

# Gauteng Food Security Policy Review

Submitted by

*The Siyakhana Initiative for Ecological Health and Food Security*

To

*The Gauteng City-Region Observatory*

19 April 2011



The Siyakhana Initiative for Ecological Health and Food Security is a division of the Wits Health Consortium. Siyakhana was tasked with reviewing food security-related policies in Gauteng at the provincial and municipal levels. In early 2011, Siyakhana staff members spoke with eighteen representatives of local, provincial, and national government to identify and assess the existing policies, strategies, and programmes. See Appendix I for further information on the research methods.

## Table of contents

<b>List of acronyms.....</b>	<b>3</b>
<b>1. Introduction .....</b>	<b>4</b>
<b>2. Status Quo of Food Security in Gauteng .....</b>	<b>5</b>
<b>3. Food Security Policies and Strategies.....</b>	<b>7</b>
<b>3.1 National.....</b>	<b>7</b>
a) Integrated Food Security Strategy of South Africa (IFSSSA) (2002).....	7
b) National Integrated Food Security Policy (pending – information based on interview).....	7
d) Zero Hunger Strategy (pending – information based on interview).....	8
<b>3.2 Provincial .....</b>	<b>8</b>
a) Gauteng Employment Growth and Development Strategy (GEGDS) (2010).....	8
b) Gauteng Social Development Strategy (GSDS) (2006) .....	9
c) Gauteng Comprehensive Rural Development Strategy (GRDS) (2010) .....	10
d) Gauteng Agriculture Research and Development Policy (GARDP) (2008).....	11
e) Gauteng Agricultural Development Strategy (GADS) (2006) .....	12
f) Gauteng Biotechnology Strategy (2007) .....	14
g) Gauteng Integrated Food Security Strategy and Policy (pending – information based on interview).....	14
<b>3.3 Local.....</b>	<b>14</b>
<b>4. Food Security Programmes .....</b>	<b>15</b>
<b>4.1 Cross Departmental.....</b>	<b>15</b>
a) War on Poverty (based on interviews) .....	15
b) Bana Pele (based on interviews) .....	16
<b>4.2 GDED .....</b>	<b>16</b>
a) Community Works Programme (CWP) (based on the GSGDS).....	16
<b>4.3 GDE .....</b>	<b>16</b>
a) School Nutrition Programme (2004).....	16
<b>4.4 GDHSD .....</b>	<b>17</b>
a) Sustainable Livelihoods Programme (based on interviews).....	17
b) Food for All (based on interviews).....	17
<b>4.5 GDARD .....</b>	<b>18</b>
a) Household Food Security .....	18
b) Comprehensive Agricultural Support Programme (CASP) (based on interviews and the GDARD website).....	18
c) Landcare (based on interviews and the Landcare website).....	18
<b>5. Budgets .....</b>	<b>19</b>
<b>6. Capacity.....</b>	<b>20</b>
<b>7. Alignment of Policies, Strategies and Programmes .....</b>	<b>20</b>
<b>8. Recommendations.....</b>	<b>22</b>
<b>9. Strategic entry points to address food insecurity .....</b>	<b>24</b>
<b>10. Secondary economic incentives .....</b>	<b>27</b>

**II. Conclusion ..... 31**

**Appendices ..... 32**

- Appendix 1: Methodology .....32
- Appendix 2: IDP reviews .....34
- Appendix 3: Food Security Assessment Template .....41
- See attached Excel spreadsheet. ....41
- Appendix 4: Gauteng Integrated Food Security Forum Members.....42

## List of acronyms

CASP	Comprehensive Agricultural Support Programme
CBO	Community-Based Organisations
CWP	Community Work Programme
DFSC	District Food Security Committee
ECD	Early Childhood Development
EPWP	Expanded Public Works Programme
FAO	The Food and Agriculture Organisation of the United Nations
GADS	Gauteng Agricultural Development Strategy
GARDP	Gauteng Agriculture Research and Development Policy
GBS	Gauteng Biotechnology Strategy
GDARD	Gauteng Department of Agriculture and Rural Development
GDE	Gauteng Department of Education
GDED	Gauteng Department of Economic Development
GDHSD	Gauteng Department of Health and Social Development
GDTI	Gauteng Department of Trade and Industry
GEGDS	Gauteng Employment Growth and Development Strategy
GIFSSF	Gauteng Integrated Food Security Strategy Forum
GRDS	Gauteng Comprehensive Rural Development Strategy
GSDS	Gauteng Social Development Strategy
IFSSSA	Integrated Food Security Strategy of South Africa
IFPRI	International Food Policy Research Institute
JAM	Joint Aid Management
LFSAG	Local Food Security Action Group
NGO	Non-government Organisation
PIFSF	Provincial Integrated Food Security Forum

## I. Introduction

Food security is a complex concept which to define conclusively, it is explained in various different ways as a result of diverse views. The following two definitions reflect this diversity. Food security is:

*...physical, social and economic access to sufficient, safe and nutritious food by all South Africans at all times to meet their dietary and food preferences for an active and healthy life.*

(Integrated Food Security Strategy of South Africa – IFSSA 2002)

*...where every person has access to sufficient food to sustain a healthy and productive life, where malnutrition is absent, and where food originates from efficient, effective, and low-cost food systems that are compatible with sustainable use of natural resources.*

(International Food Policy Research Institute - IFPRI 2010)

The first definition is taken from the IFSSA (2002), and the second from the IFPRI 2020 Vision (2010). The second demonstrates a broader scope, which addresses malnutrition and takes into account the entire food system. In the context of supporting a Green Economy for Gauteng, the second is used to structure the findings of this report.

This analysis of food security policies in Gauteng is also guided by a whole-systems approach to food security, which aims to consider the entire value chain of the food system. The four dimensions of food security, availability, access, utilisation, resilience, forms a backdrop for this analysis. For food security objectives to be realised, all four dimensions must be fulfilled simultaneously. The Food and Agriculture Organisation of the United Nations (FAO), conceptualised these four dimensions and defines them as follows:

**Availability:** “Food availability addresses the ‘supply side’ of food security and is determined by the level of food production, stock levels and net trade” (FAO Food Security Programme 2008).

**Access:** “Food access refers to people’s economic ability to access food as well as their ability to overcome barriers that stem from physical remoteness, social marginalisation or discrimination on the basis of their social standing” (FAO High-level Conference on World Food Security 2008).

**Utilisation:** “Utilization is commonly understood as the way the body makes the most of various nutrients in the food. Sufficient energy and nutrient intake by individuals is the result of good care and feeding practices, food preparation, diversity of the diet and intra-household distribution of food. Combined with good biological utilisation of food consumed, this determines the nutritional status of individuals” (FAO Food Security Programme 2008).

**Resilience/Stability:** “Even if your food intake is adequate today, you are still considered to be food insecure if you have inadequate access to food on a periodic basis, risking a deterioration of your nutritional status. Adverse weather conditions, political instability, or economic factors (unemployment, rising food prices) may have an impact on your food security status” (FAO Food Security Programme 2008).

## 2. Status Quo of Food Security in Gauteng

Section 27 of the South African Constitution states that every citizen has the right to access to sufficient food and water, and the state must, by legislation and other measures within its available resources, avail to progressive realisation of the right to sufficient food. On national level the IFSSSA (2002) is the only strategy that presents achieving food security as its primary goal. Two other policies that will target food security directly, the National Food Security Policy and Zero Hunger Strategy, are currently under development. This analysis focuses on the policies that have food security as their core outcome, it does not consider policies on national level that present food security as only one of many outcomes or as a means to achieve other primary goals, as the scope would be too broad.

While the Constitution forms the foundation of national legislation and policy, the enactment of such policy is dictated by subsequent strategies and programmes, which are largely drafted and implemented by provincial and local authorities. As proposed in the IFSSSA (2002), Gauteng has appointed a Provincial Coordinator who has convened the Gauteng Integrated Food Security Strategy Forum (GIFSSF). In December 2010, this forum drafted a Gauteng Food Security Strategy. The Strategy is currently under review, and a Gauteng Food Security Policy guiding the implementation of the strategy is also under development.

There are no other policies or strategies in Gauteng nor its municipalities that address food security as their primary goal, although food security is mentioned in many key provincial strategy documents as one of many outcomes, or as a strategic tool to achieve primary goals. These documents include the Gauteng Social Development Strategy, the Gauteng Rural Development Strategy, the Gauteng Agricultural Research and Development Policy, the Gauteng Agricultural Development Strategy, and the Gauteng Biotechnology Strategy. None of the documents reviewed reflect clear targets or budgetary allocations — where this information is represented in this review, it was obtained from telephonic interviews.

The mandate and responsibility for food security policies, strategies and programmes are distributed across three departments: the Gauteng Department of Agriculture and Rural Development (GDARD), the Gauteng Department of Education (GDE) and the Gauteng Department of Health and Social Development (GDHSD)<sup>1</sup>. Even so, current food security initiatives are housed within and rolled out mostly by GDARD at the municipal level. In order to address food security, GDARD initiatives tend to primarily focus on the availability dimension of food security, promoting food production to address food security. The Gauteng Employment Growth and Development Strategy (GEGDS), located within the Gauteng Department of Economic Development (GDED) was also considered as the broader framework within which other food security initiatives operate. The GEGDS's Expanded Public Works Programme (EPWP) is also considered with other provincial programmes.

Provincial strategies that address food security include the following:

<b>Gauteng Department</b>	<b>Policy/Strategy</b>
GDED	Gauteng Employment Growth and Development Strategy
GDHSD	Gauteng Social Development Strategy
GDARD	Gauteng Rural Development Strategy Gauteng Agriculture Research and Development Policy

<sup>1</sup> The Departments of Health and Social Development recently merged into one department. The recent merger is evident, as stakeholders struggle to overlap and share responsibilities. Initiatives still operate separately, while now having to share a budget.

	Gauteng Agricultural Development Strategy Gauteng Biotechnology Strategy
GDE	None

Policies drafted by various national departments are translated into strategies that are then implemented through programmes. Programmes are overseen by provincial departments and implemented by municipalities, but due to a lack of capacity and budget, municipalities often wait for provincial departments to implement programmes, while taking on a mere targeting and facilitation role.

Programmes addressing food security include the following:

Department	Programme
Inter-Departmental	War on Poverty Bana Pele
GDED	Expanded Public Works Programme (EPWP)
GDE	School Nutrition Programme
GDHSD	Sustainable Livelihoods Programme Food for All (collaborating with GDARD)
GDARD	Food for All (collaborating with GDHSD) Household Food Security CASP Landcare (part of Sustainable Resource Management Programme <sup>2</sup> )

The EPWP links food security and green employment through the support of local agricultural production initiatives, and presents various opportunities to align policies, strategies and programmes. Opportunities will be discussed in Sections 5.1 and 6. Translation of strategies that aim to improve food security into programmes at the municipal levels is inconsistent. An overview of all the relevant Gauteng Municipal Integrated Development Plans (IDPs) indicated that food security initiatives at the municipal level typically include training and support for emerging farmers, community garden programmes, feeding schemes, strategic preservation of prime agricultural land, provision of “starter packs” of seeds, livestock, and other agricultural inputs, and participation in the GIFSSF. These initiatives form part of the various programmes mentioned before. In some municipalities food security initiatives go beyond the commonly shared interventions. These are discussed in 3.3.

Interviews and policy scans reveal that very few key stakeholders at the provincial level, and almost none at municipal level, have a keen understanding of the complexity of food security and the multifaceted approach necessary to address its myriad related issues. However, despite some apparent shifts in key metropolitan municipalities such as Johannesburg, Tshwane and Ekurhuleni, at other municipalities there seems to be a lack of knowledge about food security and notably, a lack of truly integrated and cross-departmental programmes and initiatives to address it.

Food security policies, strategies and programmes do not yet reflect a systemic approach to food security to address the four dimensions of food security simultaneously. They are overly focused on availability (through

<sup>2</sup> A review of GDARD’s Sustainable Resource Management Programme is not reflected in this review, as it falls outside its scope. It is, however, reflected in the Assessment Template in Appendix 3.

increasing production), while only beginning to address the accessibility of food (through food banks and feeding schemes), and utilisation (through nutrition programmes), and they do not address the resilience dimension of the food system at all.

### 3. Food Security Policies and Strategies

Food-security related content was found across a broad spectrum of policy documents in various government departments including GDE, GDHSD and GDARD. Below is brief overview of the reviewed food security related policies.

#### 3.1 National

On national level, only the policies and strategies that present food security as their primary goal were considered. The scope was broadened on provincial and local levels.

##### *a) Integrated Food Security Strategy of South Africa (IFSSSA) (2002)*

The IFSSSA (2002) constitutes the most relevant national food security document and provides the only direction for food security initiatives in South Africa. The goal of the IFSSSA is to eradicate hunger, malnutrition and food insecurity by 2015. Its strategic objectives are to: increase household food production and trading; improve income generation and job creation opportunities; improve nutrition and food safety; increase safety nets and food emergency management systems; improve analysis and information management system; provide capacity building; and hold stakeholder dialogue.

The approach of the IFSSSA entrenches public private civil society partnerships and focuses on household food security without overlooking national food security. It recommends an integrated, intersectoral approach to food security, and assigns responsibility primarily to the National Department of Agriculture and Rural Development to establish a network of institutions and committees to address different aspects of food security. Further development and implementation of an Integrated Food Security Programme will be led by various other departments including the Department of Public Works, the Department of Health and Social Development, and Statistics South Africa.

In addition, the IFSSSA proposes the establishment of Provincial Integrated Food Security Forums (PIFSF) to be constituted by stakeholders from government, private sector and civil society at each of the nine provinces; provincial Coordinators to coordinate the activities and provide technical support; District Food Security Committees (DFSC) to identify food insecurity, compile and recommend projects for funding, and monitor and evaluate the effects of the projects on food security on district-level; and Local Food Security Action Groups (LFSAG) to assist with on-the-ground implementation of food security related initiatives.

##### *b) National Integrated Food Security Policy (pending – information based on interview)*

The National Integrated Food Security Policy is currently being drafted. The policy was not available at the time of drafting this report, but conversation with the key national policy maker (Sibongiseni Ndimande) indicated that the document will include the following:

- Shift procurement of food for food security programmes to emerging and small-scale South African farmers, while simultaneously working to bolster the economies of neighbouring countries to create



new markets for commercial South African farmers.

- Establish local food economies within South Africa via monetary and technical support to small-scale food producers, and improving both producers' and consumers' access to local foods in the market.
- Work closely with the Department of Health and Social Development to increase nutrition education efforts through dieticians and nutritionists, with a focus on nutrition label reading. The Department of Trade and Industry recently formulated a new law enforcing standardised labelling requirements for food.

It is projected that a draft policy will be ready for public consultation between January and March 2012.

#### *d) Zero Hunger Strategy (pending – information based on interview)*

The Zero Hunger Strategy, a Gauteng initiative, is based on the successful Brazilian programme of the same name. With most of the initial work being done in Gauteng on the provincial level, it has now been upscaled to national level for review as a strategy aimed to combat hunger and its structural causes. The Departments of Agriculture and Rural Development, Health and Social Development and Economic Development will roll out the strategy through various programmes. There are currently four proposed areas of focus:

- Support small-scale agricultural production by identifying existing land in schools and communities on which family cooperatives can farm and receive technical support from the Department of Agriculture and Rural Development;
- Facilitate procurement of local foods. In partnership with the Department of Economic Development create preferential purchasing arrangements linking household small-scale farmers with schools, hospitals, crèches, social institutions, and food banks. Impoverished families receive vouchers allowing them to purchase discounted local fresh produce at community markets;
- Establish community nutrition centres based on the concept of popular restaurants that offer hot cooked meals to vulnerable populations in exchange for discounted payment or attendance at a skills-generating project; and
- Provide skills development as an exit-strategy from food aid and poverty.

It is unknown when the national policy will be available for public consultation.

## 3.2 Provincial

Both the Gauteng Integrated Food Security Policy and Strategy were under development and not available for review at the writing of this report. Policies and strategies on provincial level that have food security as one of many outcomes, or as a strategic tool to achieve other primary outcomes, were sourced from interviews and websites and are reviewed in terms of their relevance to food security in this section. These strategies stem from various national and provincial policies and are implemented via municipal level programmes.

#### *a) Gauteng Employment Growth and Development Strategy (GEGDS) (2010)*

The GEGDS is located within the GDED. It “explains the strategic interventions by which Gauteng will work to make an innovating, green and inclusive economy a reality” (2010:5). The strategic interventions are organised into 5 ‘strategic pillars’, one of which is Sustainable Communities and Social Cohesion. Within this, one of three key ‘ordinary drivers’ is “Rural and Agricultural Development and Food Security” (2010:8). Food Security is thus one of the key motivations for a green growth and development strategy, and in this document is addressed primarily through rural and agricultural development.

Amongst other aims, the GEGDS seeks to achieve “rural and agricultural development with special emphasis being placed on food security, which through some of the green technologies can play a vital role in creating employment while building up economic activities in communities” (2010:32). Through this emphasis on food security “Put more simply, the GEGDS, through short-, medium- and long-term strategies will be implemented with the aim to progressively transform the economy through endogenous growth aimed at achieving the long terms goals of this growth path which is to create decent jobs through an inclusive, innovating and green economy” (2010:32).

The GEGDP (2010:60) explains the importance of a focus on jobs in the food security arena:

Research has shown that the most significant contributor to green economic development and job creation is the focus on food security and local agricultural production. Local production reduces the reliance on produce imported from other provinces and therefore reduces carbon emissions, while creating employment in the province. Key interventions include:

- Promotion of food gardens, especially in city centres, to alleviate food insecurity and create jobs in the short-term.
- Increase the availability of land for agricultural production, especially high-yielding land in the province as well as arid land in rural communities for the Moringo Oleifera project (and the potential derived by-products).
- Promotion of skills development and management training necessary for small scale sustainable farming with the agricultural sector education and training authority in collaboration with farm schools.
- Extension of agricultural and investment services to support small scale (subsistence) farmers coupled with possible funding leveraged from relevant government agencies – aimed at increasing capitalization for these farmers.
- Revival of agricultural expos.
- Support for community-led local economic development initiatives in agriculture.

Food security related job creation is targeted under the proposed Community Works Programme (CWP) (see 5.2.a).

Although food security sector jobs are not mentioned exclusively under other job creation plans, there is ample opportunity for food security job creation under the Expanded Public Works Programme II, Youth Employability Initiative, and Labour Absorbing Sector Employment—all mentioned in the GEGDS.

If 20% of CWP jobs target food security, a budget of R200 million would be required to reach the Premier’s stated target of 100,000 jobs.

#### *b) Gauteng Social Development Strategy (GSDS) (2006)*

The GSDS is located within the GDHSD. It is aimed at general social development through the use of ten strategic levers. These levers must strengthen social relations and economic participation by individuals, households and communities in order to reduce poverty and hunger, and achieve sustainable livelihoods (2006:16). Three of these levers include the improvement of food security as a necessary step to achieve their outcomes and in some cases outline strategies for improving food security.

- Strategic Lever 2: The development of human resources

A package of supporting services must be provided to vulnerable households including, amongst other things, adequate food and nutrition programmes (2006:17).

- Strategic Lever 8: Strategies to assist the most vulnerable in society

Through the Gauteng Strategy for Children 2005 – 2010, Lever 8 will promote greater reach of an integrated food security programme including primary school nutrition programmes and crèche feeding schemes for effective learning. The programme will be rolled out in Early Childhood Development (ECD) centres, primary and secondary schools, health facilities and other identified environments (2006:24).

- Strategic Lever 9: Integrated poverty alleviation

An integrated food aid and nutrition programme will be offered to people not currently included in other safety nets, incorporating the homestead food garden programme, support services to farmer settlement programmes, nutritional support services to mothers and babies, a nutrition and food safety programme available at ECD facilities, school feeding to poor learners in primary and secondary schools, subsidisation of Non-government Organisations (NGOs) to provide food relief, and community self-help initiatives such as bulk buying of food through saving clubs, organisations and cooperatives. This will be combined with programmes to finance and provide household, social and economic infrastructure for poverty alleviation, including social housing, changes in land and housing ownership, utilising other strategic levers referred to in this strategy (2006:27).

The strategic levers are interdependent; hence actions taken in one area have impact in others. For this reason, the GSDS depends on the effective functioning of team-based approaches. The GSDS will be managed and implemented by cross-departmental project teams working under the auspices of GDHSD but under the direction of the Gauteng Social Development Strategy Committee.

In addition to the budgets of line departments, a comprehensive budget for the Gauteng Social Development Strategy will be presented each year, demonstrating the integration of social sector budgeting. The budget for 2011 had not been received for review by the time of writing this report.

### c) *Gauteng Comprehensive Rural Development Strategy (GRDS) (2010)*

This strategy, located within GDARD proceeds from the recognition that “the worst poverty is often located in peri-urban and rural areas” (11) marked by isolation. The term rural is not clearly defined, but for operational purposes, “rural areas include informal settlements, peri-urban townships, villages and small towns and nearby urban centres [...]” (2010:12).

The objective of the GRDS is “to provide a strategic framework that will facilitate the co-coordinated implementation of sector policies and strategies concerned with the development of rural communities...support the implementation of poverty alleviations mechanisms and create a development environment that will contribute to enabling rural communities and households to achieve sustainable livelihoods” (2010:13).

Food security is one of seven major themes guiding the strategy (2010:14). In terms of its approach to food security, the strategy takes a developmental approach rather than focussing on humanitarian aid: “that create wealth, enabling people to buy (access) the food which is available” (2010:21). The document specifically addresses food security in several sections, recognising that “there is a huge macro-economic cost in the region to taking no action to relieve food insecurity in a sustainable manner” (2010:21). It states that to strengthen efforts to improve food security, the Gauteng Provincial Government has introduced several measures. It has also made various administrative structural changes to support farmers, especially emerging farmers. Targeted communities have been supported through backyard food gardens, community food gardens, food banks and

several other measures.

The GRDS also makes reference to the objectives of the Gauteng Food Security Strategy (currently under review)(2010:21):

- Provide the framework for a sustainable and coordinated “solution” to food insecurity in Gauteng, replacing the hitherto ad-hoc approach, promoting synergies and avoiding wasteful duplication, and for components to be outcome-oriented rather than activity-oriented;
- To serve as the vehicle for implementing Gauteng’s food security policy, whereby all its citizens would be food-secure;
- To provide a management tool for Government, enabling it to have a clear vision of what and how it intends to prioritise, and to oversee and coordinate the implementation of food security policy, not least through commanding the development agenda rather than merely responding to priorities;
- To facilitate related multi-sectoral planning and implementation at Provincial and Municipality level, and provide a mandate against which potential projects can be assessed as “bankable,” and worthy of funding;
- To encourage a development agenda, with a preventative rather than curative orientation, together with a better-coordinated safety net of food security-related relief efforts.

The document points out the links between food insecurity, poverty, health and productivity, HIV/AIDS, water access and efficiency of use, improving women's knowledge of nutrition and involvement in decision-making. It recognises the limitations of the green revolution and the importance of training and technology, integration of indigenous knowledge with research, land reform, and low-cost finance. It reflects a critical perception of genetically modified organisms.

The strategy recommends several actions related to food security (2010:37):

- Include mainstream nutrition goals in development policies and programmes
- Improve household food and nutrition security
- Protect consumers through improved food quality and safety
- Prevent and manage infectious diseases
- Promote breastfeeding
- Care for the socioeconomically deprived and nutritionally vulnerable
- Prevent and control specific micronutrient deficiencies
- Promote appropriate diets and healthy lifestyles
- Assess, analyse and monitor nutrition situations.

The GRDS remains very vague and general on the topic of food security. Many of the strategies, which do not relate directly to food security may have a beneficial indirect effect on food security if they are implemented well. Approaches directly aimed at food security reflect a focus on food production and nutritional education, but do not adequately address aspects of food security like access, utilisation or resilience. The strategy document is replete with programmatic and general statements on food security and outlines some of the challenges contributing to food insecurity, but offers very little by way of specific strategies that explain how to translate general statements into implementable programmes or actions.

#### *d) Gauteng Agriculture Research and Development Policy (GARDP) (2008)*

The purpose of the policy is to outline principles and parameters of agricultural research for the development of appropriate agriculture technology and increasing agricultural productivity within the province of Gauteng.

The main objective of this policy is to articulate and define the parameters of agricultural research management and related processes. It will also address the evaluation criteria of the proposals received from different agricultural research institutes and academics to make sure that all approved research projects are in line with Gauteng Agriculture Development Strategy (GADS) as well as the GEDS priorities.

The GARDP only indicates support for a single application - this is far too little to make a major impact on agricultural research and development in the province, especially in the context of the province's aspirations towards developing a knowledge-based economy. With the main responsibility of food security initiatives befalling GDARD, this is cause for concern. More coherent research on food security, which falls under GDARD mandate, and the support and development of emerging and small-scale farmers – through appropriate technology including soil conservation and enhancement, biodiversity management, water harvesting and irrigation, crop security, storage and processing as well as niche markets such as essential oils, indigenous crops and organic farming in particular – require a concerted research drive. None of the primary beneficiaries of these initiatives can mobilise the scale of research and development resources available to multinational agri-business corporations.

No budgets are reflected in the document.

#### e) *Gauteng Agricultural Development Strategy (GADS) (2006)*

This strategy is housed within GDARD and aims to support the GEGDS by developing agriculture in Gauteng. In order to achieve this, programmes must be put in place to overcome lack of land, finance, access to markets, knowledge and technological developments and skills training (2006:35-37). GADS identifies vulnerable black farmers and then take them through the following stages (2006:37):

- The farmer needs to obtain land through purchase or lease.
- Loan financing should be made accessible to the farmer, capital as well as bridging.
- The farmer should consider the recapitalisation of on-farm infrastructure either through loan or grant financing, depending on the type of commodity farmed.
- The farmer must undertake training and skills enhancement.
- The on-farm production must be linked to markets.
- The farmer must have access to information at regular intervals through extension services, technology (cellphones, internet etc), study groups, radio, television or printed media.
- The farmer must have access to the latest technological advances through research and extension services.

One of the pillars to achieve its goals is to invest in farmer development. Food security plays an important role in this regard. In terms of food security, the GADS aligns itself with the national goal of the IFSSSA to ensure universal and sustainable access to the minimum daily, safe and nutritious food needs for a healthy, active and better life for all the people of South Africa. The target group for improving food security comprises about 30-50% of Gauteng's population.

GADS consists of three cells: production, processing and distribution and household food security is addressed in each of these cells:

- Cell 1.3: Production and Household Food Security (2006:28)  
Strategic partnerships will be formed with NGOs, Faith-Based Organisations, Community-based Organisations (CBOs) and Local Authorities in order to rapidly expand both the homestead food gardens and community garden projects. The Department will roll out and scale up the various Household Food Security Programmes, targeting specifically women and children. As part of its implementation plan, through

working with existing CBOs in a “people’s contract” to eradicate hunger, the Department will also link the Integrated Food Security and Nutrition Programme<sup>3</sup> and the EPWP to improve livelihoods and the ability of poor households to access income to meet basic food needs. The Department will initiate the introduction of measures to expand the reach and impact of government policy and programmatic interventions that contribute to this goal through improved co-ordination between departments and the review of certain interventions. The focus of the Department will be on four areas of policy and programmatic work, namely: food production, food distribution, food safety and income security.

The Department will also actively engage with the National Food Pricing Monitoring Committee in order to influence food pricing as an additional area of programmatic work, and it will invest in Indigenous Knowledge Systems as well as urban agricultural support programmes.

Urban agriculture has emerged as a key livelihood and coping strategy for urban residents and as an essential land use, changing the way people in cities feed themselves and making a significant contribution to overall urban food security. Existing programmes aimed at establishing vegetable gardens in homesteads and schools need to be expanded in a systematic roll-out wherever possible. Similar programmes aimed at the extensive planting of fruit trees will be initiated. Support measures for the decentralised provision of water will also be initiated.

- Cell 2.3: Processing and Household Food Security (2006:31)

Integration of most homestead gardens projects with small-scale beneficiation and packaging (as is already envisaged in current strategic planning). These suggest that the Department can play a supportive role in providing market access, e.g. by negotiating with big retail chains. The department could facilitate the establishment of a ‘virtual clearing house’ for products (and related services) as part of its databases linking interested retailers, including NGOs and altruistic consumers, to providers in a cost effective way

Expansion of existing programmes and the incorporation of small-scale appropriate value-adding. One needs to be realistic and understand that this cell’s set of activities will necessarily remain a small part of future interventions, given that the Department’s new focus will be placed on the empowerment of SMMEs in the formal sector.

- Cell 3.3: Distribution and Household Food Security (2006:34)

The wording for Cell 3.3 was copied exactly from that of Cell 2.3. In addition these programmes were mentioned:

- Peer educator schemes raising productivity and risk management skills
- “FoodBucks / SmartCard” – this is not explained, but could refer to food vouchers
- User-friendly access to information
- Creating an enabling environment for the formal economy, is of higher importance than facilitating informal sector trading activities

The links between the distribution programmes mentioned under Cell 3.3 and food security are not clear. The fact that the exact same programmes were copied from Cell 2.3 indicates that distribution is not a clearly understood concept. It seems to be interpreted as access to food.

No budgetary framework is provided for GADS.

---

<sup>3</sup> The official document outlining the Integrated Food Security and Nutrition Programme could not be found.

*f) Gauteng Biotechnology Strategy (2007)*

This strategy responds to GADS and the GEDS to create a strategic framework with the intention of positioning Gauteng as a national leader in biotechnology, with the anticipated outcome of increased productivity and availability of food. It states that biotechnology offers the province another tool to improve food security, alleviate poverty and create more jobs. As such, the province will work with biotechnology stakeholders to ensure that it has access to the skills and knowledge to keep pace with this technology (2007:28). The document is highly in favour of biotechnology - genetically modified crops - and minimises the potential risks, while praising its many potential benefits.

With strong ties to the emerging South African biotechnology business sector, this strategy does not only have technological support, but also benefits from extensive funding from the business sector.

*g) Gauteng Integrated Food Security Strategy and Policy (pending – information based on interview)*

In line with the IFSSSA, GDARD has appointed a provincial coordinator (Njoni Sikhalele), and has convened the GIFSSF. The forum includes representatives provincial departments including GDARD, GDHSD, GDE, and the Gauteng Department of Trade and Industry – GDTI, as well as trade unions, NGOs such as Joint Aid Management (JAM), and municipal officials (see Appendix 4).

The GIFSSF has drafted a provincial integrated food security strategy based on the national IFSSSA. A policy document guiding the implementation of the strategy is also being developed. The strategy document is currently being reviewed, and has not been released for analysis or comment. The document has applied a provincial perspective and has refined roles of different departments. The document has a strong focus on the co-ordination between provincial departments and outlines the food-for-all rollout plan.

### 3.3 Local

Gauteng is divided into 3 metropolitan municipalities, and 3 district municipalities, which are further divided into 9 local municipalities:

<b>Metropolitan Municipalities</b>	<b>District Municipalities</b>	<b>Local Municipalities</b>
City of Johannesburg		
City of Tshwane		
Ekurhuleni		
	Metsweding	Nokenge tsa Taemane
		Kungwini
	Sedibeng	Emfuleni
		Midvaal
		Lesedi
	West Rand	Mogale City

		Randfontein
		Westonaria
		Merafong City

This review considered the Integrated Development Plans (IDPs) of the Metropolitan Municipalities of Johannesburg, Tshwane and Ekurhuleni, and those of the District Municipalities of Metweding, Sedibeng and the West Rand. Local Municipalities mainly based their IDPs on the IDPs of their respective Districts and were found to repeat District food security initiatives.

#### *Municipal Integrated Development Plans (IDPs)*

IDPs are five-year plans that are reviewed annually and determine how municipal budgets will be spent on various programmes. It's a legal requirement for each municipality to have an IDP and it specifies what must be achieved in a year.

Most municipalities have a basic set of food security related programmes in common that relies heavily on the local production of food in homestead and community gardens. Improving the availability of land and providing inputs and implements are put forward as strategies to increase production. Municipalities also commonly operate as a platform or support for the implementation of provincial programmes led by GDARD. Due to a lack of capacity and budget, municipalities often wait for provincial departments to implement programmes, while taking on a mere targeting and facilitation role.

Other food security interventions were mentioned in some IDPs. The cities of Tshwane, Johannesburg, Sedibeng and Ekurhuleni have established databases of indigent households that are used to select households that qualify for food aid packages and homestead/community food gardens. In Johannesburg, food production support initiatives are promoted as one of several exit strategies that provide a basket of welfare benefits including child welfare, cash grants, food parcels, electricity, water, and bus transit concessions to 500,000 people. Ekurhuleni also wants to increase urban and organic agriculture by 2025 to increase food security in the municipal area. Tshwane and Midvaal (within Sedibeng) have enacted policies to protect high-value agricultural soils by preventing subdivision of land. Tshwane has also developed an integrated agricultural strategy that includes food security. The strategy provides overarching guidelines on how agriculture should be developed in Tshwane (see Appendix 2). Ekurhuleni and Emfuleni (within Sedibeng) have proposed preferential procurement for government offices and feeding schemes from local food production and beneficiation enterprises.

For an overview of the analyses of various municipal food security interventions, including allocated budgets, see Appendix 2.

## 4. Food Security Programmes

Food security programmes are based on food security policy and strategies and are used to implement or act on policies strategies on local municipal level.

### 4.1 Cross Departmental

#### *a) War on Poverty (based on interviews)*



This programme was established to assist South Africa's poorest households in receiving assistance and support in a coordinated and sustained way. It is located in the Presidency and the mandate of vice-president. The programme works to identify needy households and links beneficiaries to the various sector departments responsible for the services that they might need. In relation to Food Security, it links beneficiaries to food banks and the School Nutrition Programme. There are four food banks in Gauteng, located in Ekurhuleni, Sedibeng, Tshwane, and West Rand. A fifth is planned for Johannesburg and will be opened in 2011.

*b) Bana Pele (based on interviews)*

This programme is a collaboration between the GDHSD and the GDE. The programme addresses the needs of vulnerable children and orphans between 0-18 years by offering a single window of services for the most vulnerable children in the province. The Bana Pele programme includes services such as school uniform assistance, school transportation assistance, psycho-social support, and school feeding via the School Nutrition Programme.

## 4.2 GDED

*a) Community Works Programme (CWP) (based on the GSGDS)*

The CWP is a direct employment creation programme, it aims to create jobs in communities, which also assists in building up communities and improving access to services and infrastructure. Instead of providing access to fulltime employment for defined periods, the CWP aims to provide participants with access to a minimum level of regular employment on an ongoing basis. The focus on direct employment creation initiatives by government represents a significant departure from the approaches taken in the past, which have focused on creating an income stream to the poorest.

The standard model for the programme (GEGDS 2010:53) is to offer two days of work per week (or 100 days a year) with income amounting to R100 per day. Approximately 1,000 people can be employed per site and the CWP has the potential to increase to 4,000 people over the medium term. In the State of the Province address, the Premier stated that 100,000 jobs will be created through the CWP by 2014. Typical programmes include:

- A strong focus on food security;
- Home-based care;
- Care of orphans and vulnerable children;
- Environmental rehabilitation and maintenance;
- Informal settlement upgrading; and
- Partnerships with schools to provide maintenance, labour for food gardens, unemployed matriculants to supervise homework classes, recreation activities etc.

## 4.3 GDE

*a) School Nutrition Programme (2004)*

This programme is implemented at the provincial level by the GDE. "The National School Nutrition Programme (NSNP) is a poverty alleviation strategy introduced in 1994 by government as part of the Reconstruction and Development Programme of the newly founded democratic Republic of South Africa in

1994.”<sup>4</sup> This programme addresses a key aspect of food security by providing regular nutrition for young learners.

The objectives of the NSNP are to “ensure unreserved access to basic quality nutrition...for the benefit of learners from the poorest schools or schools serving the poorest communities.”<sup>5</sup>

In addition to direct feeding, the programme includes provisions that address other aspects of food security—including nutrition education and school gardens which “begin to entrench a culture of food production for better life”<sup>6</sup> amongst learners, and economic benefits to woman and community businesses who are responsible for food preparation and receive preferential procurement contracts.

The goals and objectives of the programme are achieved through the following:

- Feed all children in schools that fall within poverty Quintiles 1, 2, 3 for a standard minimum of 156 days
- Where possible, develop food gardens to complement nutrition education in the curriculum
- Offer procurement priority to women and community based organisations
- Enhance programmes for orphans and vulnerable children<sup>7</sup>

As of 2010, a total of 545,547 learners in 1491 Quintile 1-3 primary schools and 62,642 learners in 62 Quintile 1 secondary schools in Gauteng benefited from the NSPN.<sup>8</sup>

For the year ended 31 March 2010, the Gauteng School Nutrition Programme budget was R251.6 million, in that year 100% of the funds were spent.<sup>9</sup>

## 4.4 GDHSD

### *a) Sustainable Livelihoods Programme (based on interviews)*

This programme is the heart of the War on Poverty Programme. It identifies available resources within the most impoverished communities that can be used to establish sustainable livelihoods for those communities.

Despite extensive efforts to obtain relevant documents, additional information could not be found and was not provided by time of write-up.

### *b) Food for All (based on interviews)*

The Food for All strategy includes oversight of food banks that provide food parcels, and a GDARD programme providing agricultural starter packs to needy households to reduce long-term dependency on food aid by enabling household fruit and vegetable production.

Despite extensive efforts to obtain relevant documents, additional information could not be found and was not

<sup>4</sup> NSNP Implementation, Monitoring and Reporting Manual. January 2004. Pg 1

<sup>5</sup> NSNP Implementation, Monitoring and Reporting Manual. January 2004. Pg 2

<sup>6</sup> NSNP Implementation, Monitoring and Reporting Manual. January 2004. Pg 6

<sup>7</sup> NSNP Implementation, Monitoring and Reporting Manual. January 2004. Pg 2-6

<sup>8</sup> Department of Education, Gauteng Department of Education Annual Report and Audited Financial Statements 2009/10. Pg 115

<sup>9</sup> Department of Education, Gauteng Department of Education Annual Report and Audited Financial Statements 2009/10. Pg 208

provided by time of write-up.

## 4.5 GDARD

### *a) Household Food Security*

The Household Food Security programmatic area includes supports such as seeds and production inputs for household food gardens and community and school gardens.

In August 2010, GDARD reported that 1077 homestead food gardens were implemented; 14 school food gardens were implemented in collaboration with the Japanese International Cooperation Agency; and 211 food gardens were being maintained in all household food security regions.<sup>10</sup>

Despite extensive efforts to obtain relevant documents, additional information could not be found and was not provided by time of write-up.

### *b) Comprehensive Agricultural Support Programme (CASP) (based on interviews and the GDARD website)*

The aim of this programme is to provide post-settlement support to the targeted beneficiaries (the hungry, subsistence and household food producers, and land reform beneficiaries). The programme is a core focus for GDARD and will make interventions in six priority areas: information and technology management; technical and advisory assistance, and regulatory services; marketing and business development; training and capacity building; on/off farm infrastructure and product inputs; and financial support.

One of the key objectives is to enhance national and household food security. Other outcomes supporting food security include increased creation of wealth in agricultural and rural areas; increased sustainable employment; increased incomes and increased foreign exchange earnings; reduced poverty and inequalities in land and enterprise ownership; improved farming efficiency; stable and safe rural communities, reduces levels of crime and violence, and sustainable rural development; improved investor confidence, leading to increased domestic and foreign investment; and pride and dignity in agriculture as an occupation and sector.

Since the implementation of CASP in 2004/05, a total amount of R750 million has been allocated to this programme nationwide.<sup>11</sup>

Despite extensive efforts to obtain relevant documents, additional information could not be found and was not provided by time of write-up.

### *c) Landcare (based on interviews and the Landcare website)*

Landcare is a community based and government supported approach to the sustainable management and use of agricultural natural resources. The overall goal of Landcare is to optimise productivity and sustainability of natural resources so as to result in greater productivity, food security, job creation and better quality of life for all.

---

<sup>10</sup> Gauteng Department of Agriculture and Rural Development. GDARD Statement at quarterly media briefing. Aug 31, 2010. [http://www.link2media.co.za/index.php?option=com\\_content&task=view&id=9496&Itemid=12](http://www.link2media.co.za/index.php?option=com_content&task=view&id=9496&Itemid=12)

<sup>11</sup> Department of Agriculture, Forestry, and Fisheries. Comprehensive Agricultural Support Programme (CASP). <http://www.nda.agric.za/doiDev/topMenu/DoAProgrammes/CASP.htm>

The vision for the National Landcare Programme is to have communities and individuals adopt an ecologically sustainable approach to the management of South Africa's environment and natural resources, while improving their livelihoods. This means people use the soil, water and vegetation resources in such a manner that their own quality of life is improved and that future generations will also be able to use them to satisfy their needs. This implies that cultivation, livestock grazing and harvesting of natural resources should be managed in such a manner that degradation (such as soil erosion, nutrient loss, loss of components of the vegetation, increased run off of water etc) is curtailed.

Landcare's objectives are to promote partnerships between the communities, the private sector and government in the management of natural resources; establish institutional arrangements to develop and implement policies, programs and practices that will encourage the sustainable use of natural resources; encourage skill development for sustainable livelihoods; encourage opportunities for the development of business enterprises with a sustainable resource management focus; and enhance the long-term productivity of natural resources.

No budgetary framework available for review.

## 5. Budgets

In terms of an overall budget for food security in Gauteng, the following was identified:

a) In 2009 Gauteng was granted R50 million from the national Department of Agriculture, Forestry, and Fisheries for agricultural programmes, including CASP, LandCare, Ilima/Letsema<sup>12</sup> projects, and agricultural disasters.<sup>13</sup>

b) In early 2011, following floods that anguished the province, the Gauteng Provincial Government allocated R49 million for food security programmes. These programmes included the distribution of food parcels to beneficiaries of the Home Community-based centres and regional food banks. An additional R61 million was allocated to support existing local entrepreneurs, associations, producers and cooperatives of farming communities through the Letsema/Ilima programme and the provision of farmer support extension services. R19 million was allocated for job creation within the agricultural, environmental, and rural development sectors. Another R20 million was set aside for the agricultural sector to provide agro-processing solutions to enable local farmers to improve their abilities to a level where they could compete in both local and international markets.<sup>14</sup>

Interviews with GDARD officials also revealed that specific goods and services funding was made available to the following projects on an annual basis:

- Community food gardens - R8 million
- Homestead/back yard gardens - R12 million

---

<sup>12</sup> No official documentation on the Ilima/Letsema programme could be identified. GDARD newsletters reporting on the progress of the programme only announce the launch of the programme in various provinces, outlining general food security definitions and challenges, rather than giving an outline of the programme itself.

<sup>13</sup> Department of Agriculture, Forestry, and Fisheries. Annual Report 2009/2010. Pg. 23

<sup>14</sup> Gauteng Online. "Gauteng allocates R49 million for food security". Available:

<http://www.gautengonline.gov.za/News/Pages/GautengallocatesR49millionforfoodsecurity.aspx>

The only other relevant and current food security budget information was found in Municipal IDPs and highlighted in Appendix 2. None of these budgets followed a standard budget framework, making it impossible to compare or synthesise the budgets in any worthwhile manner.

Because food security programmes are distributed across various departments and sometimes included as outcomes or tools within other programmes, it is not possible to represent a food security budget for Gauteng at this point.

## 6. Capacity

The most significant barrier to effective food security programmes is the lack of effective and sustained integration between the various government, provincial and municipal departments whose work is linked to food security. The lack of a single Government Department taking responsibility for food security contributes to the lack of integration. The establishment of PIFSSFs could be considered a response to the lack of integration, but as evident in Gauteng, a lack of supporting or monitoring forums from national level, led to the Gauteng forum currently being inactive. With the Gauteng Integrated Food Security Policy and Strategy under review, forum members expressed that they were waiting for approval of these documents before moving forward. There is also no record of any established DFSCs or LFSAGs in Gauteng. This indicates a lack of structures able to take food security beyond theorising and planning, to actual implementation.

GDARD houses the majority of current food security or related policies, strategies and programmes. A human resource pool of 39 officials implements these GDARD programmes. They focus on the following primary programmatic areas:

- 1) Community food gardens
- 2) Homestead/back yard gardens
- 3) School food gardens
- 4) Formal economy supports

As in the case of food security budgets, because of the distribution of food security programmes over various departments, it is not possible to represent accurate figures in terms of officials focusing on food security in Gauteng. The most representative body, the GIFSSF, which is currently not working on any food security projects, consists of approximately<sup>15</sup> 42 members. No records could be found of Gauteng-based DFSCs or LFSAGs, and thus these food security bodies' capacity cannot be quantified.

## 7. Alignment of Policies, Strategies and Programmes

On a national level, the new pending National Integrated Food Security Policy (see 3.1.b) will require that the IFSSA (2002) be reviewed and adjusted. The fact that the IFSSA was initially drafted without a supporting policy, could have contributed to its limited impact on food security in the country. The function of a policy is to state intent and commitment, and to guide actions towards a required outcome. The IFFSA (2002) is a comprehensive strategy, but without the guiding structures to support it, has had limited impact on food security in the country. Interviews with key policy writers, about the content of the pending Policy and also the

---

<sup>15</sup> During interviews with some of these members, they expressed that they were either in the wrong meeting, or representing or accompanying a GIFSSF member. Not everyone on the list could be reached, so at this point it is unclear how many members the GIFSSF has.

national Zero Hunger Strategy, show promise in terms of alignment. Both drafts will be focusing on small-scale agriculture through extension services i.e. technical advise and support, the procurement of local food and the establishment of nutrition centres. However, the lack of transparency about the processes used to draft these documents, and the difficulty in accessing drafts, indicate a lack of stakeholder engagement from the outset of the designing process and could negatively impact on the relevance and effectiveness of the policy and strategy once they finally reach the implementation phase.

On a provincial level, the only strategies that will eventually guide food security initiatives specifically are the Gauteng Integrated Food Security Policy and Strategy, both currently in for review. It is important to take into consideration that they would have to be adjusted to the pending National Integrated Food Security Policy once it is finalised.

Other provincial policies and strategies considered in this review either consider food security as one of many outcomes, or as tool to achieve primary objectives. These include the GEGDS, the GSDS, the GRDS, the GARDP, the GADS and the Gauteng Biotechnology Strategy. Because of being distributed across various departments, the alignment of these strategies to policies, each other and programmes are not always evident. There are, however, some of these strategies that acknowledge the importance of interdepartmental collaboration and alignment (e.g. GSDS), but none provide clear information or descriptions of what or how these alignments could be set up. These strategies' primary objectives include job creation, social development, rural development, and research and development in agriculture. Even though this list of primary objectives does not include food security, they are all related to it and could be applied as powerful collaborating objectives to improve food security. Recommendations in this regard will be outlined in section 8.

There seems to be a disconnect between food security initiatives on provincial and local level. Although a lag in cascading national and provincial policy shifts to local level is to be expected, the lack of more systemic programmes is surely also due to lack of capacity and insufficient budget both at provincial and local levels. Instead of taking on a primary execution role, municipalities perform targeting and facilitation roles, providing provincial departments with a platform for implementation. With a mere 39 food security officials in GDARD, it is clear that municipalities must be provided with the capacity to roll out food security programmes, freeing GDARD, or any other department primarily responsible for food security, to take on guiding and monitoring responsibilities.

The misalignment of policies, strategies and programmes has resulted in food security initiatives that overemphasise the availability dimension of food security by implementing initiatives that aim to increase production (e.g. community gardens and small-scale agriculture). With most of the food security initiatives located within GDARD, which focuses on agriculture in Gauteng, this makes sense. It is also important to take note of the objectives of the GARDP, which indicates that that agriculture research and development is biased towards large-scale commercial agriculture, which does not support resilient food systems or food security.

The strategy that promises to improve food security through increased food production, most likely to be adopted and implemented, is the Gauteng Biotechnology Strategy. It is embedded within a rising commercial biotechnology market in South Africa, supported by teams of experts. Judging on the quality of the policy document, the strategy also enjoys significant funding from the private sector. In the absence of strong leadership and oversight from government in terms of food security, well-resourced and supported initiatives such as biotechnology will be the subject of little scrutiny.

The Gauteng Biotechnology Strategy could, however, impact negatively on food security by further centralising the productive resources available to small-scale and emerging farmers. It will increase the dependency of farmers and governments on transnational seed corporations (decreasing seed autonomy), and based on

historical implementation, will impact severely on local biodiversity through cross-pollination, and soil and ecosystem health by increasing the quantities of pesticides and herbicides used. The potential health impacts of Genetically Modified (GM) foods have not yet been investigated with sufficient rigour to establish their safety. Until the safety of GM foods has been conclusively demonstrated to ensure that its uptake minimises negative health, ecosystem and social impacts, the precautionary principle should be applied to severely limit the introduction of GM crops and foods.

The strategies incorporating food security as an outcome or tool have also only begun to consider the utilisation dimension of food security by opening community nutrition centres. Interviews with GDARD officials revealed that these were only applied on a community, and not individual household level, and that community nutrition centres are severely under-capacitated. The guidelines and quality of nutrition information distributed by these centres were not available for analyses and must be reviewed.

The access dimension has also started to enjoy some attention through feeding schemes, food banks, and local procurement. However, the use of indigent registers and possibly outdated statistics on poverty and food security may miss those most vulnerable and unable to access the registration offices. As a result, it is important to complement targeted approaches with strategies that leverage community agency, and to engage in a coherent and sustained campaign of creating awareness and mobilising communities to utilise available facilities.

The resilience dimension is not purposely considered in policies, strategies or programmes, although recent conceptual shifts to include local procurement as a food security initiative will begin to create more resilient and self-reliant food systems. This will be explored further in section 9.

Finally, while a few individuals and programmes with great understanding of the complexities of food security at the national and provincial level were identified, this understanding has not yet been translated into appropriate on-the-ground projects. Food security is a highly complex concept that can only be adequately addressed via strategies targeting agricultural, social, economic, and educational factors. A nuanced comprehension of the various dimensions of food security and the challenges relating to each, which should be promoted through focused training of food security officials, will begin to promote contextualised solutions that would directly address food insecurity in Gauteng.

## 8. Recommendations

In order for food security initiatives in Gauteng to support national policy, strategy and programming, it is important to align Gauteng policies, strategies and programmes with the major themes identified in the pending national Integrated Food Security Policy and Zero Hunger Strategy. These themes promote small-scale agriculture, local procurement for food security initiatives and the implementation of nutrition centres (these aspects are elaborated on in section 9).

The transparency of policy and strategy development should be promoted through stakeholder engagement and increased accessibility of information regarding pending documents, in order to ensure the relevance of final policies, strategies and programmes on grassroots level. With the Zero Hunger Strategy originating in Gauteng, there is a unique opportunity for Gauteng provincial officers to interact with national strategy developers, in order to ensure that the national strategy will be relevant to issues on the ground. Provincial officials must also promote and maintain open communication channels with local officials, who in turn should provide platforms for communities to raise their concerns. More effort should also be put towards making key policies, strategies and programme documents available to different stakeholders, including the general public.

Increased public awareness of food security is fundamental to achieve local, provincial and national food security.

To successfully roll out food security initiatives in Gauteng, support structures and capacity must be developed, which in turn will require a dedicated and carefully outlined budget. Support structures should either consist of a dedicated Food Security Department, or a dedicated Food Security Team that is positioned across relevant departments – GDED, GDE, GDHSD, GDARD and the GDTI. This team should consist of dedicated food security officials who have undergone training to understand the complexities of food security and how it relates to the main objectives of their respective departments. Communication and collaboration between provincial and local government departments, both vertically and horizontally, must be strengthened. Local departments must be sufficiently capacitated and funded to successfully implement food security initiatives in relevant areas and free provincial departments to take on facilitation and monitoring roles.

Even though an important contribution to food security, solely focusing on agriculture initiatives that increase production to improve the availability of food will not effectively establish food security in Gauteng (GDARD). Access to food must also be addressed by improving people's ability to obtain food. This means increasing access points to food through, e.g. food banks, feeding schemes, but also improving access to local markets where local producers sell directly to consumers. Farmers' markets offer income-generating opportunities for farmers whose small scale and lack of processing and packing facilities would otherwise prevent them from accessing commercial outlets. Increased incomes enable people to afford food, increasing their accessibility to food. Provincial and municipal governments should encourage the establishment of packing houses to consolidate produce from multiple sources to supply local farmers' markets. Assistance can be rendered with identification of sites near transit nodes and by facilitating maintenance, land use permits, tax rebates for sellers, and marketing (GDTI). Government food distribution initiatives such as food banks, feeding schemes and nutrition centres should also commit to procure a significant fraction of food from these markets or local farmers (DHSD, DHE).

Other food security related projects that present opportunities for job creation include e.g. manufacturing, implementing and maintaining infrastructure (fencing, water harvesting technology, and converting unused public land into food allotments), environmental activities (rehabilitation of soils, removal of alien species, protecting water sources) and labour support (school food gardens, food banks, community restaurants, cooking for feeding schemes) (GDED).<sup>16</sup>

In terms of utilisation, the pending National Integrated Food Security policy includes a national nutrition education programme as one of its key outcomes. The popular restaurant concept forming part of the Zero Hunger Strategy, also holds great promise to act as an additional platform for nutrition education, together with community nutrition centres that form part of the War on Poverty Programme, and the School Nutrition Programme (GDHSD, GDE). A national nutrition curriculum should be culturally relevant, aligned with the realities of food availability, access and limited budgets, and should provide specific guidance to various target groups including for example children, pregnant women and people with chronic illness.

With a balanced and integrated government approach to address food insecurity, possible solutions could be critically considered against a solid understanding of food security and only those with the greatest impact

---

<sup>16</sup> Philip, Kate. The Community Work Programme in South Africa.

[http://www.levyinstitute.org/pubs/conf\\_june09/conf\\_june09\\_files/presentations/Session5b\\_Philip.pdf](http://www.levyinstitute.org/pubs/conf_june09/conf_june09_files/presentations/Session5b_Philip.pdf)



would be implemented. With the necessary government structures and capacity in place to successfully implement food security initiatives, the groundwork for resilient food systems will be laid.

## 9. Strategic entry points to address food insecurity

From this research three strategic entry points to address job creation through food security in Gauteng have emerged. They are: organic agriculture, small-scale agriculture, and local food systems. These three entry points have great potential for addressing the immediate needs of those experiencing food insecurity, and also are currently supported most strongly by policy and strategies.

In light of the growing demand for organic foods, Gauteng Province and municipalities should prioritise **organic food production**. Organics and permaculture apply ecological methods that conserve natural resources and generally require few external inputs such as fertilisers, insecticides, herbicides, etc. Thus, organic food production, with its ecological farming methods and job creation potential, is a fundamental component of a green economy.

The organic sector represents a niche market with major growth potential both locally and internationally. The sector “has shown exceptional recent growth from R5 million in 2003 to R155 million in 2005, of which at least 80 per cent was fresh produce.”<sup>17</sup> This sector is expected to continue growing exponentially for the next several years, due largely to the entrance of major retailers into the sector. Pick ‘n Pay projects that organic produce can make up 5% of produce sales in the short term, growing to 20% in the long term. To meet the demand for organics, job creation in the organic sector is necessary.

GDARD’s position on organic farming is not to be prescriptive, but to empower farmers to make decisions by making them aware of the risks and benefits of conversion from conventional to organic agriculture. However, considering the enormous financial clout with which conventional agri-tech corporations can promote and market conventional farming methods and technologies, it is recommended that GDARD take a stronger role in promoting and supporting organic agriculture in order to develop a progressive and competitive organic agriculture sector. Stronger support, which may also include the development of local organic certification bodies and organic farmer training programmes could accelerate the conversion of existing farms to organic agriculture.

Like organic agriculture, **small-scale agriculture** has a central role to play in improving food security and creating green livelihood opportunities. In largely urban Gauteng, small-scale agriculture will primarily be small-scale *urban* agriculture. An increase in the amount of food being produced on small plots in Gauteng would have a number of benefits. “Production of food in urban and peri-urban areas, in addition to improving the nutritional quality of the diet, can become a valuable income-generating activity for the unemployed and underemployed and can utilise spare and unused lands available in the cities.”<sup>18</sup>

Developing small scale urban agriculture is an important step for both social and economic development. Because small-scale agriculture is implemented at homes or in public/community spaces it can target the most

---

<sup>17</sup>MEAD, L. (2006). Organics in South Africa. Food Review, August 2006. quoted in: Vermeulen, H.; Bienabe, E. 2007 What about the food ‘quality turn’ in South Africa? Focus on the organic movement development. Poster Paper prepared for presentation at the 105th EAAE Seminar ‘International Marketing and International Trade of Quality Food Products’, Bologna, Italy, March 8-10, 2007

<sup>18</sup> (Hussain, M.A. 1990; Nutrition Policy and the Urban Poor in Developing Countries”, Food Policy 15 (1990), pp.186-192

needy and food insecure households, first by providing fresh foods for consumption and secondly providing income generation opportunities. Household level food production could reduce the 50-70% of household income which is typically spent on food<sup>19</sup>, making money available for other needs. Furthermore, small scale agriculture can provide a dedicated income stream. “Smit et al. (1996b) claim that an estimated 800 million people are engaged in urban agriculture worldwide; of these, 200 million are market producers, employing 150 million people full-time.”<sup>20</sup> (See Section 10 for more detail.)

Locally, existing policies and programmes are already looking towards small-scale production as an economic driver and a social programme delivery mechanism. Many of the GDARD and Department of Health and Social Development programmes that have been discussed here are focused on increasing household food production by offering training for emerging farmers, seeds and garden starter packs, and prioritising food procurement from local SMMEs and women-owned businesses. These strategies and programmes can make it possible for more people to become small-scale producers, however far greater investment and monitoring need to be committed if these programmes are to be successful. There is currently heavy dependence upon provincial practitioners to implement such programmes at the local level, and at the local level often resources are too limited to make a significant impact. Because small-scale production is relatively inexpensive to start and does provide a range of needed benefits, increased investment in support programmes represents a prudent point of investment.

The final strategic point of entry is investment in the **local foods** market. The aforementioned entry points will only provide broad scale economic and development opportunities if there exist established outlets for the food that is produced. Currently, the lack of a robust local foods market represents a gap in the food security strategies that have been reviewed here. In order to support organic and small scale producers it is recommend that programmatic prioritise the following interventions:

- **Training and Assistance:** Although not directly a market-related intervention, there is a need for local resource and training centres where emerging growers can access technical assistance, inputs and infrastructure. Increased training will make success far more possible and probable for emerging farmers, and proposed training centres have the added benefit of streamlining technical assistance from GDARD officials. Where possible, appropriate micro-finance products geared towards capitalising small-scale food production would go far in allowing small producers to expand their enterprises.
- **Processing and Distribution:** Provincial and municipal governments should encourage the establishment of packing houses to consolidate produce from multiple sources, and develop local farmers’ markets. Government assistance can be rendered with identification of sites near transit nodes and by facilitating maintenance, land use permits, tax rebates for sellers, and marketing. Nearly all fresh produce is routed through a handful of centralised fresh produce markets and retailers which rely on a country-wide network of primarily road transport, means that this component of the system is vulnerable to stresses and shocks affecting both the transport and energy systems. Furthermore, it operates on a very large scale which excludes many small scale producers. It is therefore imperative to promote local and regional food processing, distribution, and retail hubs which in addition to creating jobs, can reduce economical and ecological transport costs and mitigate the risks posed by shocks such as oil price surges or natural disasters.

---

<sup>19</sup> World Commission on Environment and Development, *Our Common Future* (Oxford University Press, Oxford, 1987), p.254

<sup>20</sup> (Mougeot, L. 2001. Urban Agriculture: definition, presence, potentials and risks. In: Bakker, N.; Dubbeling, M.; Guendel, S.; Sabel-Koschella, U.; de Zeeuw, H. 2001. *Growing Cities, Growing Food. Urban Agriculture on the Policy Agenda.*

- Access: Increase commercial/retail access to local household-grown foods through the establishment of truly local outlets like farmers' markets where producers sell directly to consumers. Farmers' markets offer income generating opportunities for farmers whose small scale and lack of processing and packing facilities might otherwise prevent them from accessing commercial outlets. Furthermore, such markets are valuable for consumers who gain access to fresh and healthy seasonal foods.
- Utilisation: Community nutrition centres and food banks are central in the strategies and programmes at provincial and local levels. These entities are ideal end-users of local foods produced by community-based food gardeners and cooperatives because they are regular consumers of fruits and vegetables, and also allow the economic spinoffs of government programmes to remain truly local.

These immediate interventions represent a targeted focus on key aspects of existing food security strategies, rather than a new direction for food security interventions.

Once the strategic points above have been addressed, the points below would be appropriate medium-term action areas:

- Enhance research and development in agriculture and economic development through dedicated grants for research and training institutions, by establishing food and agriculture innovation hubs
- Expand early warning systems or disaster risk management strategies for food producers
- Strengthen linkages and support to neighbouring provinces and SADEC countries to reduce influx of migrants and increase purchasing power in neighbouring provinces and countries
- Develop implementation capacity at municipal level by allocating greater budgets for staffing, training and empowerment, infrastructure, goods and services to departments working on social development
- Enhance adoption of food security in departments other than Agriculture
- Increase investment in and capacity building for emerging farmers
- Strengthen up- and down-stream linkages in the local food system, with a focus on facilitating safe integration of urban waste streams (urban compost and mulch) as production inputs and developing local downstream food economies including beneficiation, distribution and marketing
- Integrate civil society sector by allocating greater goods and services budgets and outsourcing implementation of food security programmes to NGOs, CBOs, FBOs.
- Provide emerging farmers with appropriate training in sustainable production methods and entrepreneurship, as well as access to credit/microfinance
- Revise land-use policy to facilitate and formalise utilisation of neglected urban spaces (railway servitudes, river courses between 50 and 100-year floodlines, vleis, powerline servitudes, community recreation facilities, clinics, schools, parks) for local food production
- Increase food security budget allocations on GDARD and GDHSD operational budgets as well as goods and services.
- Implement recommendations of IFSSSA regarding the establishment of district food security committees with dedicated and suitably qualified staff, offices and appropriate budgets.
- Develop a regional organic certification board to facilitate conversion to organic production methodologies.
- Design and implement more appropriate disaster risk management strategies including early warning systems and risk mitigation strategies at all links in the food system
- Incorporate food security as an urban design criterion in all future SDFs and Urban Regeneration Strategies, with particular emphasis on the role of multifunctional urban landscape systems for urban food production and also the need for local fresh produce markets linked to transit nodes
- Develop local food growing capacity in key wards by establishing dedicated resource and training centres staffed by EPWP workers and supported by GDARD officers.

- Increase offerings of training and technical farming assistance, soil testing, and advanced trainings on the topics of marketing, processing, and hygiene fundamentals.
- Municipal governments should encourage and support establishment of farmers' markets.

## 10. Secondary economic incentives

In the *Strategy for a Developmental Green Economy for Gauteng (2010:42-57)* local food production is proposed as one of the key strategies to promote a green economy through job creation, whilst also improving food security. An a) outline of the suggested strategy is given here, followed by b) a critical analysis, c) key recommendations and d) revised calculations. Even though increased local food production could arguably create the most jobs, other food security initiatives also hold potential for creating jobs, as briefly outlined in section 8. These will also become apparent in 10.c.

### a) Outline

In *Strategy for a Developmental Green Economy for Gauteng (2010:42-57)* the status of the food system in Gauteng is analysed by comparing current production with current consumption. It shows that far more is consumed than what is produced and thus increasing regional food production for regional consumption in the light of the coming oil crisis combined with potential for local food economies to contribute to food security, job creation and local economic development, is a solid argument. Current diets are compared to nutritionally optimal diets, indicating a lack of vegetables and fruits, which necessitates increasing regional fruit and vegetable production. Production in urban areas with high-recorded food insecurity is argued to be crucial.

The job creation potential of increased local production was estimated for:

#### (1) Urban agriculture - subdivided further into:

- 1.1 Direct production by poor households for own consumption on small plots and urban spaces to supplement the livelihood security of households that earn less than R19 200 annually. It will require 10 308 ha and will not create any direct jobs
- 1.2 Direct production by poor households for direct consumption on small plots and urban spaces, and producing enough to sell on excess to supplement incomes, to supplement the livelihood security of households earning less than R4800 annually. It will require 11 610 ha. 387 022 households will earn an additional R600 per month
- 1.3 Urban growers that produce on larger plots to meet all fresh produce requirements for Gauteng, would require drastic rethinking of urban planning and land allocation and 26 672 ha. It has the potential to provide 444 538 direct jobs.

Further investigation into the actual availability of land for urban agriculture and market demand for fresh produce in Gauteng when coupled with government intervention strategies to promote food security would provide a clearer indication of the viability of this estimation.

(2) Land reform as a way of increasing non-urban production of food and improve livelihood security. Major investment and capacity building is required to get this functional in the light of the failure of the national land

reform programme. Agriculture on redistributed land has a lower job potential (around 28 000) compared with urban agriculture.

(3) Regionalisation and diversification, by stimulating the local economy in urban contexts. The number of jobs was not defined for this scenario, but the multiplier effect on the local economy if direct links and synergies were built within local food networks, was presented as a key job creation strategy.

#### b) *Critical Analysis*

The calculations<sup>21</sup> that determine the potential job creation statistics in the *Strategy for a Developmental Green Economy for Gauteng* (2010:42-57) are based on food production on different-sized parcels of land by vulnerable households and small-scale farmers. It proceeds from a number of problematic assumptions including:

- Poverty is a qualifying criterion for small-scale food production
- Food insecure households are willing and able to engage in agriculture
- They have adequate skills to cultivate vegetables and fruit
- Smallscale farmers are willing to work for R1500 income/month
- Land is available in close proximity to farmers/vulnerable households, and so is water, fertilisers/manure/mulch, and seeds
- Sufficient food can be produced for 6 households on 600m<sup>2</sup>
- Individual small-scale farmers are able to be productive on 600m<sup>2</sup>
- Constant productivity throughout the year
- Access to markets to sell surplus

#### c) *Recommendations*

Calculations should be based on revised assumptions, including:

- Productive groups generally consist of 2-3 people from separate households
- Earnings should be increased to at least R2800/m (national minimum wage)
- Cultivated land parcels should consist of 850m<sup>2</sup>/person, or 2550m<sup>2</sup>/production unit to be productive
- Each household could supply sufficient food for 7 other households
- Scenarios should be integrated to represent a more realistic scenario
- Women and elderly, who are grant recipients, usually participate in food production

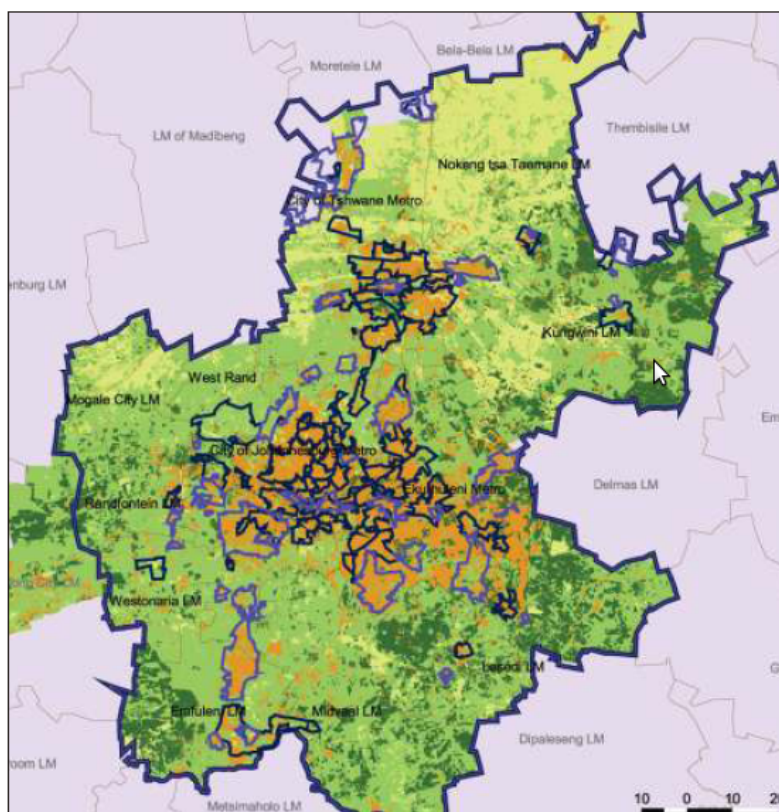
In addition to these revised assumptions, the following would contribute to successful implementation of the food production scenarios:

- Facilitated access to productive land in close vicinity to vulnerable communities, with a focus on areas within close proximity to land of high agricultural potential (see map)
- Availability of government-owned land for productive use
- Incentivised share-cropping or sub-letting of agricultural land
- Research, development and facilitation of access to appropriate rainwater harvesting, and irrigation technology, as well as skills/technology to reduce evaporative loss

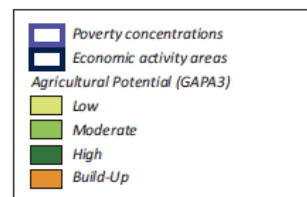
<sup>21</sup> See *Strategy for a Developmental Green Economy for Gauteng* (2010:42-57) for a detailed explanation of these calculations.

- Facilitated access to organic wastes (compost & mulch – linkages with waste management)
- Facilitated access to seeds via seed-saving networks and linkages
- Adequate training, mentoring and support to smallscale farmers, in sustainable smallscale farming practices
- Facilitated access to pack-houses and markets via growers' associations or co-operatives
- Establishing local fresh produce markets
- Carefully screening candidates for smallscale farming initiatives (e.g. experience with gardening/farming, willingness to farm and/or learn, prioritising women, elderly and youth, focusing on peri-urban locations)
- Develop and facilitate access to urban agriculture micro-credit to facilitate access to inputs and technology

### Map of areas in Gauteng with medium to high agricultural potential



Significant pockets of land with medium and high agricultural potential are located in the eastern parts of the province (mostly Kungwini area) as well as the western parts (Randfontein / Mogale City / West Rand areas). (Department of Agriculture, 2002)



DACE, 2006

#### d) Revised calculations<sup>22</sup>

According to Statistics South Africa's Quarterly Labour Force Survey, Quarter 4, 2010, of the total Gauteng population of 7 732 000 there is a labour force (age 15 to 64) of 5 391 000, with 1 438 000 people who are

<sup>22</sup> See Appendix 5 for a detailed explanation of how these calculations were done.

unemployed and 2 341 000 people who are not economically active. Assuming that approximately 15 per cent of unemployed people would consider working in agricultural activities we arrive at a potential number of urban farmers of 215 700. Assuming that 10 per cent of the population, which is not economically active, is interested in agricultural activities, we arrive at 234 100 people. This yields a total of 449 800 people who could participate in agricultural activities as an expanded livelihood strategy.

The bulk of the 10 per cent who are not economically active would likely engage in subsistence agriculture for household consumption (Segment 1). Of those who are unemployed, 30 per cent could engage in subsistence agriculture (also Segment 1), 20 per cent could generate some surplus marketable produce (Segment 2), 20 per cent could engage in small-scale market farming (Segment 3), and the remaining 30 per cent find employment in organic agriculture promoted through a Green Economic Development Strategy for Gauteng, to supply the growing niche market for organic produce (Segment 4).

The 4 different segments below are based on the previously mentioned scenarios and should be seen to constitute a continuum of options which allows enterprising individuals to progress from subsistence-level agriculture to small-scale commercial organic farming:

	<b>Segment 1</b>	<b>Segment 2</b>	<b>Segment 3</b>	<b>Segment 4</b>	<b>Total</b>
<b>Number of beneficiaries</b>	298810	43140	43140	64710	449800
<b>Area/beneficiary in m<sup>2</sup></b>	100	300	850	1 000 (1 ha)	-
<b>Reduced expenses/household<sup>23</sup></b>	R 150.00	R 150.00	R 150.00	R 0.00	-
<b>Income from surplus</b>	R 0.00	R 300.00	R 850.00	R 1,000.00	-
<b>Number of households' needs met</b>	1	3	8		773350
<b>Total reduced expenses/month</b>	R 44,821,500.00	R 6,471,000.00	R 6,471,000.00	R 0.00	R 57,763,500.00
<b>Total income/ month</b>	R 0.00	R 12,942,000.00	R 51,768,000.00	R 194,130,000.00	R 258,840,000.00
<b>Total area in ha</b>	2988.1	1294.2	3666.9	64710	72659.2
<b>Months of full productivity</b>	4	5	6	7	
<b>Months of 60% productivity</b>	4	4	4	3	
<b>Months of 30% productivity</b>	4	3	2	2	
<b>Annual benefit/household</b>	R 1,140.00	R 5,400.00	R 12,150.00	R 36,000.00	
<b>Total annual benefit in mR</b>	340.64	232.96	524.15	2329.56	3427.31

<sup>23</sup> Calculated on an estimated R5/household saving per day

A continuum of four different small-scale agriculture segments would create dynamic livelihood opportunities that provide enterprising farmers with entry into small-scale commercial food production. Adequate support in terms of access to land, markets, organisational development and productive resources including biomass, seeds, training, infrastructure, finance, and technical support would be required. In Gauteng, urban agriculture could create livelihood opportunities and jobs for a total of 450 000 people. The dietary requirements of fresh vegetables for 773 350 households could be met, improving nutrition for approximately 2.8 million people. Given adequate training, technological and financial support, this could be achieved using a total area of approximately 773 350 ha.

## II. Conclusion

The food security policy landscape in Gauteng is ripe for leadership and growth. Given the significant percentage of the population suffering from food insecurity, there is an urgent need for national policy to drive appropriate interventions. Policies that seem to be well informed by an understanding of the complexity of food security are currently in draft form. Their adoption could be hindered by a lack of capacity and dedicated budget, coupled with a limited understanding of food security complexities at the local level where interventions must be implemented, if no changes are made to current government structures guiding food security. Ultimately food insecurity will persist. The current over-emphasis by government on production-related interventions for food security is simply inadequate in addressing the root causes and experiences of food insecurity.

This research also revealed a lack of transparency at all levels of government regarding food security policies, strategies and programmes. The lack of transparency was most striking in the inaccessibility of official food security documents, whether in draft or finalised form. In addition, review of policy and strategy-making processes revealed a lack of representation from members of the public who suffer from food insecurity, from NGOs who are important service providers for vulnerable populations, and from businesses that control food processing, distribution, and retail.

Despite these shortcomings, there are positive steps being taken to alleviate some of the worst experiences of food insecurity. The School Nutrition Programme, CASP, and the emerging Zero Hunger Strategy are all very positive and much-needed social supports that aim not only to reduce suffering but also to provide educational and livelihood opportunities that can reduce the number of food insecure people.

Progress towards national and provincial food security policies is slow, but there seems to be a growing focus on it. With key policies, strategies, and programmes currently being drafted and reviewed, now is the opportunity to influence the food security landscape in South Africa and call for leadership and the effective cross-sectoral partnerships that will be central to effectively addressing this important issue.



## Appendices

### *Appendix I: Methodology*

The following key documents were sourced via telephonic interviews and email correspondence with key officials and via Internet searches. Documents were scanned and only those most relevant to food security are reviewed in this report. These are marked with \*:

- Strategy for a Developmental Green Economy for Gauteng\*
- Integrated Food Security Strategy for South Africa\*
- Gauteng Social Development Strategy\*
- Gauteng Agricultural Development Strategy\*
- Gauteng Biotechnology Strategy\*
- Gauteng Agricultural Research and Development Strategy\*
- IDPs - West Rand, Johannesburg, Tshwane, Sedibeng, Metsweding, Ekurheleni\*
- City of Tshwane Growth and Development Strategy\*
- Metsweding District Municipality Agricultural Development Strategy\*
- School Nutrition Programme\* (The only hard copy of the Implementation, Monitoring and Reporting Manual of 2004 for the School Nutrition Programme was picked up from the Department of Education for review)
  
- National Biotechnology Strategy
- National Programme of Action 2009-2014
- Gauteng Programme of Action 2009-2014
- Gauteng Economic Growth and Development Strategy
- Gauteng Spatial Development Perspective 2007
- Gauteng Zero Hunger Strategy 2011
- Merafong City Growth and Development Strategy

These documents were still being drafted at the time of writing the report and not available for review:

- The South African Food Security Policy
- Gauteng Integrated Food Security Policy
- Gauteng Integrated Food Security Strategy
- National Zero Hunger Strategy

These documents were not available for review and comments regarding these programmes are based on interviews:

- War on Poverty
- Bana Pele
- Sustainable Livelihoods
- Household Food Security
- Food for All
- CASP
- Landcare

Telephonic Interviews were conducted with the key provincial and local government officials. Many officials

contacted were not available for interviews. Provincial government officials were contacted first, in order to assess overarching provincial strategies and programmes, after which local government officials were contacted. A snowballing approach was used to identify key contact persons:

- Sibongiseni Ndimande, National Department of Agriculture and Rural Development
- Njoni Skalele, Deputy Director of Food Security and Provincial Coordinator for Food Security, Gauteng Department of Agriculture & Rural Development
- July Maphosa, Gauteng Department of Health and Social Development
- Jan Erasmus, Deputy Director of Policy & Strategy, City of Johannesburg
- Gadiboleloe White, Gauteng Department of Health and Social Development
- Shamona Kandia, Gauteng Department of Health and Social Development
- Zamazulu Ntombela, Gauteng Department of Health and Social Development
- Mike Mosifane, Gauteng Department of Agriculture and Rural Development
- Motlatjo Makaepa, Gauteng Department of Agriculture and Rural Development
- Melinda Swift, Gauteng Department of Agriculture and Rural Development
- Eric Mulibana, Gauteng Department of Agriculture & Rural Development
- Charles Maniaka, Deputy Director of Agriculture, Gauteng Department of Agriculture & Rural Development
- John Nesidoni, Deputy Director General, Gauteng Department of Agriculture & Rural Development
- Olga Molapo, School Nutrition Programme, Gauteng Department of Education
- Fhatuwani Tshivhase - City of Tshwane, Department of Agriculture and Environmental Management
- Ntswaki Matlhare, Local Economic Development Department, Midvaal Local Municipality
- Vusi Hadebe, Manager: Town Planning, Randfontein Local Municipality
- Moagi Mokgathe, Department of Agriculture and Rural Development, Sedibeng District Municipality
- Tshepo Mogari, Provincial Financial and Economic Statistics Coordinator, Statistics South Africa
- Granville Shanker Social Welfare, City of Johannesburg
- Johannes Matabane, Emfuleni Municipality

*Appendix 2: IDP reviews***West Rand IDP Review (Mogale City, Randfontein, Westonaria, Merafong City)**

Addressing food security directly:

a) *Project* (PG 82)

Food security

*Expected Outcomes/Impact*

\*Household self-sustainability

\*Roll out of school gardens,

\*community gardens

\*homesteads

Budget Estimates

R100 000

b) *Project* (pg 110)

Luipaardsvlei Household Food Security Project

*Expected Outcome*

Food Security & Poverty alleviation

Proposed Budget

R 50 000

c) *Project* (pg. 111)

Elandsfontein Agric Project (Women Co- op)

*Expected Outcome*

Food Security & Poverty alleviation

Proposed Budget

R 100 000

Related to food security:

*Other projects and programmes* (pg79)

a) Clean and green campaigns

EXPECTED OUTCOMES/ IMPACT BUDGET

\*Establishing of Homestead gardens

\*Establishing of school and community gardens.

\* + others like waste removal, tree planting

ESTIMATES

R 300 000.00 (this is for all Clean and Green projects)

b) RANDFONTEIN LOCAL MUNICIPALITY LED Section (pg 109)

Projects include:

- Luipaardsvlei Household Food Security Projects
- Elandsfontein Women Co- operative
- Farmers Day/Agricultural Expo
- SMME Mega Expo/flea market

- Phase 2 of incubation centre for SMME's
- Development and support of co-operatives
- Registration of 2 co-operatives

Budget Allocated  
R 2, 500 000.00 (Grant)

#### c) RURAL DEVELOPMENT STRATEGY

The vision of the strategy is to stimulate rural development and food security by creating vibrant, equitable and sustainable rural communities which include but not limited to:

Contributing to the redistribution of the country's agricultural land; Improving food security of the rural poor; (PG 67)

*\*This strategy still needs to be approved formally by the WRDM.*

#### **Sedibeng IDP Review (Emfuleni, Midvaal, Lesedi)**

Addressing food security directly:

- Poverty alleviation in the form of food security and homestead gardens projects are initiated with the assistance of GDACE and ARC
  - > alignment with Food Security Programme

Related to food security:

Strategy: Promote and Develop the Agriculture Sector

- Identify suitable land and crops for value adding agricultural activities and agricultural hubs
- facilitate the establishment of an all inclusive representative Sedibeng farmer's forum.
- Support the process of land restitution and establish post settlement programmes for owners.
- Continuously engage the Vereeniging Fresh opportunities of supply of produce by emerging farmers.

Strategy: Promote Opportunities for Increased Inclusivity in the Economy

- training and capacity for SMME's, Cooperatives and emerging farmers
- Between 2001-2009 Agriculture has contributed between 1.3-2.3 per cent of the Sedibeng economy.

#### **Metsweding IDP Review (Nokeng tsa Taemane, Kungwini)**

Addressing food security directly:

Economic Growth > Ag Development and Support. PG 156

BUDGET: R3.86 million

- settlement support
- develpo ag hubs
- CASP
- food gardens
- starter packs
- biotech maize trials
- agriculutral forum
- agricu development sector plan

Related to food security:

-Economic Development Opportunities in Metsweding: Potential opportunities include:

- Meat and exotic meat (e.g. kudu, ostrich, lamb)
- Drought tolerant crops such as prickly pear and dates
- Organic food and vegetarian niche products
- Growing of crops and herbs through hydroponics
- Essential oil extraction from herbal and indigenous plants
- Game Farming

-Garden Waste Station (could be used for compost)

-Local economic development > Metsweding > Recommendations > "Protection of high potential agricultural land and Protection of cultural and heritage sites"

### **Metsweding Agricultural Development Strategy and Implementation Plan (2009)**

#### KEY AGRICULTURAL DEVELOPMENT PROGRAMMES:

Programme E: Household Food Security

The objective of this project is to stimulate food production in home gardens line with the objectives of the White Paper on Agriculture. This would be undertaken by engagement with the Department of Agriculture Forestry and Fisheries Food Security Programmes on promotion on backyard vegetable production, and the accessing of such initiatives by the most vulnerable communities within the municipal to promote urban agriculture. The project will be accompanied by an awareness campaign ran by the local municipalities to increase participation.

#### PROJECTS WITHOUT BUDGETS

Household Food Production programme to increase vegetable production

#### PROJECTS WITH BUDGETS

Agro Processing: tomato puree, mushrooms, groundnuts, abattoir

Capital: R20 million

Operational: R5 million

Job Creation: 100 FTE

Agro Processing: Training and capacity building

Operational: R2 million

Agro Processing Mechanisation Centers:

Operational: R1.5 million

Job creation: 15 FTE

Agro Processing Inputs Supply Mgmt:

Operational: R1.5 million

Job creation: 20 FTE

Local procurement of food used in school nutrition programme

Capital: R250,000

Job Creation: 8 FTE

Providing guidelines on land use for agricultural activities facilitating landuse and natural resource protection

Capital: R400,000

Job Creation: 0

Information generation and dissemination to farmers,

Capital: R180,000

Agricultural Planning and Information Centre Operations

Operational: R900,000/annum

Job Creation: 3 FTE

Harness research and development information and roll-out of training

Operational: R500,000

Infrastructure for transfer stations, linked to the packing facilities

Operational: R2.4 million

Job creation: 16 FTE

### **Johannesburg IDP Review**

\* The Department has set a target of 9 per cent economic growth by 2014 and remains committed towards achieving this goal. As a result, several long-term goals were established in 2006, which would ultimately lead to 9 per cent growth and the country's 6 per cent growth target.

Directly addressing food security:

*Health Sector – 5 year objectives*

Improve HIV programmes and support services

*IDP programmes and key achievements (accumulated to date)*

-With other departments, scale up nutrition programme such as the Food Bank to support individuals living with AIDS

- With other departments, introduce and roll-out targeted training programmes and technical support for households affected with AIDS, in order to enhance self-sufficiency in respect of nutrition through community gardens, etc.

2010/11 agenda

-One new food garden per region in community-based facilities established

*Community Development Sector - 5 year objectives*

Increased City-run or City-supported programmes

*IDP programmes and key achievements (accumulated to date)*

-Food Bank Sub-programme: Partnership with JFPM feeding 6 000 households (25 000 individuals benefiting)

- food gardens providing small scale poverty alleviation projects

2010/11 agenda

-Increase the number of food gardens

- Development of a clear developmental ladder for incubated ventures linked to co-operatives enabling hub-and-spoke growth strategies in crafting, agriculture, textiles and other suitable industries

*Environmental Management Sector - 5 year objectives*

15 per cent reduction of waste to landfill (based on 2006 baseline)

IDP programmes and key achievements (accumulated to date)

5 per cent recovered annually for recycling or reuse through Pikitup sites (garden sites) & other initiatives

*Economic Development Sector - 5 year objectives*

Greater number of users benefiting from assisted literacy and numeracy training at City libraries and targeted skills development programmes

IDP programmes and key achievements (accumulated to date)

-Youth Business Hydroponics Farming Orange Farm skills centre

\* Agri-business Initiative (primary farming) – part of the Deep South Economic Development Programme in Poortjie and Orange Farm, in conjunction with the Gauteng Department of Agriculture and Rural Development;

*Capital Budget Breakdown for the municipal entities for 2010/2011:*

Relevant entities & their budget allocations\*:

- Johannesburg Fresh Produce Market – R18 000 (Indicative budget), R18 000 (COJ funding – loans)
- Johannesburg City Parks – R 32 100 (Indicative budget), R 8 600 (COJ funding – loans)
- Pikitup – R 51 200 (Indicative budget), R 27 200 (COJ funding – loans)

\*the first number is the total budget allocation, the second indicates the proportion which is funded through loans

**Tshwane IDP Review**

Addressing food security directly:

- providing agricultural villages to encourage community members to produce food that can sustain the community and can be sold on the fresh produce market. Land to be used for the establishment of such agricultural villages is to be set aside by the CoT. (PG 189)

**BUDGET**

2 per cent of total towards Agriculture and Environmental protection: R 63 964 640

Related to food security:

-development of holistic aggressive programmes aimed at sustainable job creation > Food security will be addressed, with projects specifically identified in the rural agricultural areas of Mamelodi, Stinkwater, Rooiwater and Soshanguve (PG 158)

-For waste minimization and stream protection > Encourage ag. projects in open spaces. Encourage home gardening to minimize illegal dumping

**Situational Analysis**

Tshwane also has some areas that can be classified as rural. The MTSF especially highlights rural development, food security and land reform. A specific approach will therefore have to be developed to ensure that the areas are optimally developed in terms of rural development attributes. Part of these rural areas also includes some major environmental areas that need to be catered for in terms of the MTSF's sustainable resource management and use intentions (pg33)

## **Tshwane Agricultural Strategy**

The City of Tshwane has developed an integrated agricultural strategy that includes food security. The strategy provides overarching guidelines on how agriculture should be developed in Tshwane. One of the core strategies is listed as “Food Availability and Food Security”, with the following overall goal: “for the Tshwane citizens (including the farmers) to have sustainable access to safe and adequate food at all times, and to maintain a poverty and hunger free population, with focus on Food availability & Food Security, Access to Safe and nutritious food and Disaster preparedness.”

Specific strategies to achieve this are listed as:

- Improve food availability and security through increased production, enhanced productivity and the growing of profitable food crops and livestock
- Aggressively promote farmer training and development, access to key agricultural inputs including finance, access to markets and use of up-to-date farming management
- Enhance technical assistance/extension service and linkages with research to support growth and diversification, and the protection of the environment through sustainable use and management of natural and other resources
- Empower women and the youth to engage in agricultural activity
- Proactively support trade in agricultural and agri-processed products including the removal of barriers to international and cross-border trade
- Support the equipping of a state-of-the art centre in Tshwane for forecasting and enhanced disaster preparedness
- Strengthen farmer support services and farmer business organisations to beef up public-private dialogue on agricultural issues

As part of its Integrated Agricultural Development and Support Strategy, the City of Tshwane has listed access to markets as one of its strategic interventions, with the overall goal “to support and grow a profitable farming community which contributes to food security, is a reliable supplier to the agri-processing industry and is an earner of foreign exchange through export trade with focus on the use of partnerships and/or contract farming; cooperative farmers markets; linkages to agro-processing plants; partnerships with chain stores and other major outlets; promotion of movement of primary & processed agricultural products into external markets (SADC countries).”

Strategies to achieve this are:

- Facilitate the signing of partnership arrangements with such outlets as Fruit & Veg
- Facilitate the review of capacities for contract farming and promote this with buyers and input suppliers
- Provide expertise for farm produce pricing and negotiating (in particular to bulk buyers)
- As a long term measure, promote farmers markets and agricultural marketing cooperatives

## **Ekurhuleni IDP Review**

Addressing food security directly:

-Sustainable food gardens for food security

-Targets for 2010-11 = 60 cooperatives established, with an additional 15 each following year

-Targets for 2010-11 =75 food security projects established, with an additional 15 each following year

-Food security: Cleaning of open spaces for gardening and seeds (R20,000.00)



Related to food security:

- Land for Agriculture (under the headings of job creation & safety)

- Agriculture jobs as sustainable livelihood

  - "Provide starter packs and equipment for household gardens, support development and maintenance of informal food gardening projects to make them sustainable"

- 2025 Goals:

  - Urban agriculture for food security

  - organic agriculture

  - Monitor local employment generation as part of the procurement supply chain process. Ekurhuleni's procurement policy will have a preferential bias towards local businesses achieving the BEE codes and practices, eco-friendly production, labour intensity in methods and a percentage target for start-up business and co-operatives;

*Appendix 3: Food Security Assessment Template*

*See attached Excel spreadsheet.*

## Appendix 4: Gauteng Integrated Food Security Forum Members

<b>Name And Surname</b>	<b>Department</b>
Tshepo Mogari	Stats SA
Zamazulu Ntombela	Dept. of Health
Shamona Kandia	Dept. of Social Development
Lesetja Masenya	GPTRW
Edwin Macmaster	Dept. of Social Development
Jorrie Jordaan	Dept. of Education
Tsakani Chauke	National Dept. of Agric
Freek Tomlinson	Agric SA
Tshifhiwa Madima	Dept. of Trade & Industry
Gobakwang Mphela	Dept. of Land Affairs
Sibongiseni Ndimande	Dept. of Agriculture National (policy)
Carol Makgopa	Dept. of Agriculture National
Thulile Dlamini	Dept. of Agriculture National
Pakama Koyana	Dept. of Agriculture National
Dzivhuluwani Nethonte	Dept. of Agriculture National
Zodwa Phakedi	Dept. of Agriculture National
Avhahudzani Mpandeli	Dept. of Agriculture National
Ditiro Oganne	Dept. of Agriculture National
Nthabiseng Setsoe	Dept. of Agriculture National
Peggy Mabuza	GPTRW
Kwena Mpati	City of Tshwane
Fhatuwani Tshivhase	City of Tshwane
Tshidi Maponya	City of Joburg
Sydney Moodley	City of Joburg
Themba Phiri	Jam: Joint Aid Management
Portia Tsieyone	Jam: Joint Aid Management
Paulina Chipa	Jam: Joint Aid Management
Tumi Mokwene	National African Farmers' Union
Joseph Malope	Metsweding Municipality
Moagi Mokgathe	Sedibeng District Municipality
Ierato Kome	West Rand District Municipality
Tebogo Patane	West Rand District Municipality
Nosipho Matshoba	Dept. of Education
Moses Gafane	Ekurhuleni metropolitan Municipality
Phakade Goba	GDARD
Celiwe Kgowedi	GDARD
Skhalele Njoni	GDARD
Lorato Matthews	GDARD
Lucky Lesufi	GDARD
Justice Lekholo	GDARD
Jonathan Mavhungu	Ekurhuleni Metropolitan Municipality

*Siyakhana Initiative for Ecological Health and Food Security*

Wits Medical School  
School of Public Health  
Health Promotion Unit  
10th Floor

011 717 2247  
[info@siyakhana.org](mailto:info@siyakhana.org)