production and new mentorships will contribute to achieving this objective.

Institutional processes can help to unlock support and coordinate successful implementation across inter-departmental and different spheres of Government. Such a collaborative engagement requires buy-in from senior leadership to bring about change in institutional practices that enable collaborative implementation through the sharing of plans, budgets and resources (staff and time). The involvement of local and provincial Government, especially the WCDoA, DALRRD, and the Local Economic Development Unit of the Matzikama and Cederberg Municipalities, are important to the success of the project.

The inadequate information in the database requires more work on the ground and through the processes of the proposed Adjudication Committee. The verification of information is needed to strengthen the decision-making.

8.2 Recommendations

The following recommendations will be the responsibility of the HD Farmers Sub-committee to either implement and/or mandate other stakeholders to undertake.

Based on the results of the study, the following recommendations are made.

8.2.1 Maintaining Stakeholder Interest

a. The HD Farmers Sub-committee maintain contact with the interested HD farmers through regular updates on their progress.
b. Host public meetings specifically for farmworkers, subsistence farmers, smallholder farmers and HDIs interested in farming.

8.2.2 Trust and Confidentiality

a. Establish clear procedures of management and confidentiality of information gathered. This is especially relevant to information regarding possible joint ventures and/or land available for sale to individuals. The engagement with individual HD farmers to verify and follow up on the lack of specific information, with regard to available land, should be done with sensitivity.
b. Discuss the possibility that land owners may engage in land speculation where there is an interest.
c. Through direct engagement, ensure that farm workers participating in joint ventures have full understanding of the process.

8.2.3 Policy Guidelines

a. Project implementation strategy to collaborate across Government departments to expedite the inter-changeable use and management of land by exploring availability of State land, other than municipal commonage and land under DALRRD.
b. To develop clearer contracts under the joint venture option that will ensure long-term benefits for HD farmers and reduce the risk of fronting.
c. To identify and explore strategies where Government departments have implemented programmes that target youth, women and people with disabilities to participate as beneficiaries.
d. Establish mentorship programmes in business management, farm practices and market access with support from Government departments and commodity groups to support HD Farmers in building sustainable businesses.
e. Identify opportunities within government departments and commodity groups to fast-track support for smallholder HD farmers who are achieving success and producing for the market.
f. Duplication of policies should be avoided, and it should be made clear which Government departments take responsibility and who provides support.
g. Emphasis needs to be placed on the agricultural future shifting towards green investment for eco-friendly technology at primary agriculture levels, upstream and downstream in the supply chain and which contributes to sustainable agriculture.
h. Provide a mechanisms, through organised HD farmers groups that enable them to improve their negotiating power base for input materials and other resources.

8.2.4 Mechanism for Selection and Screening of HD Farmers

a. **Continuation of the current HD Farmers Sub-committee** - to continue holding the responsibility for identification and selection of HD farmers and making recommendations on water allocation and land use.
b. **Appoint an Adjudication Committee** - for the selection of HD farmers and water allocation. The Committee should consist of representatives of DWS, DALRRD, WCDoA, Matzikama Municipality, Cederberg Municipality and individual(s) with experience of engaging HD farmers. The members of such a Committee should include individuals that have a good understanding of the transformational agenda of the agricultural sector, have knowledge of challenges within an agri-business, or be representatives of commodity groups and government officials.
c. **Mentorship** programme should be developed and the appropriate Government department should establish and monitor this process, with clear deliverables to be developed by all partners.

d. **Roles and Responsibilities** of Government Departments – Clear tasks and deliverables should be agreed on and assigned to the respective departments and levels of Government. The cooperative plan should be agreed at senior management level, with the assignment of staff and budgets to ensure the implementation of each stakeholder's contribution towards the overall plan.
e. **Multi-stakeholder, multi-year HD Farmer support programme** - Prepare and coordinate a programme that will strengthen resource-poor farmers to operate optimally.

8.2.5 Concluding Remarks

This project presents an opportunity for all stakeholders involved, to engage in a systems thinking approach – that is farming and the agricultural sector are a series of systems that are interdependent. What is required is to contribute to an inclusive and growing agricultural sector that meets the need of HD farmers to become food secure and operate sustainably.

The majority of respondents are hopeful that the additional water and support to HD farmers will bring relief to the many resource-poor families. Smallholder farmers and especially existing HD farmers and agri-businesses are excited about the possibility to have land to expand, such as black wine brand owners who want to produce wine from their own vineyards.

The HD Sub-committee, under the leadership of DWS will need to ensure that HDIs are regularly kept informed on developments. The interest and involvement of the various government departments and the local municipalities are important to maintain to ensure the successful implementation of the allocation of resources to HD farmers.

"We need a multi-year programme to prepare HD farmers, so that they are ready for a speedy implementation!"

This project offers numerous possibilities for growing jobs and the economy for the West Coast District Municipality, the Western Cape Province and the country.

Annexures

Annexure A: Terms of Reference of HD Farmers Sub-Committee

water & sanitation
Department:
Water and Sanitation
REPUBLIC OF SOUTH AFRICA

SUB-COMMITTEE for HISTORICALLY DISADVANTAGED FARMERS (HD Farmers Sub-Committee)

Post Feasibility Bridging Study for the Proposed Bulk Conveyance Infrastructure from the Raised Clanwilliam Dam

TERMS OF REFERENCE

1. Committee Name

Sub-Committee for Historically Disadvantaged Farmers, and shortened to HD Farmers Sub-Committee.

2. Aim

The Sub-Committee is part of the Project Steering Committee of the *Post Feasibility Bridging Study for the Proposed Bulk Conveyance Infrastructure from the Raised Clanwilliam Dam* project and an advisory committee to the Department of Water and Sanitation. The Sub-Committee is established to inform the identification of subsistence, emerging and commercial farmers to benefit from the additional yield of 82 million m^3/a from the raising of the Clanwilliam Dam.

3. Purpose

The purpose of the Sub-Committee is as follows:

a. The HD Farmers Sub-Committee, consisting of multidisciplinary stakeholders from relevant Government departments, has been established to identify subsistence, emerging and commercial black farmers within the Project Catchment Management Area, who may benefit from the raising of the dam.

b. To develop a mechanism that will assist with the Identification of Historically Disadvantaged groups and individuals. Potential or existing subsistence, smallholder and commercial farmers will have the opportunity to expand and/or grow their agricultural businesses.

c. To create the opportunity for key stakeholders and commodity/industry groups to give input in the process of beneficial use of the additional water resource.

d. To consult and engage with the local, provincial and national government spheres in the specific geographical area.

e. Identify the gaps in the relevant government departments policies and guidelines as it impacts on subsistence and emerging farmers and develop recommendations on improvements thereof.

4. Membership

The Project Steering Committee identifies and nominates the representatives that will make up the members of the HD Farmers Sub-Committee. The following government departments are key stakeholders to the overall Clanwilliam Dam Post Feasibility Bridging Study:

- Department of Water and Sanitation;
- Department of Rural Development and Land Reform;
- Department of Agriculture, Forestry and Fisheries;
- Western Cape Department of Agriculture; and
- Department of Cooperative Governance and Traditional Affairs.

The Department of Water and Sanitation will chair the HD Farmers Sub-Committee.

5. Roles and Responsibilities

The purpose of the HD Farmers Sub-Committee is outlined in Section 3 above. The sub-committee is expected to collaborate with other structures of the project to avoid discordance and ensure necessary preparations are in place to achieve seamless implementation.

In addition, each role player undertakes to provide the following support and information to ensure the successful implementation of the project objectives.

Department	Role	Responsibilities
Water and Sanitation	- **Chair the HD Sub-Com meetings** - Share information on policies and programmes that will impact on the target group within the identified geographical scope. - Facilitate engagement with relevant stakeholder groups.	- Will provide the database of HDIs. - To align all the requirements of the policy and include the limitations. - To assist to ensure that all the groups are supported. - To ensure that the overall expectation of the PSC is attended to. - Provide inputs on the requirement that is triggered by the legislation
Rural Development and Land Reform	- Share information on policies and programmes that will impact on the target group within the identified geographical scope. - Facilitate engagement with relevant stakeholder groups.	- Purchasing land for emerging farmers. - Provide support with development of on-farm infrastructure. - Alignment of land targeted for additional irrigation and feasibility thereof - Elevate to principal within the department for ratification
Agriculture, Forestry and Fisheries	- Share information on policies and programmes that will impact on the target group within the identified geographical scope.	- Make provision for subsidies for newly identified HD farmers. Support with development of on-farm infrastructure. - Elevate to principal within the department for ratification.

Department	Role	Responsibilities
Western Cape Department of Agriculture	- Communication and sharing of information that is relevant to the successful implementation of the objectives of the HD Farmers Sub-committee. - Facilitate engagement with relevant stakeholder groups.	- Support with development of on-farm infrastructure. Provide technical, production input, finance and managerial support (extension services) and training. - Elevate to principal within the department for ratification.

6. Meeting arrangements

A meeting quorum will be representation from fifty percent (50%) of all participating organisations of the HD Farmers Sub-Committee except for decisions relating to the roles and responsibilities of an absentee organisation. Such decisions may be finalised only after consultation with the relevant organisation.

Decisions are made by consensus (i.e. members are satisfied with the decision even though it may not be their first choice). If not possible, the HD Farmers Sub-Committee chair makes the final decision.

Meeting agendas and minutes will be provided by Sharron Marco-Thyse, the HD Farmers Specialist, for approval by the Sub-Committee. Her responsibilities include but are not limited to:

- arranging and preparing agendas, minutes and supporting documents for the HD Farmers Sub-Committee meetings;
- arranging and facilitating ad-hoc meetings as required;
- obtaining and disseminating supporting information; and
- analysing policies and other documents as requested.

Meetings will be held every second/third month or more often when required. HD Farmers Sub-Committee meetings will be scheduled a day before the Bridging Study Steering Committees to facilitate travel and optimise use of resources. The venue will either be at Zutari's (previously Aurecon's) Cape Town office, Department of Water and Sanitation's Bellville office or in the study area. If required, Sub-Com/task team meetings will be arranged outside of these times at a time convenient to sub-committee members.

7. Reporting

The chairperson will ensure that the Project Steering Committee is kept up to date on the progress made with regard to the purpose of the HD Farmers Sub-Committee. The reporting will take place during the Project Steering Committee meetings.

8. Review

The stated Terms of Reference will be reviewed to ensure that it is relevant to both the tasks and the context within which it will operate. It is imperative that the appropriateness of the Terms of Reference be reviewed at least on an annual basis and be extended if required. The next review date therefore will be in June 2022.

Accepted at HD Farmers Sub-Committee meeting:

Signed: _____ _____

Chairperson **Date**

Annexure B: Database of current and prospective HDI water users and land

The Database of Current and Prospective HDI Water Users and Land has been provided as a separate Excel spreadsheet with various tabs.

Annexure C: Assessment of Existing Policy Support for HD farmers

This Annexure includes a separate report, termed *Review of Existing Policy Support for Historically Disadvantaged Farmers in South Africa*.

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