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POVERTY ALLEVIATION PROGRAMMES IN LOCAL GOVERNMENT

by
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A research report submitted to the Faculty of Management, University of the Witwatersrand, in partial fulfilment of the requirements for the degree of Master of Management in the field of Public Policy.

February 2008

ABSTRACT

Poverty remains a social and economic challenge to most developing countries globally, including African countries such as South Africa. This means that the eradication of poverty must be viewed as a very serious challenge which threatens the social and economic progress of any developing country.

The South African government has a stated commitment to alleviating poverty through job creation and skills development programmes in a manner that promotes empowerment and avoids dependency.

This study emphasises the need for poverty-stricken people to be capacitated to become self-reliant by participating in development processes and making use of opportunities. This research was aimed at reviewing the food security programme as implemented within the City of Johannesburg, and thereby examining the programme's potential to become developmental and sustainable.

Findings suggest that the Food Security Programme of the City of Johannesburg does not fulfil developmental requirements to ensure sustainable livelihoods for beneficiaries; and unless reconfigured will only serve to promote a dependency syndrome.

DECLARATION

I declare that this report is my own, unaided work. It is submitted in partial fulfilment of the requirements of the degree of Master of Management (in the field of Public Policy) in the University of the Witwatersrand, Johannesburg. It has not been submitted before for any degree or examination in any other university.

_____
Mohlatleho Lucy Sekoaila
08 February 2008

DEDICATION

To my daughters Marara, Matsie and Pulana for their sacrifice, with thanks.

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CHAPTER 1
POVERTY FROM A BROADER PERSPECTIVE

1.1 An overview of poverty as a challenge

Poverty remains a social and economic challenge to most developing countries globally, including African countries such as South Africa. This means that as a very serious challenge that threatens social and economic development, poverty needs to be taken seriously with regard to how it may be eradicated, and sustainable approaches must be considered in dealing with poverty. The importance of sustainable and developmental approaches in dealing with poverty cannot be overemphasised.

Summits have taken place where appeals for sustainable development for poverty eradication were the main issues under discussion. A need for governments to seriously address the issue of poverty through sustainable and developmental poverty alleviation and eradication programmes was also highlighted during the World Summit for Social Development in Copenhagen in 1995. Poverty was further acknowledged as a serious social challenge during the United Nations Millennium Summit in September 2002, where world leaders agreed on “eradicating extreme poverty and hunger” as one of the Millennium Development Goals in an agenda for reducing poverty and improving lives. This long-term objective has an implication for all the cities in developing countries to adjust their poverty alleviation measures in order to fulfil this Millennium Development Goal.

Midgley (1995) explains that poverty concentrations persist on an unacceptable scale in the industrial countries, and suggests that the challenge can be dealt with through a combination of economic and social measures. In further highlighting poverty as a challenge, the Reconstruction and Development Programme Part 2 suggested that poverty is seen as the single greatest burden of people, and is further attributed to the apartheid system of government. The programme states that the democratic government must play a leading role in building an economy that offers all South Africans an opportunity to contribute productively.

The programme further suggests that a country with a democratic system of government and a booming economy is less likely to experience poverty; this view cannot, however, be applied to all countries.

Poverty remains a challenging issue in South Africa which is currently experiencing strong economic growth. The manner of such growth, if it is to benefit all citizens, is important for successfully fulfilling sustainable and developmental objectives of poverty eradication. Sustainable and developmental poverty alleviation measures are necessary to ensure sustainable livelihoods. Economic initiatives of a country should reach out to the poor on the ground, provide opportunities and empower the poor with skills to graduate from poverty. This study emphasises a need for poverty stricken people to be capacitated to become self-reliant by participating in development processes and making full use of opportunities.

In further highlighting poverty as a socio-economic challenge, but also emphasising the importance of sustainable and developmental measures in addressing this challenge, then Limpopo MEC for Health and Welfare, Mr S Moloto, in his speech on the "Occasion of Celebration of International Day for Eradication of Poverty" on 17 October 2000 said, "As government we cannot allow the people to live on handouts. It is our sole responsibility to ensure that those who are able-bodied should be gainfully employed by creating jobs for themselves with the assistance of government". The statement makes it very clear that poverty alleviation initiatives should not promote dependency among beneficiaries, but instead, programmes should be empowering for beneficiaries' self-reliance, and governments have a significant role to play here. Jobs need to be created and people need to be empowered with the necessary skills to do those jobs. Mokate (2004:6)[1] further highlights poverty as a serious threat to South Africa's development initiatives by stating that there can be no long-term political and social stability within the country if the eradication of poverty and inequality is not realised.

[1] http://www.up.ac.za/academic/soba/SAAPAM/vol34n3/mokate.htm 2004/10/18

This challenge is according to Mokate calling for South Africa to put this at the core of its development agenda in order to attain political and social stability in the longer term. The eradication of poverty and inequality in any society is important and must be well targeted, meaning that the poor and the previously disadvantaged should benefit from development in order to strike the balance of equality within the society. The poor should be capacitated to fully participate in development opportunities and own development processes, which is the main argument of this study.

It is worth noting that as much as communities should be organised to run with poverty alleviation processes, government should take a leading role in driving such processes by providing support and capacity-building and ensuring community empowerment. The question might be “At what level of government will governmental efforts be effective and have an impact”? The World Development Report (1999:II) states that it is sometimes argued that poverty alleviation is purely the national government’s responsibility, although it maintains that while the national government should play a prominent role in providing subsidies to the poor, many services that affect the poor most are best managed at the local level in ways that respond effectively to local needs. Mokate (2004:2) further acknowledges the role of both national and local spheres of governments in alleviating poverty by highlighting that poverty is fundamentally a national problem in South Africa as in other societies, and therefore local government poverty alleviation attempts should be reviewed within the national context. In addition to the above statements on government’s role with regard to poverty alleviation, it is important to note that poverty is a government issue, and all the three spheres of government should jointly deal with this challenge strategically and operationally.

Local government is, however, generally viewed as a sphere of government where implementation of developmental programmes could best be internalised, as this is where communities are. This study also views local government as critical for a developmental implementation of poverty alleviation initiatives in light of its constitutional mandate regarding sustainable development. The role of local government in developmental service delivery

is further supported by the RDP White Paper: Discussion Document (1994:21) in stating that local authorities are key institutions for delivering basic services, extending local control, managing local economic development, and redistributing public resources. However, in order for local government to successfully address poverty it needs support from national and provincial government.

This study examines a specific local poverty alleviation programme being implemented within the City of Johannesburg (CoJ) Metropolitan Municipality, the Food Security Programme (FSP). The programme needs to be developmental and sustain livelihoods, as previously explained. Such an overview is important for this study because before any intervention can be applied to address poverty, it is crucial to understand poverty as a social phenomenon and the manner in which poverty manifests itself as a challenge.

This chapter will give some background to the study by providing an understanding of how poverty as a challenge is broadly responded to by government, including municipalities such as the City of Johannesburg Metropolitan Municipality. An overview of the Food Security Programme as implemented within the City of Johannesburg Metropolitan Municipality will be the main focus of the study. A section on the problem statement will be followed by the research purpose. This will be followed by sections on the research questions that relate to academic theories on poverty, then a section on the research methodology, which includes the research design, data collection methods, sources and validation of data and data analysis methods. Sections on significance of research, research limitations, and conclusion will conclude the study.

1.2 Background to the study

Facing up to the challenge, South Africa is also actively involved in the fight against poverty. According to Mokate (2004), the country has the eradication of poverty and inequality at the core of its development agenda. Its commitment to poverty eradication is also evident from the State of the Nation

Address of the President of South Africa, Thabo Mbeki on February 9 2007, at the joint sitting of parliament: “None of the great social problems we have to solve is capable of resolution outside the context of the creation of jobs and the alleviation and eradication of poverty. The struggle to eradicate poverty has been and will continue to be a central part of the national effort to build the new South Africa”.

It is clear from the President’s statement that developmental initiatives are necessary to sustain the livelihoods of people, especially poor communities. This can only be achieved by teaching people how to get food, but not by getting food and spoon-feeding people. Skills development is required, as is the creation of job opportunities to empower people and generate incomes that will improve the living standards of all.

In presenting the Programmes Addressing Poverty Alleviation study in 2005 which gives the poverty index of municipalities in Gauteng, the Gauteng Provincial Government (Department of Social Development) stated that with a population of 3,2 million and poverty level of 16.8, Johannesburg is ranked as the most needy municipality in terms of its poverty/population proportion which is 33.8. This called for the City of Johannesburg to be targeted more regarding poverty. Targeting poverty and advancing human development is indeed one of the strategic thrusts of the City of Johannesburg. Key to the success of these strategic thrusts is the implementation of human development programmes aimed at alleviating poverty among the residents of the City of Johannesburg as well as sustaining these programmes. The Johannesburg Human Development Strategy (2004:12) outlines the current trend, showing that more than half the households in Johannesburg earn R1600 or less a month, and almost one in five residents do not have formal housing.

In further highlighting the seriousness of poverty as a problem in the city, the Human Development Strategy (HDS) indicates that many residents do not have access to adequate water, sewerage, and electricity, and people live in overcrowded and hazardous dilapidated buildings. These daily realities are compounded by the impact of HIV and AIDS, sharp inequalities between rich

and poor and an increasing population. The Strategy notes that inasmuch as these challenges may appear to be overwhelming, the city cannot afford to maintain the status quo, nor be slow to intervene. Unless direct and urgent interventions are made, projections indicate that poverty levels will worsen and the likelihood of social disruption will increase. The Strategy calls for poverty to be addressed or the ability of the City of Johannesburg to deliver services to all its residents will be diminished, financial sustainability will be seriously compromised, and economic growth will not be optimised in a context where a substantial proportion of the City's population is living in hardship (The Johannesburg Human Development Strategy, 2004:12).
In addition to the challenges faced by the city with regard to its ever-increasing population, capacity to feed millions of residents is crucial, meaning that the city is also faced with the challenge of ensuring food security through developmental and sustainable programmes for better and healthier livelihoods.

The Food Security Programme is one of the poverty alleviation programmes implemented in the City of Johannesburg through which human development can be advanced. The programme focuses on provision of food and fresh produce to the City's poor residents. There is therefore a need for developmental efforts to ensure that the beneficiaries of the programme do not become totally dependent on the programme, but are able to exit the programme and become self-reliant at some stage. The programme is currently focusing only on the provision of food, with no exit strategy. This means that such assistance is not linked to developmental initiatives for beneficiary capacity building so that the beneficiaries are at some stage able to provide for themselves and cease their dependence on the social programme.

As indicated earlier on, this study will look into the Food Security Programme, one of the poverty alleviation programmes implemented within the City of Johannesburg, and how the programme can become developmental and sustain livelihoods, as well as how the programme itself can be sustained. The City's Department of Community Development is entrusted with the task

of implementing the programme throughout all its seven administrative regions, and co-ordinates and implements the programme in partnership with the Johannesburg Fresh Produce Market (JFPM), which manages the food supply, with a Non-Governmental Organization (NGO), Robin Good Initiative which collects food from the food bank and delivers to regions. The Johannesburg Metro Council approved the policy on Food Security in October 2004. The question is; are there developmental efforts to ensure that the beneficiaries of the programme are able to exit the programme and become self-reliant as a result, and whether the programme is linked with other capacity-building measures for development of beneficiaries so that they do not remain dependent on the programme.

While the Food Security Programme of the City of Johannesburg will be the main focus of this study, there are other poverty alleviation programmes being implemented, including:

- **Social Funding**: Financially supporting NGOs initiatives that promote social development through developmental social relief and economic empowerment.
- **Municipal Services Subsidy:** Provision of free basic services to all households, namely, 10kl of water a month, 50kw of electricity a month, and no charge for assessment rates for properties valued at less than R20 000.
- **Skills Development**: Facilitation of learning and development initiatives designed to raise the portable skills of vulnerable groups, so that they can either be employable or develop a culture of entrepreneurship.

1.3 Problem statement

As previously indicated, the Food Security Programme is one of a number of poverty alleviation programmes implemented in the City of Johannesburg, through which human development may be advanced, and is presently focussed only on distribution of food to the needy.

Currently, the programme benefits approximately 11 000 citizens in the City; this number has increased as the number of orphans increases within the City. A total of 175 boxes of a variety of vegetables are handed out to a region, and regions alternate in receiving food. Food delivery to regions is supposed to occur every two weeks depending on the availability of food. Food quantities depend on the number of beneficiaries per region as well as quantities supplied by farmers and market agents to the Food Bank.

The problem is that more and more beneficiaries enter the programme without others exiting. This does not portray the programme as developmental and sustainable. There is therefore a need for greater developmental efforts to ensure that the beneficiaries of the programme do not become totally dependent on the programme, but are able to exit the programme and become self-reliant at some stage.

1.4 Research purpose

The purpose of this research is to review the implementation of the food security programme as one of the poverty alleviation programmes within the City of Johannesburg, and to examine the programme's potential to become developmental and sustainable.

From a developmental perspective, it is generally known that poverty alleviation programmes should be addressing poverty in the short term and also empowering beneficiaries for self-sufficiency in the longer term.

This area of study is relevant to public policy, because as one of the municipalities in South Africa, the City of Johannesburg has the responsibility of fulfilling the local government constitutional mandate of providing sustainable and developmental service to communities.

Relevant policies with implementation plans and exit strategies should therefore be firmly in place. The whole investigation has an implication for governance and policy issues with regard to how they can support

developmental poverty alleviation programmes implemented at local government level.

1.5 Research question

This research will address the following questions:

- What are the underlying assumptions of the City of Johannesburg's Food Security Programme?
- Does the Food Security Programme of the City of Johannesburg have built-in developmental objectives to sustain livelihoods?
- How can an exit strategy for the programme be developed?
- How aligned is the programme with other existing poverty alleviation programmes within the City?
- What strategies are in place to sustain the programme?

1.6 Overview of research methodology

The study will follow a qualitative research method through which the above-mentioned research questions will be addressed. This section will therefore clarify the qualitative methods and procedures used.

1.6.1 Research Design

According to Leedy and Ormond (2005:2), the term 'research design' refers to a systematic process of collecting, analysing and interpreting information in order to increase our understanding of the phenomenon about which we are interested or concerned. Qualitative research methods will be applied in this study. The study is concerned that the Food Security programme as implemented in the City of Johannesburg is a mere handout of food to people who are poor and vulnerable, with no attempt to empower the beneficiaries to become self reliant and independent in the future. Qualitative research implies a direct concern with lived experience. Poverty will be studied from various perspectives, ideas will be compared and critically analysed, generating theory in a systematic way. Data collected will contribute to policy

improvement regarding development and implementation of poverty alleviation programmes in local government.

1.6.2.Data collection method

Proceeding from the theoretical base, data will be collected using three methods of relevance to the qualitative approach in general, and particularly descriptive research:

Document Study: In this study, official documents and records will be studied and interpreted as sources of information. Official documents according to Bailey in Strydom and Delport (2005:317) imply documents that are compiled and maintained on a continuous basis by large organisations such as government institutions. Such documents include minutes and agendas of meetings, inter-office memos, financial records, statistical reports, policy documents, annual reports and process records. This study will assess the strategy documents and policies of the City of Johannesburg such as the Human Development Strategy, the City of Johannesburg's Growth and Development Strategy, Integrated Development Plan and the policy document on Food Security Programme, as well as the programme implementation records. The rationale is to assess and analyse the developmental potential of the Food Security Programme as implemented within the CoJ. Secondary data will be obtained through study of official documents that relate to the programme. Sources of information will be accessed from the City's Corporate Planning Unit, and other relevant departments of the City such as Community Development, and the Johannesburg Fresh Produce Market.

In-depth interviews: According to Greeff in de Vos, Strydom, Fouché and Delport (2005:287), "interviewing is the predominant mode of data or information collection in qualitative research". Greeff further quotes Kvale as cited in Sewell (2001:1) defining qualitative interviews as "attempts to understand the world from the participant's point of view, to unfold the meaning of people's experiences, and to uncover their lived world prior to scientific explanations." Key role-players within the Department of Community

Development of the City of Johannesburg, The Johannesburg Fresh Produce Market and the beneficiaries of the Food Security Programme will be interviewed. Primary data will be solicited through interviews.

Review of Literature: Literature in this study will be reviewed to inform the theoretical perspective of this research in building a developmental framework for poverty alleviation to ensure sustainable livelihoods, adding value to this study; to inform the findings of this study; as well as guiding the programme of action regarding the research problem. Several relevant textbooks, relevant journal articles, research reports, presentations at workshops, the Internet, and newspapers will be reviewed and analysed.

1.6.3 Data analysis

De Vos, in De Vos et al (2005:333) states that data analysis is the process of bringing order, structure and meaning to the mass of collected data. He further cites Morshall & Rossman defining qualitative data analysis as a research for general statements about relationships among categories of data, building grounded theory. A combination of content and narrative analysis will be used in this study. Key issues will be drawn from data collected, from reviewed literature and documents studied. The status of other poverty alleviation programmes will be analysed, and best practices and innovations regarding developmental and sustainability issues will be identified. Questions will be used as a framework within which collected data will be analysed.

1.7 Significance of the research

Poverty is a global issue; hence much has been written about it at a broad level. Innovative ideas regarding poverty alleviation have been suggested and best trends and practices identified. While some theorists talk about poverty alleviation, others emphasise eradication of poverty, which will eventually result from sustainable and developmental intervention programmes. This study, however, weighs poverty alleviation and eradication equally, as both are valuable measures towards sustainable development. Poverty is a

development issue that seeks government's attention. It needs to be tackled innovatively; hence it is significant for interventions to begin with poverty alleviation that will eventually end up eradicating poverty.

In determining how best poverty can be tackled at government level, local government is seen as the sphere of government closest to the people affected by poverty, and who should be involved in development efforts by government. This study argues that, in order to successfully eradicate poverty, intervention programmes should not be in the form of hand-outs only, but should be designed in such a way that they will be sustainable and developmental, resulting in capacity and self-reliance. This study will therefore add to the practical knowledge on how to implement poverty intervention programmes for sustainability.

The study will further generate ideas regarding sustaining poverty alleviation programmes, which will contribute to local government policy improvement regarding issues of poverty. Other municipalities can also refer to the study for guidelines in designing and implementing poverty alleviation programmes for sustainability. The study will also be helpful to policy practitioners within government structures in developing policy guidelines for implementation, and the implementers will also refer to the study for sustainable implementation. Finally, this study will ensure a developmental paradigm shift, highlighting the need to move away from a welfarist system.

1.8 Research limitations

The study is aimed at illuminating ideas on poverty alleviation programmes with regard to how they can be successfully implemented and sustained within the local government context. The City of Johannesburg as one of the local governments in South Africa will be the focus area of the study. Although there are several poverty alleviation programmes implemented in the City of Johannesburg, this study will only focus on one specific poverty alleviation programme, namely the Food Security Programme.

Since the field of poverty alleviation is very broad, the researcher will only review theories pertaining to sustaining poverty alleviation programmes, and innovative theoretical ideas and practices will be critically examined in order to generate theory on how to shift the Food Security poverty alleviation programme into a developmental and sustainable state, an experience on which other programmes implemented in the City of Johannesburg will draw.

Since the study will focus on the City of Johannesburg as well as its official documents regarding the field of study, it is possible that the study could be biased or subjective. Strydom and Delport (2005:319) support this by stating, “Since documents were not intended for research purposes, there are factors that can influence the objectivity of documents”. In overcoming this limitation, the researcher will depend on supervision guidance.

According to Merriam (in Public Policy Masters Resource Pack on advanced Research Methods: 2005) the researcher’s assumptions, world view, bias, theoretical orientation and relationship to the study may affect the investigation. The researcher as an employee of the City of Johannesburg and co-ordinating policy on poverty alleviation in the Department of Community Development may hold her own views and assumptions regarding the study, which may lead to biasness of the research report. The researcher will therefore embark on a critical self-reflection of her position or reflexity as Merriam explains in the (Public Policy Masters Resource Pack on Advanced Research Methods, 2005:29).

It could be difficult to secure appointments with the personnel working directly with the Food Security Programme and other poverty alleviation programmes in the CoJ. Personnel members, especially at management level, are extremely busy, especially since interviews will be held near their final performance reviews. Appointments will be secured well in advance and the researcher will drive to the sites where interviewees are, especially in the City’s regions.

1.9 Conclusion

This chapter focused mainly on the description of the subject of the study, the research problem, the research purpose, and specific questions generated by the problem. The methodology through which the research questions were addressed was also highlighted in this first chapter. The significance of the study and the limitations were also alluded to in this chapter. Theories pertaining to poverty and sustainable implementation of poverty alleviation programmes and projects will be reviewed in the next chapter, titled “A Framework for Developmental Poverty Alleviation: Towards Sustainable Livelihoods.” Chapter two will highlight the following thematic topics: Defining Poverty and Identifying its Causes; Food Insecurity as a Key Poverty Element; Towards Poverty Eradication and Sustainable Livelihoods; and Poverty Alleviation and Local Governance Issues investigating how the developmental role of local government can enhance the developmental and sustainability requirements of poverty alleviation programmes and ensure sustainable livelihoods. Chapter two is mainly a theoretical framework highlighting theories and literature on poverty and food security, and developmental and sustainability issues.

Chapter three titled “Implementing Qualitative Research Methods” will look at research design, data collection methods, and data analysis methods. Chapter four will focus on the Study Findings, while chapter five, titled Data Analysis, will mainly look at the analysis of the study results, including interpretation of the findings. Chapter six, Summary, Conclusions and Recommendations, will present a summary of the investigation, implications of the study, and conclusion and recommendations or proposals. Recommendations will be based mainly on the identified gaps in the findings.

CHAPTER 2
A FRAMEWORK FOR DEVELOPMENTAL POVERTY ALLEVIATION: TOWARDS SUSTAINABLE LIVELIHOODS

2.1 Introduction

This chapter will review theories pertaining to poverty and potential responses through sustainable implementation of poverty alleviation programmes and projects. This chapter began by highlighting poverty as a social problem, poverty as a concept, its definitions and causes. These were ultimately interpreted, and tied together to inform and guide discussions in this report. Food insecurity as a key element of poverty and the main focus of this study was comprehensively examined. Food insecurity was analysed with regard to how food security programmes should not only focus on provision of food, but also contribute to community empowerment for sustainable livelihoods.

The purpose of this chapter was to build on the structure for discussions and develop arguments using relevant literature as the research foundation. Further questions relating to the research topic were developed through the literature review, which also assisted in addressing the research problem. This section is significant, as it was used to signpost significant issues relevant to the research topic.

The chapter will comprehensively look at how poverty eradication can be achieved through sustainable poverty alleviation measures. In relation to sustainability issues, the following core questions are raised in this chapter: How best can poverty alleviation initiatives and programmes be sustained? How best can the livelihoods of beneficiaries be sustained through poverty alleviation initiatives? The developmental role of local government as mandated by the constitution of the country will also be assessed, to begin to align this broader function of local government to small-scale poverty alleviation activities within municipalities so that such initiatives begin to address issues of community capacity-building and mobilization of resources rather than material handouts.

2.2. Poverty as a social problem

Poverty is a disturbing social issue that hampers any kind of development – social, economic or political. Poverty is multi-dimensional and comprehensive intervention measures are needed to address all its dimensions, to an extent that livelihoods can be sustained. The study recognises the fact that addressing poverty requires multiple resources and integrated approaches for developmental and sustainable intervention. We learn of various poverty alleviation strategies, programmes and projects implemented at various levels of government and communities, but the question remains whether these measures succeed in unlocking the potential of communities so that they are able to become self-sustainable.

In further emphasising poverty as a serious issue that needs intervention, Pieterse and van Donk (2002:17) note that it is undoubtedly the central issue on the development agenda at any international, continental and national level. Developmental measures need to be employed in poverty alleviation processes, such as capacity-building of communities. Measures that avoid dependency on the part of poor communities should be promoted, and beneficiaries need to be encouraged to be self-reliant.

There is a concern that the CoJ Food Security Programme is welfarist, which encourages inflow of beneficiaries yet there is no exit of other beneficiaries. This approach threatens the sustainability of the programme and of the livelihoods of its beneficiaries. It therefore becomes crucial for government and communities to begin to work on simple measures through which poverty alleviation programmes can be strengthened to reach a “Developmental Paradigm Shift” level. Poverty alleviation programmes must begin to address issues of community capacity-building through skills training; and unlocking community potential to enable them to start mobilising multiple resources and make use of those opportunities that are available.

2.3 Defining poverty and identifying causes

Eradicating poverty must be approached from the perspective of its causality, since an analysis and understanding of poverty and indicators is crucial in order to come up with more developmental poverty alleviation programmes that will ensure sustainable livelihoods. The concept of poverty is broad, with many dimensions, and it is important to understand what poverty dimension one is dealing with to design intervention programmes that will have the required impact. This view is supported by the World Bank (1998) in noting that, "as poverty has many dimensions, it has to be looked at through a variety of indicators – levels of income and consumption, social indicators, and indicators of vulnerability to risks and of socio/political access".

Lafitte in Holman (1978) defines poverty as "a level of income sufficiently low to be generally regarded as creating hardship in terms of the community's prevailing living standards, and so requiring remedial action on to the part of public social policy". In supporting the relative poverty approach, Holman (1978:13) states, "the poor are not defined as those who fall below a fixed subsistence level, but as those whose incomes are considered too far removed from the rest of the society in which they live".

From the above understanding of poverty, defining poverty seems to rest more on its causes, and tends to focus more on income or family earnings as a measure of poverty, than any other dimension. This study maintains that poverty is a multi-dimensional phenomenon, and is caused by various factors. Low income or lack of income is now, however, the only measure of poverty. For instance, Hercules (2001:4) emphasises that expressing poverty as the mere receipt of a low income, is failing to distinguish conceptually between inequality and poverty. In the issue paper on "Poverty Reduction Strategies, Minorities and Indigenous Peoples" by Hughes (2005:5) it is noted that poverty can go beyond income shortages.

In further unpacking poverty as multi-dimensional, a World Bank Country study done in Colombia in 1990, notes that poverty manifests itself in different ways, and it therefore defines poverty through the following characteristics:

- **Poverty and Malnutrition:** Households in low-income strata spending more money on quantities of food, and disregarding quality.
- **Inadequate Housing and Services:** Poor families living in poor quality houses with more than two persons sharing a room.
- **Education and Literacy:** Uneducated and illiterate people are mostly unemployed, or if employed, it is within lower paying jobs.
- **Employment:** Economic activity among the poor tends to be concentrated in the lower paying occupational categories.

The World Development Report (2000:1) further unpacks this definition of poverty by highlighting what poor people go through, stating, " poor people live without fundamental freedoms of action and choice that the better-off take for granted". They are often prevented from living the kind of life that most people appear to value. They face extreme vulnerability to ill-health, economic dislocation and natural disasters. They are exposed to ill-treatment by institutions of the state and society and are powerless to influence key decisions affecting their lives.

In addition to poverty and its causes it is important to understand various levels at which poverty can be dealt with, since the application of such approaches can significantly influence poverty programmes to become developmental and sustain livelihoods. Those poverty interventions are briefly defined as:

- **Poverty Alleviation:** According to Pieterse and van Donk (2002:19), poverty alleviation actions are ameliorative measures, obviously necessary to prevent starvation, ill-health and exposure to dangerous conditions.

- **Poverty Reduction:** Pieterse and van Donk (2002:20-21) view poverty reduction approaches as deliberate actions aimed at reducing the absolute number of people that are (income and asset) poor, but they further suggest that this approach does not necessarily alter the structural conditions that reproduce poverty and inequality.
- **Poverty Eradication:** Poverty eradication will, according to Pieterse and van Donk (2002:21), mean addressing structural causes of poverty, while simultaneously addressing chronic destitution, starvation and illness. This approach suggests that the poor themselves should be empowered to take charge of their own situations and get involved in the fight against the root causes of poverty.

From the above conceptualisation of poverty, it could be concluded that poverty is multidimensional, as it results from various causes such as lack of income, lack of healthy food (malnutrition), lack of shelter (no proper housing), lack of education (illiteracy), poor health, unemployment, and inequality. In emphasising the multi-dimensional nature of poverty, the World Development Report (2000:vi) expands this definition to include powerlessness and voicelessness, vulnerability, and exposure to risk and fear. These may be viewed as the consequences of poverty rather than poverty dimensions, as an experience first starts with being in poverty, and then feeling powerless, voiceless, vulnerable and fearful as a result.

Based on the above definitions of poverty approaches, Pieterse and van Donk state that poverty eradication is the most developmental approach meaning that if poverty programmes are aimed at empowering communities to be able to mobilise resources and access opportunities, people will graduate from poverty and become self reliant.[2] This is further supported by the World Summit on Sustainable Development Plan of Implementation (2002:1), in stating that eradicating poverty is the greatest global challenge facing the world today and is an indispensable requirement for sustainable development.

[2] http://www.environment.gov.za/Documents/Documents/SummitImplementationPlan… 2006/09/04

However, the other two approaches cannot be ignored. Combined, poverty alleviation and poverty reduction will form the basis for poverty eradication. They might not be developmental in nature, but one way or another they need to take place simultaneously with poverty eradication measures. For instance, if people are hungry and without shelter, they will not respond positively and actively to developmental measures such as skills development. Their basic needs should first be satisfied so that they are able to participate fully for poverty eradication mechanisms to succeed. The three poverty management approaches should be implemented in an integrated manner, and this study will consider all the three approaches as equally important for sustainable development as they are interdependent.

It is evident from the above poverty definitions that although defined differently, poverty is understood from a common perspective which is more multi-dimensional in terms of its manifestation and causality, and all the above definitions suggest a more developmental and sustainable manner of addressing poverty as a social issue. The definitions highlight a need for immediate interventions such as provision of food and clothing, capacity building, empowerment, resource mobilisation and opportunities.

From this study's perspective, poverty is defined as *a multi-dimensional social phenomenon that hampers human development at socio-economic and political levels, inhibiting those that are affected to attain good quality living standards due to lack of capacity and ability to utilize available resources and opportunities to sustain lives.*

2.3 Food insecurity as a key poverty element

Food insecurity is one of a number of poverty dimensions, and is the main focus of this research. Although the study will draw conclusions and recommendations that will be generalised to poverty alleviation programmes as implemented in local government context, the food security programme as implemented within the City of Johannesburg is the focus of this study. The nation that is food-insecure will experience poverty.

Emphasising the link between food insecurity and poverty, Short (2001) in his conference paper on “Sustainable Food Security For All by 2020” referred to food insecurity as a symptom of poverty.
Food insecurity is seen as lack of food and malnutrition, and according to Watkinson and Makgetla (2002:3), malnutrition is an international problem which perpetuates the cycle of poverty. The implication is that food insecurity is a serious challenge in itself, necessitating intervention measures that are both developmental and sustainable in nature. A nation that is food-secure and well-nourished will obviously be able to participate in development processes and make use of empowerment opportunities.

Food insecurity leads to hunger, and the negative impact of food insecurity is emphasised by Short (2001) who states: “Hunger leads to weak immune systems that make people more vulnerable to ill-health. And ill-health prevents breadwinners from working and leads to expenditure on medical treatment, thus increasing poverty. And children that are malnourished experience stunting in their mental and physical development, the effects of which last throughout their lives. Thus hunger traps families into an endless cycle of poverty and passes on to the children of the poor the likelihood that their development will be damaged. Such poverty also means that the children of the poor rarely have the chance to go to school and thus their poverty will be passed on to yet another generation.”

This point highlights the importance of developmental and sustainable measures of dealing with food insecurity within poor communities. It poses a challenge for food security programmes implemented at local level to start addressing the developmental needs of various vulnerable groups within poor households. For instance, programmes should be clear as to what interventions will be implemented for children, young people, women, etc. in a family to ensure that the livelihoods of these poor and vulnerable groups are sustained.

In examining the developmental approach towards sustaining livelihoods through poverty alleviation, the study assesses the possibility of communities

being able to rely on their own capabilities to fight poverty in their families, such as situations where communities begin to engage in food production activities themselves and graduate from dependency on government social support programmes. If communities are empowered and encouraged to produce their own food, the challenge of food insecurity and rising food prices, as highlighted by Watkinson and Makgetla (2002:1) would be removed. Watkinson and Makgetla (2002) further state that poor South Africans spend proportionately too much on food, and that rapid inflation in food prices has a devastating impact on their standard of living and the economy as a whole. It is crucial for people to learn to produce food rather than buy. Capacity-building, and resource mobilisation become crucial to encourage food production. Households need to be empowered to produce food for the family especially through farming, rather than depending on food industries and food retailers for their supplies.

It is the view of this study that sharply increasing food prices cannot be blamed for food insecurity and poverty in the country, since communities are able to produce their own food. It is thus important for government to work on processes of imparting skills to communities so that they can begin to engage in small- and large-scale food production activities so that families readily have food, and also engage with local food markets to sell their produce, for income and to boost their entrepreneurial skills. Mentoring of communities on such self-help programmes by accredited service providers will be necessary to assist them to sustain livelihoods.

In dealing with the problem of food insecurity, it will be crucial to consider various dimensions as highlighted by the Integrated Food Security Strategy for South Africa (2002:25-26) such as inadequate safety nets where there are few income earners and many dependants in poor households; inadequate and unstable household food production leading to hunger and malnutrition in households as well as at intra-household level; lack of purchasing power in the majority of households in South Africa because of limited income opportunities. Developmental food security programmes should take these factors into consideration if they are to succeed in sustaining livelihoods.

Programmes need to address root causes of food insecurity by incorporating developmental measures that will address each of the causal factors of food insecurity.

A knowledge of the effects of food insecurity is crucial for development of food security programmes that will appropriately empower beneficiaries and alleviate the effects of food insecurity effects. Such socio-economic implications of food insecurity at all levels are listed in the Integrated Food Security Strategy for South Africa (2002:16) as:

- At household level, food insecurity often leads to high health and medical costs resulting in high death rates, high funeral expenses and low labour productivity.
- At local level, food insecurity relates to slow educational development.
- At the national level, food insecurity can lead to social costs as diverse as high policing, criminal and justice expenses and low investor confidence.

This study maintains that, at its heart, food insecurity requires developmental intervention measures that do not encourage beneficiary dependency by only delivering handouts, but will rather ensure that beneficiaries are empowered to acquire food themselves. Programmes need to assist communities to realise and unlock their own potential.

The Integrated Food Security Strategy for South Africa (2002:6) calls for all municipalities to devise ways of responding to the challenges of food insecurity, and proposes among others the following developmental actions:

- To ensure that enough food is available to all, now and in the future.
- To match incomes of people to prices in order to ensure access to sufficient food for every citizen.
- To empower citizens to make optimal choices for nutritious and safe food.

- To ensure that there are adequate safety nets and food emergency management systems to provide for people who are unable to meet their food needs from their own efforts.
- To possess adequate and relevant monitoring, evaluation and reporting mechanisms to measure the impact of food security programmes on the target population.

It is worth examining food security as a key poverty indicator in order to investigate issues such as food security dimensions, best food security practices, theories on food security and relevant policy and strategic issues to be incorporated into developmental food security programmes that can be implemented at local government level.

2.4 Towards developmental and sustainable food security interventions

Food security as a human right is crucial for development and it is the role of local government to ensure that food security is achieved, since local governments are closer to the people who need to be empowered to become food secure. Food insecurity is, according to the Integrated Food Security Strategy for South Africa (2002:11), addressed within section 27 of the Constitution which states that every citizen has the right to access to sufficient food and water. The importance of food in human development is also emphasised by the World Food Programme [3] that highlights that a person who is always hungry is always poor, and for such people, each day is dedicated to finding food to subsist. In order to successfully deal with hunger and food insecurity in households, it is important to better understand the concept of food security, and the elements of food security. Although the following dimensions of food security as mentioned by the Integrated Food Security Strategy for South Africa (2002) are silent on the empowerment of food beneficiaries, they are worth mentioning so that the developmental role of beneficiaries in these aspects further explored:

[3] http://www.wfp.org/operations/introduction/development_projects.asp?section=5&Su… 2007/02/03

- **Food Availability:** It is important for food security programmes to indicate how best beneficiaries can be empowered to ensure that they contribute to a continuous and effective supply of food at all levels – national, local and household. Involvement of communities in food production and the agricultural sector is crucial for sustainable development.
- **Food Access:** Poor households need to be capacitated so that they are able to acquire sufficient food on a sustainable basis, but not always through simply being given food.

The above elements of food security are also contained in the definition of food security by the World Summit held in 1996, as quoted by Short, stating that food security is a situation where all people at all levels at all times have physical and economic access to sufficient, safe and nutritious food to meet their dietary needs, and to food preferences for an active and healthy life. This presents a challenge to Food Security Programmes to revisit their visions and overall goals to include attaining a level where all beneficiaries at all times have access to sufficient, safe and nutritious food physically and economically.

This study proposes that the Food Security Programme of the City of Johannesburg is not achieving these objectives, and it seeks to establish whether – besides delivery of handouts – is it also developmental and sustainable. This view is also endorsed by the World Food Programme which states that, instead of merely providing food for people, it is important to assist people to become food secure.

2.5 Food security programmes and projects

According to the World Food Programme (WFP),[4] food aid is a significant poverty alleviation programme in dealing with hunger and malnutrition as dimensions of poverty, as it can break the cycle of poverty and contribute to food security. The WFP suggests that innovative food aid projects allow the

[4] http://www.wfp.org/aboutwfp/introduction/hunger_stop.asp?Section=1&Sub_Section-1 2007/02/03

weak and the poor, including people made homeless by natural disasters, HIV and AIDS orphans and the jobless to stop worrying about their next meal and start working on building a sustainable future.

At a broader level, the Integrated Food Security Strategy for South Africa (2002:28-30) suggests that improving household food production, trade, and distribution as well as increasing income and job opportunities should be given priority in dealing with food insecurity. The strategy suggests that participation of food-insecure households in productive agriculture sector activities should be increased. It further emphasises that measures that create a labour-intensive and diversified agricultural sector with strong links to the other economic sectors should be supported as long-term interventions of food security policies and programmes, aimed at sustaining livelihoods.

Such measures are proposed for household' participation and involvement, meaning that processes should practically take place at local level where the households are. Correct interpretation of this strategy at local government level is therefore crucial so that relevant programmes and projects are developed for implementation at local level.

It is important for both national and provincial departments of agriculture in the country to forge closer working relationships with local government with regard to the implementation of the proposed measures aimed at ensuring household food security, such as household food production, food trade and food distribution. These food security measures are further supported by Watkinson and Makgetla (2002:13) who reiterate that the most significant step towards food security remains the provision of productive employment opportunities through land reform, jobs programmes and re-organisation of the economy as part of long-term interventions for sustainable livelihoods.

However, skills development remains the central requirement of empowerment if livelihoods are to be sustained. For instance, if people are not well-trained and empowered with relevant skills, they will not know what to do

with land allocated to them, or how to take advantage of a well-structured and booming economy and plentiful jobs.

In addressing hunger and food insecurity, short-term measures are crucial to keep households going, and short-term interventions that support nutrition, education and the stable and affordable supply of staple foods combined with carefully targeted income transfers and food subsidies are necessary. For instance, the Integrated Food Security and Nutrition Programme of the Gauteng Provincial Government (GPG Programmes Addressing Poverty Alleviation Presentation, 1995, p. 41) suggests that short term programmes should be implemented through the provincial municipalities to reach deserving households, and its impact should be carefully monitored. The programme involves departmental projects such as Emergency Food Security implemented by the Department of Social Development; Homestead Food Production implemented by the Department of Agriculture; and Nutrition and Food Safety implemented by the Department of Health.

It is important that these short-term measures should be implemented along with long-term measures in order to avoid dependency among the poor households, and to encourage self-reliance through involvement and participation in job opportunities. According to the World Food Programme, it is important that after the conclusion of such food aid projects people can secure food through their own efforts, and avoid future threats to their food security.

Although agricultural extension services were judged as the most cost-effective way to improve the food security and incomes of the rural poor (UNDP Poverty Report, 2000, p. 4), there are challenges such as projects failing due to lack of consultation with local farmers, poor capacity to provide technical services, limited market research and insufficient credit. Such barriers should in future be taken into consideration when implementing agricultural or farming food production measures, in order to promote sustainable development.

Food production that ensures food security calls for active engagement in farming and agricultural activities. As poverty and food security problems manifest themselves in both rural and urban areas, it is crucial for urban areas such as the City of Johannesburg to start engaging in farming and agricultural activities. Urban agriculture for food production is, according to Allen and You (2002), one of the newly emerging global poverty alleviation programmes, meaning that this previously perceived rural activity is also possible in urban areas. Allen and You (2000) further note that in as much as farming was previously known as a rural activity, there are now policies in certain countries that encourage urban food production, both as an economic activity and a means of reducing food supply problems. This initiative, if made to transfer farming and agricultural skills to communities, will also contribute to sustainable development, and such programmes will become developmental themselves. Allen and You (2002:62) further emphasise that urban and peri-urban farming are identified as important areas of activity for City authorities and as having potential for improving living conditions, especially of the poor.

Where addressing poverty is concerned, the implementation of urban agriculture for food production would be relevant for cities such as Johannesburg, although spatial issues might be a concern. The city is overwhelmed by migration issues especially with the day-to-day inflow of migrants from other countries as well as other provinces within the country. Taking this into consideration, availability of land and home gardens for farming activities becomes a question. This also takes into consideration the fact that the city is characterised mostly by human settlements that are informal, where shacks are packed together leaving no space for gardening purposes.

The issue is that the space is largely occupied by poor people. Even in semi-urban areas such as townships, even though the stands were planned with reasonable garden space, such space is now taken up by outside rooms and shacks erected within dwelling yards with the purpose of generating rental income for poor families.

Enough space is rather available in sub-urban areas where most of non-poor resides. In the City of Johannesburg, the Food Security Programme is largely implemented in the inner city forming part of Region F, South-Western Township, which is Region D, and Orange Farm forming part of Region G.

Integration of urban agriculture and food security in land use planning is, according to Honadle and Van Sandt (1985), an important aspect of developmental poverty alleviation programmes. This provides a basis for determining whether the emerging homestead gardening projects and hydroponics projects that are implemented in the City of Johannesburg's regions can lead to sustaining the currently implemented core programme (Food Security Programme).

Allen and You (2002:64) maintain that urban agriculture makes a significant and growing contribution to the livelihoods of many city residents. They further emphasise that if food were grown more organically and nearer to the consumers, the use of vast amounts of non-renewable energy and other resources including chemicals and packaging materials could be avoided or greatly reduced.

Poverty and food insecurity in South Africa have their historical roots, according to the Integrated Food Security Strategy for South Africa (2002:17), in past colonial and apartheid policies in the country, which were specifically designed to create unfavourable conditions for black people, leading to conditions of poverty and food insecurity. It is thus important to better understand poverty and food insecurity within this historical context in order to design effective policy interventions to redress the injustices of the past.

Food security interventions should be designed to become developmental in order to enhance the ability of people to initiate self-sustaining programmes and also to empower the previously disadvantaged majorities to regain their dignity that was lost during the apartheid era.

2.6 Effective food systems: Policy implications

In order for a country to successfully manage food insecurity, it is critical that governments set up an effective food system. Bigg and Satterhwaite (2005:130) note that localised food systems provide the foundation of people' s nutrition, income, economies and culture throughout the world. These food systems start at the household level, and expand to neighbourhood, municipal and regional levels, depending on many different local organisations to co-ordinate food production, storage and distribution as well as people's access to food.

With regard to the case of the Food Security Programme of the City of Johannesburg Municipality, local poverty alleviation organisations involved are not mainly co-ordinating food production, but are recipient organisations and facilitate food storage and distribution among the individual households. Based on this, it becomes questionable if the food system in the City is compliant in terms of ideal effective food systems that will have an impact. The manner in which these local organisations are involved in the food system of the city needs to be seriously examined, since the proper involvement of local organisations in government food systems is needed to ensure sustainable livelihoods.

There is a need for local organisations to be capacitated for developmental participation in government food systems. Literature on the role of local organisations in sustaining local food systems and livelihoods will be reviewed in detail at a later stage in this study when considering poverty and sustainability issues. A well-established food system with built-in developmental objectives is crucial for the empowerment of communities and for sustainable development.

For such a food system to achieve food security effectively and efficiently it should, according to the Integrated Food Security Strategy for South Africa (2002), be characterised by:

- The capacity to produce, store, distribute and if necessary to import sufficient food to meet the basic food needs of people.
- A maximum level of robustness to reduce vulnerability to market fluctuations and political pressures.
- Minimal seasonal, cyclical and other variations in access to food.

These characteristics depend more on governance and policy measures than on an ordinary household. Government has a significant role to play in ensuring the food security of the nation, meaning that national governments should support local governments that are there to practically ensure that communities are food-secure, by dealing with any kind of food crisis appropriately. Although the food situation in Sub-Saharan Africa is bleak and growing worse, it is evident from the Southern African Regional Poverty Network (SARPN)[5] analysis that it is indeed possible by means of policy measures on the part of African governments and the international community to reverse the downhill slide. The implication here is that policy interventions at several levels are required for addressing the food crisis in Africa.

2.7 Towards poverty eradication and sustainable livelihoods

This section will focus on poverty measures from a broader level as highlighted in literature and narrowing it to a local level, which is more relevant to this study. Focus areas such as governance and policy issues, strategic issues as well as sustainability issues will be reviewed in this section, from which significant conclusions and recommendations relevant to this study will be drawn.

It is worth noting that the Food Security Programme as the case study in this context will not limit the discussion only to food security issues, but discussions will also be generalised to poverty alleviation broadly. The implication here is that, although the study is focusing on the food security programme, which is more about poverty, hunger and malnutrition, a holistic approach to understanding poverty will be followed as the study also

[5] http://www.sarpn.org.za/documents/d0002097/index.php - 2007/02/03

considers sustainability of poverty alleviation programmes which will hopefully encourage independence and self-sufficiency. The requirements for a developmental programme that is aimed at sustaining livelihoods include the exit of beneficiaries through empowerment, education, promoting self-reliance, creating opportunities for social inclusion and generating income to improve standards of living.

Development through poverty alleviation must take into account how poverty alleviation programmes can evolve and contribute to alleviating poverty and sustaining livelihoods, with this study attempting to establish how poverty alleviation programmes in local government such as the Food Security Programme of the CoJ can be developmental and sustainable.

The World Summit on Sustainable Development Plan of Implementation (2002) proposed a highly integrative framework for addressing poverty. The framework examines both long-term and short-term poverty management measures, looking at poverty as a multi-dimensional phenomenon which includes Food Insecurity and Malnutrition, Inadequate Housing and Services, Education and Literacy, and Employment, Vulnerability and Exposure to Risk, Voicelessness and Powerlessness. The framework proposes actions that will assist in poverty eradication efforts at all levels, such as national programmes for sustainable development that reflect the priorities of poor households.

2.7.1 Developmental poverty alleviation: Sustainability requirements

For the purpose of this study, the following are considered as significant requirements for sustainable poverty alleviation processes:

i. Local Organisation and Community Participation

In efforts aimed at poverty reduction, Hjorth (2003:2) suggests that the poor should be afforded an opportunity to participate in decisions concerning their own conditions. The importance of involving poor people themselves in monitoring and controlling processes of local service delivery of social

services is, according to the World Development Report (2000:7), necessary for sustainable poverty management efforts. Organising poor people at local level and preparing them to participate in poverty interventions is crucial, as people will then own development processes, and take charge of issues affecting their own lives, be it poverty or any other challenge. The report further emphasises that poor people need a direct voice in the interventions that affect their daily lives, as well as the ability to organise and vote.

Poverty reduction is about mobilisation, organisation, representation, and empowerment. Involvement of communities is therefore important for local action. In further emphasising community participation in development initiatives, Hercules (2001:108) maintains, "a critical area of policy implementation for the future is the need for the government to rely heavily on the participation and support of broad civil society movements and structures, to return to the path of a people-driven developmental state responsive to the needs of its people."

The following elements that relate to community participation are, according to Hjorth (2003:11), key to the success of poverty alleviation programmes:

- Conducting holistic systems analysis to inform intervention decisions.
- Seeing the intervention not as a process towards an end state, but a continuously evolving process comprised of many small decisions and evaluations.
- Engaging the active participation of target populations and all other stakeholders throughout projects or programmes.
- Participatory monitoring and evaluation of impacts and processes.
- Aligning interventions to build complementary synergy and leveraging.
- Encouragement of knowledge-sharing and adequate, coherent information flows.
- Encouragement of ongoing reflective practice, and
- Flexibility in terms of entry points.

In order to address poverty in a sustainable manner, a proper analysis of poverty is suggested by a group of women through the “South African Women in Dialogue” of 2006. President Thabo Mbeki (2007) highlighted such a proposal during the State of the Nation Address wherein the following strategic issues were suggested:

- Defining clearly the poverty matrix of the country.
- Developing a proper database of households living in poverty.
- Identifying and implementing specific interventions relevant to these households.
- Monitoring progress in these households as the programmes take effect in graduating the poor out of poverty.
- Co-ordinating and aligning all anti-poverty programmes to maximise inputs and avoid wastage and duplication; and
- Accelerating the training of relevant professional officials to ensure that identified poor households are properly supported and monitored.

This will, according to President, Mbeki, lead to sustainable livelihoods by ensuring the systematic linkage of beneficiaries of social assistance to municipal services and work opportunities, assisting many poor people to move away from social grants and to enter the labour market. Although these recommendations were made at national level, they can still be aligned to local government level for implementation in local communities.

The significance of localisation is further emphasised by the World Development Report (1999:2) in stating that localisation reflects the growing desire of people for a greater influence in their governments. It pushes national governments to reach down to regions and cities as the best way to manage changes affecting local politics and patterns of growth. It is also important, according to Bigg and Satterthwaite (2005:63), to encourage communities and individuals to participate more confidently in social and political processes, and to confront or resist sources of exploitation in efforts to eradicate extreme poverty. The World Development Report (1999:151)

further states that poverty reduction programmes are more likely to succeed when low-income groups successfully negotiate for resources and room for autonomous action, and that collective action enables the poor to lobby with municipalities for rights and services, and to help each other in times of temporary difficulties. The report maintains that collective effort is important because if it occurs, investments that improve service delivery will rise substantially.

Localisation is further viewed by the World Development Report (1999:8) as being crucial for poverty interventions as it highlights the opinions and aspirations of groups and communities at home, and also provides the space for people to participate in making the decisions that affect them as a key factor in the process of improving living standards. In further emphasising the importance of community participation in sustaining poverty alleviation initiatives and livelihoods, Engberg-Pederssen and Webster (2002:3) argue that poverty reduction is not likely to take place in a sustainable manner without the involvement of the poor.

The United Nations Development (UNDP) Poverty Report (2000)[6] indicates that involving the poor in development programmes, and also mobilising local resources to expand services to the poor is an approach that has worked for the Brazilian Municipality of Belo Horizonte in contributing to more appropriate and cost-effective design, lower costs from using local labour, timely purchases of material, the elimination of commissions and the avoidance of cost overruns. The Albania Interim Poverty Reduction Strategy Paper (2000:4) supports community involvement by insisting on community-based activities that develop institutions and social cohesion from the
bottom up, and build on the traditions and social conventions that govern the behaviour and actions of individuals.

Bigg and Satterthwaite (2005:151) recommend support for local participation in the planning, management and evaluation of poverty alleviation

[6] http://www.undp.org/povertyreport/chap6.html

programmes such as food systems, as this is necessary for participatory learning approaches in which the main goals are qualitative shifts in how people and institutions interact and work together.

According to Racelis (1986:178), poor communities have the capacity and interest to better their own lives provided they obtain access to power; and through a participatory process, the chances of silent and powerless sectors expressing their views and participating in community effort are surely enhanced. Racelis further highlights that the process of community-building through popular participation and organisation is as much a desirable output of development programmes as are material benefits, and discussions, arguments, negotiations, and resolution of differences between government and people's groups, and all are necessary for participatory development. They not only clarify priorities and actions to be undertaken, but also enable people to articulate their views as citizens. The World Development Report (2000:12) maintains that participatory mechanisms can provide voice to women and men, especially those from poor and excluded segments of society.

In conclusion, Pieterse and van Donk (2002:22) note that unless development processes are owned and driven by the beneficiaries, they are unlikely to succeed over the long term. Local development work should therefore aim to foster strong, democratic, transparent and responsive organisations that will enable poorer citizens to pool their energies and mobilise for better access to development opportunities. "The poor are the main actors in the fight against poverty, and they must be brought to the centre stage in designing, implementing and monitoring anti-poverty strategies" (World Development Report, 2000:12). Honadle and Van Sant (1985:80-91) and Hjorth (2003) discuss the following strategies to overcome sustainability constraints and achieve sustainability:

ii. Institutional and Organisational Strategies

The emphasis here is on the need for large-scale pre-existing institutions to assume project responsibility, as some projects fail because they cannot institutionalise new functions and do not have the required capacity. For instance, in the City of Johannesburg several poverty alleviation programmes such as the Food Security Programme are institutionalised in the City's Department of Community Development which is responsible for co-ordinating the programme, implemented in the City's seven administrative regions. Institutional capacity is seen here as a key element in project sustainability. Scarce resources combined with institutional competition may create an unfavourable environment for capacity-building attempts.

Furthermore, an organisation should prepare those who will inherit project functions, assets, and liabilities. The City of Johannesburg's Food Security Programme is a partnership initiative of the City s' Community Development Department (Programme Manager and Co-ordinator) and the Fresh Produce Market (Food Supply Co-ordinator), Robin Good Initiative, a Non-Governmental Organisation (Food Collection and Delivery), Non-Governmental Organisations (Food Distribution to Individual Beneficiaries) and the farmers as well as the market agents (Food Suppliers).

The Integrated Food Security Strategy for South Africa (2002:34) proposes an organisational structure that follows on the guidelines of inclusivity and integration of programme leaders. Such structures should provide for a range of functionaries whose activities are integrated to accommodate the delivery line mandate; an advisory function that will do monitoring and set objectives; as well as co-ordination. This is in line with the World Development Report (2000:115) which recommends respect for the rule of law, efficient public administration, and advanced political systems for the emergence of state institutions that are inclusive of the poor.

Racelis (1986:172) calls for municipalities to respect community efforts and their capacity to generate effective self-help programmes through proper

organisation, and continues to emphasise that governments that recognise and support these efforts will experience a multiplication of resources as people draw on previously untapped assets to carry out decisions they have taken jointly with municipal planners. Racelis notes that an open and supportive government that listens and works with people to arrive at their solutions experiences impressive results.

Pieterse and van Donk (2002:27) emphasise the need for proper institutional arrangements for the implementation of poverty interventions, as coalitions and partnerships are essential strategies to link resources such as human and financial, with practical interventions that target structures of poverty or poverty manifestations. The implication here is that poverty interventions cannot remain the task of only one party, such as government, but need to be co-ordinated as a partnership effort. Madon (1999:5)[7] notes that development projects succeed by networking and learning from a history of negotiations, and coalitions of government and other organisations, be they development agencies, academics, business or partners.

The World Development Report (1999) highlights that for the efforts of building institutions and partnerships to succeed, national governments are required to reach agreements with regions and cities on issues such as shared responsibility for raising revenue. It is evident from this statement that local governments need support from both national and provincial government to carry out their political, social and economic development tasks at local level, and for these development efforts to be sustainable.

iii. Enhancing security

Enhancing security of poor households refers, according to the World Development Report (2000:vi), to reducing vulnerability to disasters such as economic shocks, crop failure, policy-induced dislocations, natural disasters and violence as well as helping poor people cope with adverse shocks when

[7] http://0-www.sciencedirect.com.innopac.wits.ac.za/science?_ob=ArticleURL&_udi=…

they occur. This requires assistance for poor people to manage risks in order to escape poverty. Enhancing security will also, according to the report, require ensuring that effective safety nets are in place to mitigate the impact of personal and national calamities. Ensuring the following key elements of sustainable development can enhance security of the poor:

- ***Risk Management and Poverty:*** Poor people are, according to the World Development Report (2000:135), often among the most vulnerable in society because they are the most exposed to a wide range of risks including less income; helping them manage risks is contributory to poverty reduction and should complement efforts to increase average income and improve the distribution of income. Among others, the report mentions primary risks such as illness and injury, crime and domestic violence, old age, harvest failure and fluctuations in food prices. The report further recommends setting up the safety nets as an important part of risk management mechanisms.
- ***Economic Crisis and Natural Disasters:*** Managing economic crisis and natural disasters is, according to the World Development Report (2000), significant as large adverse shocks such as economic crises and natural disasters can negatively affect the ability of the poor to move out of poverty in the long run, by depleting their human and physical assets. Coping mechanisms and safety nets with ensured financing should be established to help poor people cope during crisis.

iv. Policy Action for Sustainable Development

According to Honadle and Van Sant (1985) development problems frequently result from the interaction of several policies. The political and economic environment of the institution contributes a great deal to the success of a project. Stabilisation of projects depends on how integrated policies become.

Policy formulation is, according to Streeten (1984), now called to move away from being more abstract and aggregative to becoming more concrete for specified poverty situations and vulnerable groups. Policies should be

developed or formulated in such a way that they will best serve the purpose, rather than being inaccessible documents. A useful poverty alleviation policy may be further developed into a specific strategy, which will be further interpreted as relevant programmes, which will bear projects that will specifically address the needs of communities at the grassroots level.

It is also imperative that poverty alleviation policies correctly follow policy formulation process, and that their implementation is well managed. Like any other policy, poverty policies need to be well-structured with regard to institutional arrangements for policy implementation, and will need to be accompanied by relevant monitoring and evaluation mechanisms. Where policy strategies, programmes and projects are not working well, they will need to undergo analysis and review processes.

A deeper understanding of poverty as a multi-dimensional phenomenon as well as its causes is recommended by the World Development Report (2000:15) for a well-informed policy development process, as well as identification of areas of action on the poverty reduction agenda. This understanding is essential for designing and implementing successful programmes and projects. The report further emphasises a need for poverty management actions and policies to be interlinked, since the causes of poverty are themselves interlinked.

The World Development Report (1999:14) maintains that the principal goal of development policy is to create sustainable improvement in the quality of life for all people, necessitating sustainable policy management processes. Sustainable poverty alleviation will be ensured by, among others, policy processes that integrate the following elements of sustainable development:

- ***Participatory Policy Development*:** Policy development should be informed by the needs of the people. The World Development Report (2000) maintains that participatory poverty assessments found that people were hungry for a two-way flow of information from government to them about the nature and timing of public policies and programmes

affecting their lives and from them to government to influence those policies and programmes. The World Development Report (1999:17) emphasises that social projects are more likely to succeed if they emphasise beneficiary participation. In further emphasising the importance of participatory policy processes, the Albania Interim Poverty Reduction Strategy Paper (2000:4) indicates that government should focus more clearly on poverty reduction as a policy goal, and by formulating the strategy in a participatory fashion which will in turn increase ownership of development processes by communities.

- ***Policy Interdependence:*** According to Mokate (2004:2) the effective implementation of an anti-poverty strategy requires policy coherence and integration of different types and levels of policies e.g. macro, sectoral and spatial policies. Co-ordinating and aligning all anti-poverty programmes was identified by the South African Women in Dialogue as important in maximising impact and avoiding wastage and duplication (President Mbeki, State of the Nation Address, 2007:6). In further condoning policy interdependence, Hjorth (2003:6) emphasises that poverty strategies that are flexible, process-oriented and assess the needs and capacity of communities for change is most likely to succeed. Rather than one method, a framework within which different approaches and methods can be flexibly, creatively mixed and matched to enable local development is needed.
- ***Policy Institutions:*** The Integrated Food Security Strategy for South Africa (2002:33) maintains that "Lack of institutional capacity is one of the fundamental problems standing in the way of effective delivery of poverty alleviation programmes especially the food security initiatives". The Strategy further emphasises that lack of institutional capacity and insufficient co-ordination make it difficult for governments and other service delivery vehicles to channel their interventions towards the neediest and to monitor the impact of their interventions.

Effective implementation of anti-poverty strategies requires that policy implementation structures be well-established with roles clarified, including the implementation roles of different actors and spheres of

government. In addition to well-structured policy co-ordination, Mokate (2004:2) further emphasises a need for a clear delineation of who is responsible for different dimensions of policy process from policy initiation and formulation through to implementation, monitoring and evaluation.

- The World Development Report (1999) indicates that institutions matter a lot in policy implementation as well-established policy institutions will lead to the fulfilment of policy objectives. The report emphasises that sustained development should be rooted in processes that are socially inclusive and responsive to changing circumstances. The report further highlights that institutions of good governance that embody consensual, participatory, and transparent policy processes are critical for development and should encompass partnerships among all elements of civil society. As much as policies should be interdependence for holistic eradication of poverty, policy design and implementation should also cut across departmental divisions so that all the areas of poverty are properly addressed. The role of each policy implementation division should be clarified to avoid any confusion.

  The Integrated Food Security Strategy for South Africa (2002) further highlights the following strategic issues for poverty alleviation policy institutional arrangements to consider:

  - Enhancing inter-governmental relations and improving co-ordination among all spheres of government role-players in support of poverty interventions goals;
  - Strengthening existing decentralised planning systems by backing them up with resources and technical support;
  - Enabling co-ordination among political and administrative structures; Fostering co-operation among government, parastatals, private sector and NGOs; and
  - Enabling co-ordination among departments at national and provincial levels.

The interlinking of policies and poverty alleviation actions is important for a comprehensive approach to poverty alleviation, and this is further supported by the World Development Report (1999:2), in emphasising that development policies are interdependent, and no single development policy can make much difference. Countries therefore need integrated policy packages and institutional environments that reward good outcomes, encourage initiative and facilitate participation. The report maintains that policies require complementary measures in order to work best, and a policy failure can occur where there is a lack of such complementarity.

v. Service Delivery Decentralisation

In motivating for the relevancy of decentralisation as a governance and service delivery system, Bardhan and Mookherjee (2005:3)[8] describe (2005:3) relate a move to a decentralised system for enhancing accountability in government service delivery, and limiting problems inherent in the centralised system.

The design of decentralised agencies and services should, according to the World Development Report (2000:12), reflect local conditions, social structures, cultural norms and heritage, to enable active participation by local communities. It further explains the importance of state institutions in making decentralisation pro-poor (World Development Report, 2000:106), as decentralisation is seen as a powerful mechanism for achieving development goals in ways that respond to the needs of local communities.
The report maintains that if effectively designed, decentralisation can greatly enhance the state's capacity to accelerate local development and reduce poverty. Monitoring and supervision of programmes and projects at local level is thus more effective and less expensive because of proximity to the point of provision and better interactions at local level.

[8] http://0-www.sciencedirect.com.innopacwits.ac.za/science?_ob=ArticleURL&udi=… 2007/02/23

Decentralised service delivery systems at local government level should also be accompanied by adequate budget provision so that programmes and projects implemented in different areas are properly financed. In emphasising a need for sufficient resources, the World Development Report (2000:107) indicates that locally raised revenues are often a small part of the budget for decentralised units and will actually weaken ownership of locally designed polices as well as threatening their sustainability

Emphasising the importance of decentralisation at local government level, the World Development Report (2000:107) highlights the significant requirements for the decentralisation process to be effective in working for poor people as:

- Mechanisms to ensure high levels of participation in the design and monitoring of programmes and policies by all sections of the population to be served;
- Autonomy and enough fiscal control to plan decentralised activities, but enforcing hard budget constraints is also necessary to ensure accountability;
- Support and protection from the central government to ensure that the national policies are adhered to and for better co-ordination of different administrative units; and
- Support for training is also required to create administrative capacity, as many local governments lack the administrative capacity for large-scale decentralisation and need training in accounting, public administration, financial management, public communications and community relations.

It is evident from the above service delivery decentralisation analysis that a decentralised service delivery system is important for sustainable poverty interventions and development, but only if it is well-planned and budgeted for. Decentralisation should also be pro-poor.

vi. Macro-Economic Programmes

Taking into account the various macro-economic programmes such as the Extended Public Works Programme (EPWP), Accelerated and Shared Growth Initiative for South Africa (ASGISA), Black Economic Empowerment (BEE) that exist in South Africa, as poverty intervention strategies from a broader perspective, one begins to question whether such progressive initiatives are really making an impact in the lives of poor communities in addressing poverty. It becomes questionable whether an ordinary beneficiary of the Food Security Programme of the City of Johannesburg can at some stage rise, and exit the programme, becoming, for example, a BEE participant. How do these broader economic initiatives align with the small-scale local poverty alleviation initiatives to enhance the developmental component of such small programmes and ensure sustainable livelihoods of beneficiaries? How does an ordinary person from a poor family benefiting from the Food Security Programme of the City of Johannesburg improve their circumstances and become an active participant in an appropriate initiative?

Perhaps a clear mechanism of linking broader macro-economic initiatives and small-scale poverty alleviation initiatives is necessary to ensure that beneficiaries of small-scale basic poverty alleviation programmes graduate from dependency and begin to rely on their own capabilities and skills. Networking among various development organisations at all levels is crucial when working on the link between macro-economic programmes and small-scale poverty alleviation initiatives at local level.

To what extent does the Food Security Programme of the City of Johannesburg make positive contributions to the quality of life of vulnerable groups, in particular orphans, and minimise further poverty in households with support from the broader macro-economic programmes of the country? Platforms need to be created in local communities where beneficiaries of poverty alleviation initiatives at local level are informed of these, and helped to access government initiatives. Food Security programmes in the urban setting of Johannesburg should not only provide food to poor households, but also

begin to develop work on producing emerging young urban farmers through skills training, with the help of service providers such as the National Department of Agriculture.

Mostert, Oosthuizen, Smit and van der Vyver (2002:281) define economic growth as “an increase in a country s’ production during a specific period, i.e. increase in goods and services”. Such increase in the country’s production should benefit an entire population, including the poor, so that poverty is eradicated and human development is ensured. In clarifying the relationship between poverty and economic growth, the World Development Report (2000) views economic growth as a powerful force for poverty reduction, and it maintains that as countries become richer, on average the incidence of poverty falls.

The World Development Report (2000:57) maintains that economic growth is essential for poverty reduction especially in the case of income poverty and non-income poverty for total human development, and if economic growth raises the income of the poor, the poor will access better health and education services, and reduce ill-health and malnutrition which are major factors in reducing productivity and increasing time spent away from work.

While the economy of a country may be doing well, it does not necessarily have a direct and automatic impact on poverty. However, in emphasising the required developmental and sustainable role of economic growth in poverty alleviation, Fourie (2001:228) argues that it is not the redistribution of the growth of income as such that is important, but what is critical is the development of the poor, their potential, and their ability to experience a self-reliant and humane existence, and to use their increasing power of disposal over economic means or resources to satisfy their needs.
This will encourage self-reliance in communities. Communities will devise constructive means to benefit from economic growth and sustainable livelihoods will be ensured.

National governments are challenged to create favourable economic conditions for poor households, by instituting changes that actively foster the participation of all in the mainstream economy, thus minimising poor households depending on government social assistance (Integrated Food Security Strategy for South Africa, 2002:25). The World Development Report (2000:59) suggests that growth can be made more equitable if market opportunities are opened up to poor people, and if state institutions work better for the poor by removing social barriers that prevent their participation in governance and economic activities.

In further emphasising the importance of socio-economic interventions, Streeten (1984:975) proposes an incorporation of the basic needs approach in economic growth policies as this is crucial for addressing absolute poverty and entails meeting basic needs. He does, however, suggest an earlier implementation of this approach before growth can concentrate and create powerful interests.

The Albania Interim Poverty Reduction Strategy Paper (2000:4) recommends that a poverty reduction strategy should focus on a fair distribution of benefits of growth for the entire population, and should take into consideration existing social capital at the community level. This implies that poverty reduction strategies should integrate socio-economic and political issues, and should outline the manner in which the poor at grassroots level will benefit from the economic growth of the country. Strategies that are silent on this aspect run the risk of not addressing poverty or sustaining livelihoods. Poverty Alleviation Policies should be specific regarding how the poor will access the benefits of economic growth. Such strategies will generally be viewed as sustainable and inclusive poverty management measures.

Coming back to the case of South Africa, it is evident that even in a booming economy, the benefits fail to reach the poor (*Sunday Times*, 2007, April 15), which means that economic growth in South Africa is still not closer to sustaining livelihoods. Deputy President Mlambo-Ngcuka mentions that though the economy is pumping in terms of macro-economic stability, fiscal

discipline, inflation targeting, and massive infrastructure development, the social services projects that could do most to improve the daily lives of the poor are not on track (*Sunday Times*, 2007, April 15:4).

The problem of socio-economic imbalances in South Africa is further highlighted during an interview with Trade and Industry Minister Mandisi Mpahlwa (*City Press*, 2007, March 4), where it is stated that though macro-economic policies adopted by the African National Congress in 1994 when it came to power have been credited with stabilising the economy by lowering inflation, cutting state debt and implementing careful monetary and fiscal policies, the critics say the policies have failed to make progress in addressing the problems of unemployment and poverty.

This study suggests that there remains a gap between the small-scale poverty alleviation initiatives and macro-economic programmes. Alignment of the two is crucial, as a need exists for people to reach a level where they will exit the basic poverty alleviation services and become participants in macro-economic programmes. Such programmes should begin to address the dimensions of poverty such as unemployment and lack of skills.

A need exists for local government to ensure effective alignment of these broader economic policies with their locally developed economic policies, so that these broader policies have an impact at grassroots level. These broader macro-economic initiatives of government should begin to benefit the very poor household beneficiaries of basic poverty alleviation programmes such as the Food Security Programme, which is central to this study.

vii. Poverty and HIV and AIDS

The City of Johannesburg's Food Security Programme is currently biased towards HIV and AIDS households that are also poor. There is a dilemma as regards sustainability intentions of the programme such as developmental measures that should be effected with the programme beneficiaries, as well

as an exit strategy. It is not entirely clear which type of exit programme HIV and AIDS infected beneficiaries could best be involved with.

Developmental efforts might need to concentrate more on the affected family members i.e. those that stay with and take care of the infected beneficiaries. The infected beneficiaries will, however, need more intensive care and support programmes, together with awareness programmes on HIV and AIDS as well as related illnesses.

2.7.2 Sustainable Livelihoods

It is imperative for poverty alleviation programmes to contribute to development of beneficiaries so that such beneficiaries are able to help themselves apart from depending on social grants and other social services. If poverty alleviation programmes meet the above-mentioned requirements for sustainable development, they will definitely lead to sustainable livelihoods.

The implication for the Food Security Programme of the City of Johannesburg is that the programme should have a developmental element in order to empower beneficiaries to exit the programme. Poverty alleviation programmes should, according to Hjorth (2003), build on local strengths to empower people to maintain their livelihoods even in adverse circumstances.

In order for poverty alleviation champions to succeed in developmental processes aimed at sustaining livelihoods, the following principles should be considered:

- It should be acknowledged that communities have the resources needed for development such as skills, but support for these communities is needed for them to fully utilise the resources. They need to be assisted to identify further skills and receive training in these skills.

- Understanding poor people, their processes and relationships and identifying relevant interventions is crucial in ensuring sustainable livelihoods.
- Development processes should not be modified to obtain quick results, but initial processes should be allowed to take a slow pace that will ensure rapid progress at a later stage (Hjorth, 2003).

Ensuring sustainable livelihoods should form part of the long-term development goals of any development initiative, including poverty alleviation programmes. Short (2001) clarifies the sustainable livelihood approach as a way of thinking about the causes and effects of vulnerability and poverty and building opportunities for poor people to improve their livelihoods in ways that make sense to them. It appears that Sustainable Livelihoods (SL) has become so crucial that it has been adopted as an approach towards ensuring poverty eradication. It is view of this study that SL should become an outcome of every poverty alleviation initiative.

2.8 Poverty alleviation and local governance issues

Poverty alleviation and eradication is generally seen as the responsibility of government, meaning that governments are faced with the challenge of putting relevant governance systems together, initiating policy interventions and strategies aimed at managing poverty issues, as well as measures to deal with painful crises such as declining economic growth or HIV and AIDS.

As already indicated, managing poverty in a country presents complex challenges that require governments to look at various issues related to the causality of poverty such as economic patterns, historical background of the country, geographical setting and governance systems and policies. Even if people do participate in development initiatives, the initiatives should be facilitated and supported by government. In some countries, for poverty alleviation initiatives to succeed, reforms in political, economic and social systems are necessary, to enable participation by the people themselves, as well as fulfilment of development objectives.

The World Summit on Sustainable Development Plan of Implementation (2002:1) notes that good governance within each country and at the international level is essential for sustainable development. This study is about “poverty alleviation programmes in local government”, so it is necessary to examine the theories regarding the developmental role of local government in poverty alleviation and sustaining livelihoods.

2.8.1 Role of local government in poverty alleviation

Local government is seen as the government nearest to the people where service delivery can easily reach the beneficiaries. While it is sometimes argued that poverty alleviation is purely the national government’s responsibility, the World Development Report (1999) maintains that while the national government should play a prominent role in providing subsidies to the poor, most basic services such as water, health, education and transportation are best managed at the local level in ways that respond effectively to local needs. The report argues that inasmuch as poverty should be addressed as a national issue, specific poverty processes should happen at local level with redistribution programmes financed through national transfers. It further indicates that community-driven public works schemes that are locally designed and nationally funded have emerged as an effective means of enabling the poor to expand their income-earning potential.

In short, this actually clarifies the role of both national and local government levels in poverty alleviation, which is closely related and interdependent. Local governments should carry out processes of designing poverty interventions in the form of policies, strategies, and programmes which are based on community needs, while the national government should be supporting such processes financially and with other resources, meaning that if poverty interventions are managed at local level, they have greater potential to become sustainable.

In further emphasising the relevance of local government in implementing development initiatives, Mokate (2004:16) highlights that as much as poverty

alleviation strategies are redistributive in nature and are undertaken within a nationally or macro-driven framework, implementation of programmes must take place at local government level which is likely to be more responsive to community needs, and supportive of programmes implementation.

The UNDP Poverty Report (2001:1) in emphasising the relevance of local government in managing development programmes including poverty interventions, warns that for poverty reduction programmes to succeed, local government must be accountable to the national government for the funds allocated to it. The report also highlights the importance of local government in poverty management, as local government has a comparative advantage in responding to people's needs for basic social and economic infrastructure.

Urban poverty is, according to Rogerson (1999:1)[9] a policy issue of growing significance in post-apartheid South Africa. Local governments are set to play an important role in growth and development, and by implication in the alleviation of poverty, and local government in South Africa is mandated by the Constitution (Act 108, 1996) to provide a sustainable and developmental service to communities by putting in place democratic governance systems. This may be done by:

- Ensuring democratic and accountable government to communities;
- Promoting safe and healthy environment, promoting social and economic development;
- Providing basic services in a sustainable manner; and
- Encouraging involvement of communities and community organisations in all matters.

Municipalities have to deal with post-apartheid imbalances and inequalities, which have resulted in majority groups experiencing poverty, and contributed to the socio-economic challenges faced by many municipalities today.

[9] http://0-www.sciencedirect.com.innopac.wits.ac.za/science?_ob=ArticleURL&_udi=… 2007/02/23

The developmental role of local government is further emphasised in the White Paper on Local Government (1998) which states that the central responsibility of municipalities is to work together with local communities to find sustainable ways to meet needs and improve the quality of life. Maximising social development and economic growth is one of the characteristics of developmental local government, as is social and economic empowerment of citizens.

According to an International Centre for Economic Growth Publication (1992:197), “municipalities have gradually become important institutionally, operationally and financially and are now key players in the government’s strategy to combat poverty”. Identification of beneficiaries and regularly measuring the impact of social programmes are two areas emphasised by the study, for improving social project co-ordination and accurately identifying priority groups and programmes. According to Mokate (2004:8), in order for poverty interventions to be successful, local governments must be clear and careful in their targeting processes, and the anti-poverty programmes at local level must be instituted to enhance the capacity of individuals and households so that they are able to take advantage of programmes.

Local government also has a crucial role to play in economic development at the local level, and Mokate (2004:14) believes that democratic and effective local government structures are an integral part of effectively integrating local economic development with poverty alleviation efforts at local level.

Mokate emphasises that without such structures, poor people may remain excluded from the benefits of local economic growth and service delivery, necessitating effective implementation of integrated LED and poverty alleviation initiatives. It appears, however, that LED practitioners are currently struggling to find means to integrate their LED initiatives into poverty alleviation initiatives.

It is therefore necessary to consider how LED initiatives can be integrated with poverty alleviation initiatives for sustainable poverty interventions within local government, through which sustainable livelihoods will also be ensured.

2.9 Conclusion

A multidimensional understanding of poverty was adopted for the purpose of this study where poverty is defined through various aspects such as basic services, inequality, powerlessness, voicelessness, income, and unemployment. A central argument in this study suggests community empowerment and capacity-building rather than welfarist poverty alleviation approaches. An emphasis is on a “Hand Up” instead of “Hand Out” service delivery approach, raising a challenge for government to begin to focus on developing poverty alleviation policies and strategies that will be developmental in nature. Policies and strategies that will basically promote provision of material assistance should be avoided, but those that will collectively encompass basic short-term assistance and developmental long-term measures such as skills training and mobilisation of resources should be embarked on.

The Food Security Programme of the City of Johannesburg was identified as a case study due to the implementation challenges that are currently surrounding it. Although the study is focusing on the food security poverty alleviation programme, a holistic approach to the literature review and analysis regarding poverty issues was followed as the study also examines the developmental function and sustainability of poverty alleviation programmes. It seems clear that a programme aimed at alleviating poverty, whether it is about food supply or not, should also aim at achieving empowerment, education, promoting self-reliance, creating opportunities for social inclusion and generating income to promote economic improvements overall, which can only be achieved if the programme is developmental and sustainable.

Designing poverty alleviation interventions should be based on detailed poverty analysis about characteristics of poor households, poverty pockets/zones and poverty manifestations. This will ensure that programme beneficiaries are empowered to sustain their livelihoods.

Several questions were raised during review of the literature as to how best the beneficiaries of basic small-scale poverty alleviation initiatives can begin to participate in broader macro-economic initiatives of government for sustainability and poverty eradication. How do the small-scale poverty alleviation programmes such as the Food Security Programme begin to link with larger economic programmes of government to ensure that the poor move from basic assistance to becoming self-driven entrepreneurs and skilled employees whose livelihoods will be sustained.

The next chapter will focus on the research methodology, and address the research design, data collection methods, and analysis of the collected data.

CHAPTER 3
IMPLEMENTING QUALITATIVE RESEARCH METHODS

3.1 Introduction

This chapter outlines the methodology to be followed in carrying out the study, and fulfilling the study objectives. Some authors refer to this as research methodology and others as research design. According to Leedy and Ormrod (2005:2), the term 'research design' refers to a systematic process of collecting, analysing, and interpreting information in order to increase our understanding of the phenomenon about which we are interested or concerned. It is through the implementation of the research methods that answers to the research questions are provided. The intention of this chapter is to highlight and examine the design of the study in terms of its nature, data collection and data analysis methods and procedures used. Measures to ensure validity and reliability of the research methods will be explained and limitations experienced in implementing the research methodology will be presented.

In brief, the chapter examines research design with regard to data collection and data analysis methods and procedures followed. The sample in this study is purposive, and an interview schedule (questionnaire) was used to gather primary data from significant role-players in the implementation of the programme; relevant documents such as reports and policies regarding the research case were reviewed for secondary data; and literature was reviewed for further data collection. The section on study findings will be comprehensive and descriptive. Three data collection methods were utilised to arrive to the same conclusion regarding the research subject, meaning that the triangulation method of collecting data was used which enhanced the study reliability and validity. Using a combination of data collection methods can, according to Strydom and Delport in De Vos et al. (2005), be helpful in assisting the researcher in validating and cross-checking the study findings, which also became advantageous to this study.

3.2 The research purpose

This study was mainly investigating the developmental role of local government in poverty alleviation programmes for sustainable livelihoods. The main focus of the study was on the Food Security Programme as currently implemented within the City of Johannesburg. The focus problem is that more and more beneficiaries enter the food security programme without others exiting, and this does not portray the programme as developmental and sustainable. A need was therefore identified for developmental efforts to ensure that the beneficiaries do not become totally dependent on the programme, but are able to exit the programme and become self-reliant at some stage. This research was therefore aimed at reviewing the implementation of the food security programme as well as examining the programme's potential to become developmental and sustainable, with the following three objectives in mind:

- Reveal the nature of developmental poverty alleviation processes for sustainable livelihoods
- Investigate new insights about the programme and its impact on poverty as well as its potential to move beneficiaries upwards.
- To evaluate the developmental potential of the food security programme of the City of Johannesburg in sustaining livelihoods.

This study is based on the reality as constructed by individuals interacting with their social world.[10] Its main interest lies mainly in understanding the meaning significant role-players and beneficiaries of the Food Security Programme have built up through their involvement in the implementation of the Programme. The study seeks to understand in depth the lived experience regarding the implementation of the Food Security Programme, as well as unpacking developmental and sustainability components of poverty alleviation programmes for sustainable livelihoods.

[10]Merriam, S.B. in MMQualitative Research Course Pack.

3.3 Research design

This section explains specific research design methods and procedures undertaken in the research project implementation:

3.3.1 Nature of the study

The study is mainly of a descriptive, interpretative, and evaluative nature. This is seen from the study purpose as it seeks to reveal, discover, and evaluate. According to Peshkin in Leedy and Ormrod (2005), descriptive, interpretative, and evaluative processes take a qualitative approach. It is through a qualitative research method that the research question in this study will be addressed.

The qualitative approach is more appropriate and advantageous as it provides the researcher with a choice of research project strategy. Findings will be presented in words but not in numbers, and for the purpose of this study, descriptive statements that elaborate on relevant issues regarding the findings are critical for greater and better understanding and plan of action. Statistical data presentation as in quantitative studies would not be appropriate for this study.

Furthermore, unlike the quantitative design, the qualitative method does not limit the research processes to certain specific actions and steps. The qualitative research studies are convenient and allow creativity in designing the research strategy, and as indicated by Fouché in De Vos et al. (2005), there is a pool of methods to choose from in structuring a qualitative research design.

There is a concern that the Food Security programme is a mere hand-out of food to the poor, and hence entrenches a dependency mentality. In other words, this poverty alleviation programme is not developmental in nature and it does not seem to be contributing to sustainable livelihoods.

Due to its focus on a specific poverty alleviation programme within a specific municipality, this study is classified as a case study, which is one of the five main qualitative research strategies mentioned by Fouché in De Vos et al. (2005). According to Leedy and Ormrod (2005:135), in a case study a particular individual, programme, or event is studied in depth for a defined period of time. The case being studied here is a programme, and examines the food security programme as implemented within the City of Johannesburg.

As much as this research uses the Food Security Programme as a single case and the heart of this study, the findings will inform similar poverty alleviation practices as well. The study of this case becomes more instrumental and while it might positively contribute to the improvement of the Food Security Programme of the City of Johannesburg specifically, it will also enhance general understanding of developmental poverty alleviation programmes that lead to sustainable livelihoods. This enhances the qualitative nature of this study.

Mark in De Vos et al. (2005) further identifies three different types of case studies and as one of those three types of case studies; this study is classified as the “Instrumental Case Study”, as it is used to understand a broader social issue, which is developmental poverty alleviation. The case study merely serves the purpose of facilitating the researcher’s understanding of poverty and sustainability issues. Hence the topic of the study is “Poverty Alleviation in Local Government”.

3.3.2 Data collection methods

Proceeding from the theoretical base, data was collected using two more methods of relevance to the qualitative approach in general, and particularly descriptive research:

i. Secondary Data

In this study, official documents and records were studied, and interpreted as sources of information. Official documents according to Bailey in Strydom and Delport (2005:317) imply documents that are compiled and maintained on a continuous basis by large organisations such as government institutions. Such documents include minutes and agendas of meetings, inter-office memos, financial records, statistical reports, policy documents, annual reports and process records.

The Food Security Programme is implemented within the City of Johannesburg as one of its poverty alleviation programmes, and it became appropriate to study other official strategic documents and policies that inform poverty alleviation programmes. The purpose was to check whether there are long-term built-in measures to sustain the programme within the City, as well as how the programme aligns to these other official documents. The rationale was to assess and analyse the developmental potential of the Food Security programme.

The study reviewed the strategy documents and policies of the City of Johannesburg such as the Human Development Strategy; the City of Johannesburg's Growth and Development Strategy; Integrated Development Plan (2006/11); The City of Johannesburg Service Delivery Budget Implementation Plan (SDBIP); The City's Social Package Policy (Draft); and the Food Security programme, as well as the Food Security Programme Evaluation Report compiled after the programme was evaluated in the period October 2006 to March 2007. Sources of information will be accessed from the City's Corporate Planning Unit, and other relevant departments of the City such as Community Development, and the Johannesburg Fresh Produce Market. Document study was furthermore chosen to inform this study because of the following advantages:

- Easily accessible at no cost, as the researcher did not have to cover a distance in order to access the documents. The documents form part of the researcher's job.

- Non-reactivity: in the sense that there will be no follow-up on analysis of documents at a later stage by anyone.

Biasness as one of the main disadvantages of document study will not be undermined in this case, especially since most official documents here were not critically developed, but instead they contain the positive City vision and strategic thrusts, influencing their objectivity.

ii. Literature Review

Literature on poverty alleviation and sustainable development issues was reviewed in depth with a focus on developmental and sustainable poverty alleviation, so as to build up a framework of theory, and to inform the study findings and programme of action. The literature review was helpful as it demonstrates the underlying assumptions behind issues of poverty alleviation and sustainability as identified by Delport and Fouché in De Vos et al. (2005). Besides addressing the research questions, it is through literature review that the research questions were formulated and refined.

Literature was reviewed to inform the theoretical perspective of this research in building a developmental framework for poverty alleviation for sustainable livelihoods; to inform the findings of this study; and to guide the programme of action regarding the research problem. Several topical textbooks, relevant journal articles, research reports, presentations at workshops, the Internet, and newspapers were reviewed and analysed.

iii. Primary Data

According to Greeff in De Vos, Strydom, Fouché and Delport (2005:287), “interviewing is the predominant mode of data or information collection in qualitative research”. Greeff further quotes Kvale as cited in Sewell (2001:1) defining qualitative interviews as “attempts to understand the world from the participant’s point of view, to unfold the meaning of people’s experiences, and to uncover their lived world prior to scientific explanations”. Data in this study

was also obtained through interviewing key role-layers in the implementation of the Food Security Programme.

Interviews as a data collection method are relevant in this study, as the programme is currently under implementation and the researcher seeks to gather the views of the programme implementers and beneficiaries regarding the value, sustainability and developmental nature of the programme. The Food Security Programme has been implemented for two and half years now, meaning that the role-players in this programme implementation have gone through experiences that may lead to decisions regarding the programme status. Understanding such experiences in depth will help to reveal their meaning and be interpreted for relevant recommendations regarding the programme status.

As much as thematic or research questions in this case will largely be addressed through document analysis, this programme has been implemented in reality and there are implementation dynamics that have been experienced. It will therefore be necessary to speak to the programme implementers and beneficiaries to assess the developmental and sustainability potential of the programme, and also investigate the programme flaws that have brought it to where it is today.

The interviews will take the form of semi-structured one-to-one process, so that detailed individual perceptions regarding the Food Security Programme are obtained through this study. The interviews will be guided by an interview schedule or questionnaire with a set of predetermined questions regarding research subject.

Not all the participants will be expected to respond to all the questions on the schedule. Some questions are mainly for beneficiaries and others are for the City of Johannesburg management team participating in the study, and have been adjusted accordingly. In short, the interview schedule implemented in this study is a standardised data collection tool, whereas the interview questions are semi-standard due to the respondent diversity.

The standardised interview questionnaire is furthermore used in this case as the researcher was aware of relations between the respondents and the research topic. The following key role-players within the Department of Community Development of the City of Johannesburg, the Johannesburg Fresh Produce Market and the beneficiaries of the Food Security Programme will be interviewed in this study:

3.3.3 Sampling procedures

In addition to the abovementioned textual materials, this study will also acquire data from the identified key role-players in the development and implementation of the Food Security Programme. Sampling becomes purposive, as it is in this study since the intention is to collect data from those individuals and documents that will yield the most information regarding the research question (Leedy and Ormrod, 2005).

This purposeful selection of participants is referred to as “purposive sampling” by Strydom and Delport in De Vos et al. (2005). The level of involvement in the implementation of the Food Security Programme guides selection of the study participants. Table B below defines the sample in terms of the role played by each participant within the programme.

As indicated in the second chapter of this report, the City of Johannesburg is made up of seven administrative Regions – Regions A, B, C, D, E, F and G. Not all regions were involved in this study. Three regional/operational managers from Regions C, D and G with the most beneficiaries were involved in the interviews. . Three NGO representatives and three individual beneficiaries of the programme from were also involved interviewed. Two managers who work directly with the programme within the Department of Community Development were interviewed, and the Food Bank project manager based at the Johannesburg Fresh Produce Market was interviewed. Another advantageous characteristic of a qualitative study which is also applicable to this study is, according to Strydom and Delport in De Vos et al. (2005), that although sampling is also utilised in a qualitative study, it

becomes less structured, less quantitative, and less strictly applied as in the case of a quantitative study, which becomes time-saving in developing sampling measures.

This study used interviewing for collecting detailed and in-depth quality information from specific individuals who are closely related to the programme, hence the purposeful selection of participants but not complicated sampling. The study participants were purposively identified so that relevant and divergent data regarding the food security programme is gathered for integrative analysis purposes. A total number of twelve respondents were interviewed. An interview schedule/questionnaire was used as an information-gathering tool, attached as an appendix. The table below provides a summarised background of the research sample in two main categories, Programme Implementers and Beneficiary Population, their total number and the places and times of interviews:

Table B: Defining the Research Sample

	Key Role Player	**Region-Place of Interview**	**Role Description**	**Date of Interview**
1	Deputy Director: Human Development	Head Office-Braamfontein	Overall Management of the Directorate	25/07/07
2	Manager: Poverty Programmes	Head Office-Braamfontein	Management and Coordination of Poverty Alleviation Programmes.	25/07/07
3	Regional Manager	C (Roodepoort)	Overall Regional Operations Management	26/07/07
4	Operational Manager	D (Soweto)	Poverty Alleviation Operations Management	26/07/07
5	Operational Manager	G (Ennerdale)	HIV & AIDS Operations Management	27/07/07
6	The Food Bank Project Officer	JFPM-City Deep	Management of the Food Bank and Coordination of Food Delivery to regions.	30/07/07
7	Beneficiary NGO	C-Matholesville	Distributing food to registered individual households.	31/07/07
8	Beneficiary NGO	D-Soweto	Distributing Food to registered individual households.	26/07/07
9	Beneficiary NGO	G-Orange Farm	Distributing Food to registered individual households.	06/08/07
10	Individual Beneficiary	C-Matholesville	Individual Household	31/07/07
11	Individual Beneficiary	D-Soweto	Individual Household	06/08/07
12	Individual Beneficiary	G- Orange Farm	Individual/Household Beneficiary	06/08/07

3.3.4 Data analysis

De Vos in De Vos et al. (2005:333) states that data analysis is the process of bringing order, structure and meaning to the mass of collected data. He further cites Marshall & Rossman defining qualitative data analysis as a research for general statements about relationships among categories of data, building grounded theory. A combination of content and narrative analysis will be used in this study. Key issues will be drawn from data collected from reviewed literature and documents studied.

In short, the main focus of the research project was on quality of poverty alleviation programmes implemented in local government in terms of developmental and sustainability components. The study seeks to understand the views of the significant role-players with regard to enhancing sustainability of poverty alleviation programmes, as well as the views of other authors on developmental and sustainable poverty alleviation through literature review. Specific issues that are relevant to the study subject have been identified as thematic questions to lead discussions in this research project, and the findings will be related to such specific issues at the end of the report.

The study mainly utilised analysis of words in terms of findings regarding the main thematic questions of the study. Data analysis was mainly descriptive. Recommendations and conclusions on the research subject emanated from such analysis of findings. The status of other poverty alleviation programmes was analysed, and best practices and innovations regarding developmental and sustainability issues were identified. Thematic as well as interview questions were used as a framework around which collected data was analysed.

A combination of the data analysis spiral approach as described by Creswell in Leedy and Ormrod (2005), and data analysis phases by Bogdan and Biklen in MMQualitative Research Course Pack (2005) were followed in the process of data analysis, and the following activities were undertaken:

Data Organisation: Collected data was recorded manually in a notebook, and transferred to the computer. Raw data was grouped together in terms of responses to each thematic and interview question. For instance, responses for thematic question on sustainability issues will be organised together under the sustainability category, but matched to the specific interview question under the sustainability category. Data collected through literature review, interview, and document review was highlighted respectively. Data is categorised in terms of the following five main thematic questions:

- Underlying assumptions of the Food Security Programme of the City of Johannesburg
- Potential built-in developmental objectives of the Food Security Programme
- Exit Strategy Development for Sustainable Livelihoods
- Alignment of the programme with other broader developmental programmes
- The programme sustainability.

Data Perusal: This involved getting an overall sense of collected data, and jotting down preliminary interpretations. In case of misunderstanding and lack of clarity, follow-ups were made with relevant respondent. Data was read, and reread in order to make sense of it, and emerging patterns were listed. The process would in short include studying sets of collected data to form an overview and to understand the context.

Data Classification: Collected information was categorised in terms of thematic research questions or the abovementioned focus areas of the study. Responses to the interview questions falling under one thematic question were grouped together, stated as raw findings. Data was sorted into categories of thematic questions, and subcategorised under interview questions. Linkages across data categories was identified in order to pave a way towards summery of findings. The findings were then be interpreted and summarised in terms of the one thematic question to generate conclusions

and recommendations based on the findings. For instance, sustainability issues were grouped together, and conclusions regarding poverty and sustainable livelihoods were made. Data was classified in terms of primary data generated through interviews and secondary data gathered during the review of literature and document study. Similar literature responses relating to the same thematic question and interview question were grouped together for convenient generation of conclusions and recommendations. The same applied to similar interview responses.

Data Synthesising: Collected data was summarised and integrated, meaning that responses to the interview questions under one thematic question were integrated to represent the findings to each thematic question. The findings in relation to thematic questions were discussed, highlighting a brief summary of the study results. Having interpreted and summarised the findings, data was integrated and conclusions and recommendations were made. This section presented a summary of the investigation, implications of the study, conclusions and recommendations.

A final statement regarding the developmental components of poverty alleviation programmes in local government was made from the collected data, as well as how the findings and conclusions applied to the Food Security Programme in particular. Conclusions and recommendations emanated from responses in terms of the majority of similar responses. For instance, priority or strong consideration was given to a large number of similar responses made in terms of one thematic question. The study results were related back to the research problem, to ensure that the research questions set out in the beginning were addressed.

In view of the above processes followed during data analysis, a content type of data analysis was applied in this study. Henning in MMQualitative Research Course Pack (2005) mentions that content analysis as a type of data analysis embarks on studying the data sets, and categorising related responses into groups in order to finally present the pattern of related themes.

3.4 Reliability and validity of findings

According to Strydom and Delport (2005:317) it is of great importance to evaluate the authenticity of sources of data. The following combination of strategies as recommended by Babbie and Mouton in Strydom and Delport (2005:317) and Merriam in MMQualitative Research Course Pack (2005: 29) were applied in promoting reliability and validity of the study findings:

- **Triangulation:** Three methods of collecting data were used in this study: Review of literature; Interview Questionnaire (primary data); and Review of Official Documents (secondary data). Different types of data perspectives e.g. documentation, interviews and literature will be interpreted as a set of findings. The findings of the research will be based on data collected from these sources, and implications or meaning will be derived from the findings. This will at the end render the study objective. Merriam indicates that using multiple data collection methods helps in confirming emerging findings, and will enhance the study conformability.
- **Transferability:** Poverty alleviation programmes may differ in context, but they should all aim at one goal, empowerment. The findings of the study can therefore be applicable as sustainability guidelines to all poverty alleviation programmes in any setting e.g. local government or private sector. Enough description to contextualise the study will be provided.
- **Member Checks** referring to taking data collected and tentatively interpreted back to the people interviewed will also be utilised as one of the strategies for promoting validity and reliability.

3.5 Methodology limitations

The study used the descriptive qualitative data analysis method, which is long and time-consuming as compared to statistical data analysis in terms of quantitative methods.

3.6 Conclusion

This study took the form of qualitative research design in terms of its nature, data collection methods, and data analysis procedures. Qualitative research implies a direct concern with lived experience. Poverty from various perspectives was studied, ideas were compared and critically analysed, generating theory in a systematic way. Data collected will contribute to policy improvement regarding development and implementation of poverty alleviation programmes in local government.

This chapter focused mainly on Research Methodology implemented throughout the research project, and mainly addressing the research design, data collection method, sampling procedures, and data analysis method applied. The study emerged as, interpretive, and evaluative in nature, implementing qualitative data collecting methods from literature reviews, documentation and interview questionnaire perspectives, taking a form of triangulated data collection.

Data analysis processes included data organisation, data perusal, data classification, data synthesising, leading to conclusions and recommendations regarding the research subject. It emerged from this section that purposeful sampling was implemented in terms of interview respondents. Strategies such as triangulation, member checks, and transferability were used for promoting reliability and validity of the study findings.

Chapter four will focus on findings, highlighting a brief summary of the study results. The collected data, which is organised, classified and synthesised, will be presented in chapter four, focusing mainly on the findings as addressing the research problem and research questions.

CHAPTER 4
THE CITY OF JOHANNESBURG FOOD SECURITY PROGRAMME

4.1 Introduction

This chapter presents the findings and a summary of the results, and will present the case of the Food Security Programme of the City of Johannesburg to promote a better understanding of the programme.

4.2 Biographical information: the Food Security Programme of the City of Johannesburg

At the heart of this study, questions are raised as to whether the Food Security Programme of the City of Johannesburg is developmental and sustainable. A better understanding of this programme as implemented within the City of Johannesburg is significant in order to determine the programme's effects on empowering or capacitating beneficiaries, and sustaining livelihoods. Below is a brief case description of the Food Security Programme in terms of the Council Approved Report (2004) and the Memorandum of Understanding (MOU) as signed on 11 March 2005 between the City and an NGO that was appointed to distribute food throughout the city, the Robin Good Initiative.

4.2.1 Programme objectives

The Food Security Programme of the City of Johannesburg was adopted by Council in October 2004 and embedded in it were the following two main objectives:

1. To ensure food supplement as part of the City's initiatives to fight poverty and HIV and AIDS.
2. To make positive contributions to improve the quality of life of vulnerable groups, in particular orphans, through regular supply of fresh produce.

4.2.2 Programme activities

Food Supply: The programme entails activities where farmers and market agents donate food or fresh produce to the socio-economically challenged residents of the city through the Food Bank.

Food Delivery: Farmers from as far as Limpopo, Free State and North West Provinces donate food, and also deliver them to the Food Bank at the Johannesburg Fresh Produce Market (JFPM).

Food Storage: A refrigerated Food Bank was established within the JFPM, where donated food is stored while awaiting distribution to communities.

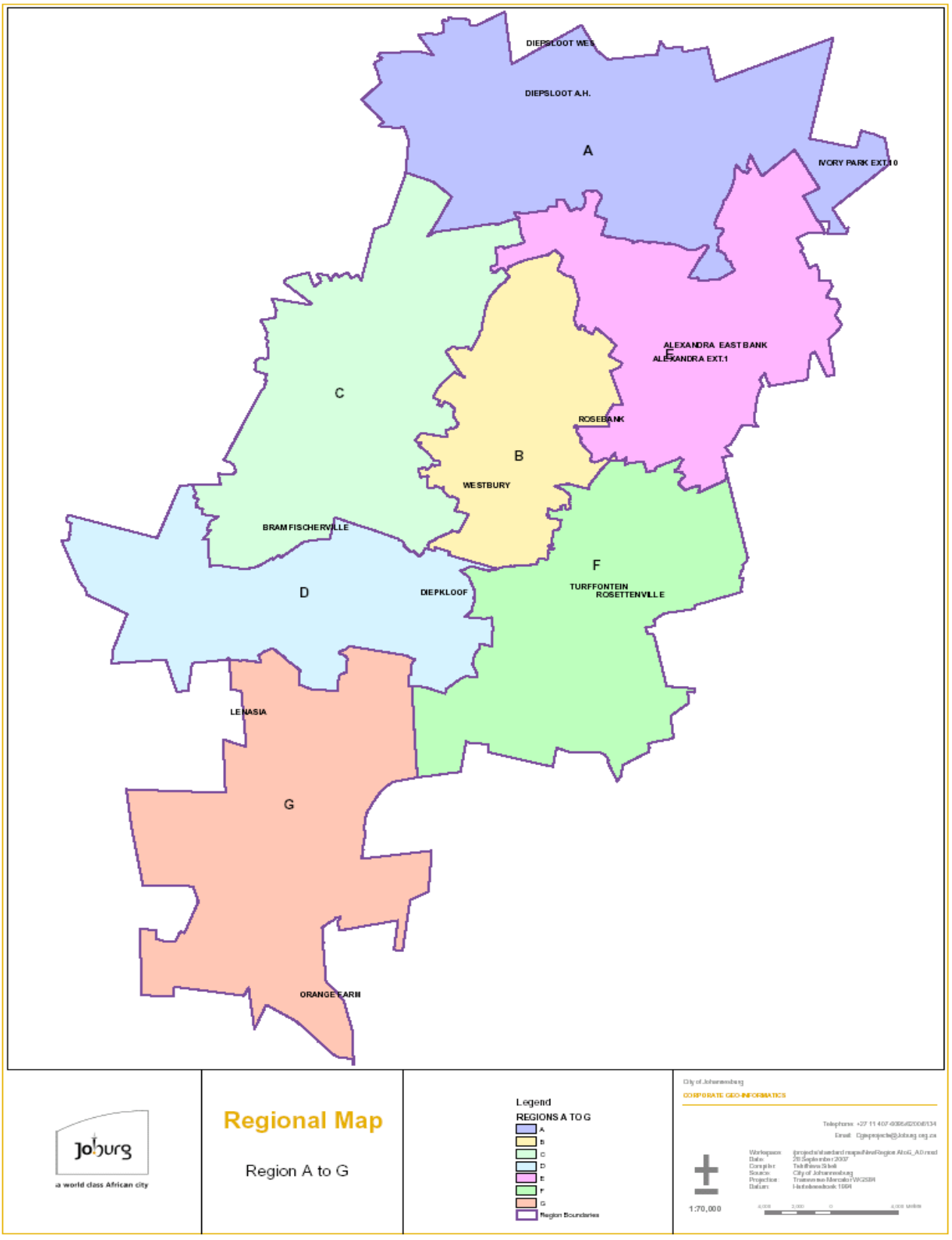
Food Collection & Distribution: One NGO was identified and an agreement reached through a Memorandum of Understanding (MOU) that the NGO will assist the City by collecting food from the food bank, and delivering to the distribution points in the seven regions of the City at no cost to the city. Each region identified one distribution point for food.

Food Distribution to Beneficiaries: A total of 103 NGOs have been identified throughout the city, and they collect food from the distribution centre and distribute to individual beneficiaries. The NGOs were identified on the basis that their service delivery focus area is poverty alleviation. The programme benefits a total number of approximately 11 000 beneficiaries. A total number of 175 boxes is the maximum quantity of a variety of vegetables that are handed out to a region, and regions alternate in receiving food. Food delivery to regions is supposed to occur every two weeks.

4.2.3 Programme implementation structure

The City's Department of Community Development is entrusted with the task of implementing the programme through its seven administrative regions. It co-ordinates and implements the programme in partnership with the JFPM (co-ordinating food supply and managing the food bank) and one of the NGOs, Robin Good Initiative (collecting food from the food bank and delivering to regions). The map below shows location of regions and areas where the programme is strongly implemented, providing a clear picture of where exactly within regions implementation takes place, usually linked to a high level of poverty.

Figure 1: City of Johannesburg Regional Map



The City of Johannesburg Geographical Information Systems (GIS)

The city map indicates where the Food Security Programme is being implemented. The following table indicates specific areas of implementation falling under each region of the City as well as a total number of beneficiary NGOs and individual beneficiaries (families) in each region. Figures regarding the programme beneficiaries in each region are also shown on the table below.

Table A: Beneficiary Table

Region	Areas	NGOs	Individual Households
A	Diepsloot, & Ivory Park	2	2300
B	Newlands, Westbury.	6	537
C	Braamfischerville, Matholesville Informal Settlement.	12	2167
D	Soweto	15	3000
E	Alexandra	10	1775
F	Inner city, Rosettenville and Turffontein	32	469
G	Orange Farm, Poortjie, and Lenasia	23	1104
Total		100	11 352

City of Johannesburg: Department of Community Development

As much as they sound broadly stated, the abovementioned underlying objectives of the Food Security Programme suggest that the programme should be development-driven to ensure sustainable livelihoods. However, the question remains; are there developmental efforts to ensure that the beneficiaries of this programme are able to exit the programme and become self-reliant as a result? Is the programme coupled or linked with other capacity-building measures for development of beneficiaries so that they do not remain dependent on the programme, but are able to leave the programme at a later stage? Is the programme providing nutritional food on a regular basis? Is it effectively targeting the total number of identified beneficiaries? The next section will present the findings of the study in terms of the interviews, documents study and literature review, and recommendations will be made.

4.3 The Food Security Programme of the City of Johannesburg from an integrated perspective

This section integrates perceptions and statements on the Food Security Programme of the City of Johannesburg, from the perspectives of the study participants as interviewed, documents and reviewed literature. The section will first highlight responses to the study questions as per the interview schedule, literature review and document study. Presentation of collected data will be structured in such a way that each thematic question is first stated as a subheading to this main section, followed by responses in the interview questionnaire, document study, and literature review. As indicated earlier on, interview responses will be presented in such a way that only the majority of similar features are captured, with extraordinary statements also highlighted.

4.3.1 Underlying assumptions of the City of Johannesburg's Food Security Programme

With regard to the question on the basis of the Food Security Programme, all the interviewees state that the Food Security Programme was initiated in response to the high prevalence of HIV and AIDS and persistent poverty within the city. In addition, some interviewees also highlight unemployment as the basis of the Programme.

On launching the Food Security Programme at the Johannesburg Food Bank, the Executive Mayor of the City of Johannesburg, Mr Amos Masondo, said
The City of Johannesburg Food Security Programme Evaluation Report (2007: 3) states that the Food Security Programme forms part of the responses by the city to address challenges of poverty and HIV and AIDS. The report states "*the HIV and AIDS pandemic is one of the major challenges threatening the City of Joburg s' progress towards economic growth as well as human development. As a result, people become very sick, unable to work and ultimately die and the whole situation results in poverty and orphaned children in families".* Similarly, the City's Community Development Sector Plan

(2006/11) identifies poverty and vulnerability as the basis for poverty alleviation programmes such as the Food Security Programme.

Short (2001) highlights the basis of food security by relating hunger to food insecurity, and further unpacking the negative impact of food insecurity by stating that "*Hunger leads to weak immune systems that make people more vulnerable to ill-health. And ill-health prevents breadwinners from working and leads to expenditure on medical treatment, thus increasing poverty".*

With regard to the key programme objectives, all the interview responses point to the programme's intention of ensuring regular food supply to the poor, to meet their basic needs, and to provide social relief as an *interim measure* while linking beneficiaries to relevant capacitating resources for self-reliance. It is also understood from the Executive Mayor's speech that the programme is aimed at providing for the immediate and basic needs of the HIV and AIDS affected and infected. The Council report on the Food Security Programme (2004:1) indicates that the Programme aims at complementing a comprehensive service delivery package of prevention, care and support for HIV and AIDS infected and affected individuals and households, contributing to improving the quality of life for vulnerable groups. The case study as presented above highlights the two main objectives of the programme:

- To ensure food supplements as part of the City's initiatives to fight poverty and HIV and AIDS.
- To make positive contributions to improve the quality of life of vulnerable groups, in particular orphans, through regular supply of fresh produce.

In line with the Integrated Food Security Strategy for South Africa (2002:6), food security initiatives should seek to fulfil the following objectives:

- To ensure that enough food is available to all, now and in the future.

- To empower citizens to make optimal choices for nutritious and safe food.
- To ensure that there are adequate safety nets and food emergency management systems to provide for people that are unable to meet their food needs from their own efforts.
- To possess adequate and relevant monitoring, evaluation and reporting mechanisms to measure the impact of food security programmes on the target population.

Management responses to the interview question on whether the programme was designed with relevant underlying objectives of poverty eradication goals was that even if the Food Security Programme was designed with relevant underlying objectives such as addressing poverty and the HIV and AIDS pandemic, it is far from fulfilling the developmental goals, due to the inconsistent food supply and lack of exit strategy in programme implementation.

According to the Food Security Programme Evaluation Report (2007:4) the programme is implemented as a short-term intervention for AIDS orphans and poor families, responding to the Human Development Strategy of the city, which attempts to address the issues of poverty and inequality among its citizens.

On the circumstances/criteria under which the food security service is offered to beneficiaries, both management and beneficiary interviewees indicate that the Programme targets households that are poor and vulnerable as well as HIV and AIDS-affected households and orphans. Responses further indicate that such beneficiaries are identified by NGOs within the city's regions.

In terms of the Council report on the Food Security Programme, the programme targets HIV and AIDS affected as well as vulnerable and poor households. Similarly, the Food Security Programme Evaluation Report

(2007:4) states that the programme mainly targets orphans, individuals and families that are indigent.

In addition to the municipal services subsidy, Indigent Social Burial and Social Funding policies, the Food Security Programme forms part of poverty alleviation programmes packaged for the indigent, and HIV and AIDS infected and affected households can benefit from the programme under the following circumstances:[11]

- An account holder who is a beneficiary of a National Social Security Grant and has a total household income of less than two government pensions plus R1 (for example, pensioners and people with disabilities).
- An account holder receiving a National Social Security Grant and who lives with a partner also in receipt of a National Social Security Grant where the total family income is not more than the total of two government pensions plus R1 (for example two or more pensioners living in the same house);
- An account holder with a total household income of less than two government pensions plus R1 (for example someone who is unemployed or is employed part-time or has a low income). HIV and AIDS breadwinners and/or their orphans who are account holders and receive a National Social Security Grant and have a total household income of less than two government pensions plus R1.

With regard to how such circumstances relate to the needs of intended beneficiaries, almost all the study participants indicate that poor households targeted by this programme were already targeted by NGOs/CBOs dealing with poverty alleviation, and such households are often malnourished and in dire need of basic services such as food, shelter and clothing for survival on a daily basis. The Food Security Programme Evaluation Report further

[11] PowerPoint Presentation on the City of Johannesburg Social Package Policy: January 2007.

emphasises the need for orphaned children to be assisted through food security, as they are often malnourished, under-educated and marginalised. Their development, well-being and safety are crucial.

4.3.2 Potential built-in developmental objectives of the Food Security Programme

On the question of what the interviewee s' assessment is of the Programme's current contribution towards socio-economic development efforts of the City of Johannesburg in targeting poverty and advancing human development, responses were as follows:

The programme is seen by almost all the respondents (management and beneficiaries) as failing to fulfill its primary intended social support objective i.e. regular provision of nutritious food to its targeted groups, and not even nearer to contributing to the economic development of the city. NGOs and individual beneficiaries, indicate that when the programme implementation was initiated, they thought they would no longer experience hunger in their families. This was not the case as they received food, after a long time. Furthermore, an indication from all interviewees in this category is that besides receiving food through this programme, there is nothing offered to them for empowerment.

With regard to the question where both categories of interviewees were requested to identify the opportunities within the programme for self-financing and income-generating, an indication from all the ten interviewees is that no such opportunities exist, as the programme was developed with no element of development and sustainability from the onset. Other respondents, however, suggest that the programme is a good initiative and, if reviewed it can create opportunities for income-generating and self-financing. Four out of six management interviewees further highlighted introduction of beneficiaries to food gardens and also registering the food bank as an NPO as elements that need to be integrated into the programme for it to become developmental and sustainable.

In assessing the Food Security Programme in fulfilling developmental and sustainability objectives such as Promoting Opportunities, Enhancing Security and Facilitating Empowerment, almost all the interviewees view the programme as passively involved with handing out food rather than encouraging beneficiaries to participate in developmental opportunities. It is viewed as not promoting any opportunities.

Watkinson and Makgetla (2002:13) provide clarification on opportunities to be promoted through food security programmes by emphasising that the most significant step towards food security remains the provision of productive employment opportunities through land reform, jobs programmes and re-organisation of the economy as long-term interventions that can sustain livelihoods.

All management and beneficiaries interviewees view the programme as not facilitating empowerment of beneficiaries, and in some instances, management interviewees relate this programme limitation to the complex nature of the targeted groups constituting mostly children, the elderly, HIV and AIDS infected and affected and People with Disability (PWDs). However, for the programme to be able to fulfill this developmental objective, a few responses by management interviewees suggest that the programme should be linked to other programmes such as skills training, income-generating, and homestead food gardens to promote self-reliance and sustainable livelihoods. Proper administrative management of the programme is also suggested in this regard.

It is furthermore noted from the majority of the responses i.e. both management interviewees and beneficiaries, that the programme is currently not enhancing security of beneficiaries because of *ad hoc* implementation. An indication from both management and beneficiaries is that food delivery occurs on an irregular basis and it is not the type of programme that can be relied.

On the question of the ability of the Programme to develop skills of children and youth beneficiaries so that they develop capacities to be self-sufficient in future, an indication from all the interviewees is that the Programme is not able to develop such skills. Suggestions are made that the programme should begin to teach beneficiaries how to obtain food by introducing the concept of homestead food gardens; development of an integrated developmental exit strategy for children, youth and women beneficiaries; as well as provision of good quality and nutritious food for good health and physical development of children and young people.

On the question relating to the opportunities for multi skilling the existing human resources to ensure that the programme does more with less human resources, internal and external opportunities were identified by eight out of ten interviewees, inclusive of both management and beneficiaries interviewees categories, as follows:

- Internal expansion and consolidation of the programme into the City s' Social Package Policy that will be funded through the City s' budget so that the programme does not only rely on donations, but food is also bought to encourage effective partnership with farmers who may even begin to provide ready packaged food.
- Imparting agricultural skills to human development personnel so that they are able to assist beneficiaries to implement homestead food gardens.
- Co-operatives to be drawn in for food transportation through procurement processes instead of the city utilising own employees as drivers for food transportation.
- Engaging the programme beneficiaries in skills development programmes such as the EPWP for job placement, and such beneficiaries can be employed at the food bank for food unloading, food sorting and packaging.
- Capacity-building and mentoring of partner NGOs/CBOs for them to carry out their role of identifying appropriate beneficiaries as well as

assisting with programme monitoring and evaluation; they could also report on the impact of the programme on the lives of beneficiaries. Emerging NGOs instead of well-established organizations could be utilised so that they access development opportunities and exit once capacitated so that others also access the opportunity.

4.3.3 Developing an exit strategy for the Food Security Programme

In assessing how the Food Security Programme matches up in terms of short, medium and long-term goals, an indication from the Food Security Programme Evaluation Report (2007:6) is that the goal of the programme is to address the immediate and basic needs of HIV and AIDS orphans and indigent families as a short-term and intermediary measure, and as a long-term goal, the programme must empower beneficiaries so that they become self-reliant and exit the programme.

The programme is, however, in terms of most, if not all the interviewees, not close to achieving these goals, as it has in the first place failed to fulfil its short-term and immediate goal of regular food provision to the poor, making it difficult for the programme impact to be measured. An implication here is that there is no built-in exit plan for beneficiaries in the Programme as they wait for months simply hoping to receive the next pack of food from the Programme.

With regard to the Programme's ability to empower beneficiaries to exit social security, nine out of ten interviewees (including management and beneficiaries categories) indicate that if the programme is accompanied by a detailed exit plan for beneficiaries, it will be able to empower beneficiaries and help them to exit. Responses suggest incorporation of developmental elements such as: skills development programmes for beneficiaries, strong resource systems, as well as full training on homestead gardening, and an implementation programme of food gardens for beneficiaries into the exit plan.

Commenting on current affairs radio programme,[12] the director of the Centre for Social Development in Africa, Professor L Patel, emphasised the need for developmental poverty alleviation interventions over material assistance. She highlighted that government has come a long way with grants as a poverty alleviation measure, but there is a need for development programmes to help empower people for self-reliance and independence.

With regard to the exit strategies that are built into the programme for beneficiaries to become self-reliant, the majority of interviewees indicate that currently there are no strategies in the programme due to the programme's hand-out approach. The Programme is viewed as welfare-driven instead of taking a developmental direction. Other management interviewees however go further by suggesting several developmental interventions that will ensure exit of beneficiaries and these are: linking indigent families who are on the Food Security database with other relevant City of Johannesburg Social Package services as and when it is required; to conduct skills and training needs assessment with 15% of out-of-school and unemployed young people from child-headed households and 10% adults from indigent families in the database through the Screening Hub; and to link 15% of out-of-school and unemployed young people from child-headed households and 10% adult members of the indigent families on the database with EPWP in line with the Human Development Strategy; as well as linking beneficiaries with skills development and training programmes through the City's Department of Economic Development.

In identifying other developmental alternatives provided by government to assist poor households, almost all management interviewees indicate that besides the food security programme, the needs of poor households are catered for through other poverty alleviation programmes of government such as social security grants, SMMEs and skills development by the Department of Labour, and the Public Works EPWP. The manner in which the specific beneficiaries are linked to such programmes is not clear from the responses.

[12] Thobela FM (SABC Radio Station): Morning Current Affairs programme on 04 September 2007

On the question of how the municipality can ensure that those who graduate from the food security programme become self-reliant and independent of such assistance, suggestions were made through the majority of responses by both management and beneficiaries in this regard providing food for six months to beneficiaries, assisting them to graduate through developmental programmes and putting them on a monitoring and after-care programme for a period of two years; entering into a binding agreement with beneficiaries requiring them to commit to the after-care programmes; and consolidating and regularly updating the database to ensure that there are no perpetual beneficiaries from the programme.

4.3.3 Alignment of the Food Security Programme with other major developmental programmes

On the question of how the Food Security Programme is integrated within the Integrated Development Plan (IDP), the majority of the responses from management interviewees alluded to the fact that the Community Development Sector Plan forms part of the City's IDP, and the Food Security Programme is highlighted as one of Community Development's fundamental programmes through which challenges of poverty, vulnerability and social exclusion can be addressed. It is further stated in the City of Johannesburg IDP (2006/11:131) that expanding and consolidating the Food Security Programme for vulnerable households and individuals is one of the key focus areas and the City's developmental intentions.

With regard to how the City s' food security system is aligned to the national integrated food security strategy, the majority of management respondents indicate that there is no alignment as the city's programme does not talk to developmental and sustainability issues as addressed in the IFSSSA. The strategy is reported to be aiming at reducing beneficiary dependency on social grants through improving household food production, increasing income and job opportunities, improving nutrition and food safety, and enhancing safety nets and food emergency management systems, and according to

management interviewees, none of these are visible in the Food Security Programme.

With regard to other similar anti-poverty initiatives existing on the ground, targeting the same beneficiaries for synchronisation and harmonisation with the Food Security Programme to maximise impact, almost all the respondents, management and beneficiaries' interviewees, highlighted the following: Homestead Gardening Programme by the Department of Agriculture; Skills Development Programme of the City of Johannesburg, which is reported to have for an unknown reason overlooked the food security programme beneficiaries; Distribution of food parcels by NGOs/CBOs; and NGOs soup-kitchens initiatives. Other responses further indicate that due to the irregular delivery and insufficient food provided through the food security programme, beneficiaries are "double-dipping" especially from the CoJ FSP and other existing NGO food provision initiatives.

Suggestions for alignment and harmonisation of such poverty alleviation initiatives were brought forward through responses, the reason being to avoid duplication of service delivery and maximising service impact**.** To maximise impact, responses proposed that the city should enter into Memoranda of Understanding with other initiatives and also co-ordinate a service delivery forum to ensure close collaboration to complement one another regarding food distributions.

In his speech at the launch of the Food Bank, the Executive Mayor mentioned that the Johannesburg Food Programme adds on to an already existing initiative, the Jozi Ihlomile aimed at promoting understanding of HIV and AIDS and also offering increased care and support for poor people infected or/and affected by the HIV and AIDS epidemic. The programme is also seen as rendering preventative, therapeutic and supportive programmes that will contribute to changing people's sexual behaviour and lifestyles.

In further assessing the alignment of the Food Security Programme with other internal and external initiatives, it is clear from the majority of responses that

there is no existing relationship between the programme and the City s' Local Economic Development (LED) programme. Beneficiaries indicated that even if they benefit from the Food Security Programme of the City in terms of food, they were never afforded an opportunity through this programme to participate in local economic development initiatives.

Regarding how the Food Security Programme ties up with the City's Social Package and Growth and Development Strategy for poverty management and sustainable livelihoods, the majority of management interviewees indicate that the Food Security Programme achieves this; and one out of the four beneficiaries interviewed could respond to this question and had an understanding of what the Social Package and the Growth and Development Strategy comprises. The Food Security Programme is, according to the city's presentation on Social Packages (2007), part of the safety net programmes aimed at safeguarding and supporting the indigent, and HIV and AIDS infected and affected households in the city. An indication from the Growth and Development Strategy for Johannesburg (2006:78-79), is that poverty will be halved by 2014, and even if a system of social safety nets (of which the Food Security Programme remains part of) will still exist for the foreseeable future, its relative extent and costs will diminish over time as a result of the growth of a more balanced economy that equitably shares its value gains and opportunities. The Strategy further indicates that social support will be better targeted with innovative mechanisms of subsidy and support where necessary. Furthermore, it becomes clear from the Growth and Development Strategy for Johannesburg (2006:4) that the strategy is built on and consolidating other significant Johannesburg strategies such as the Human Development Strategy which gave birth to the Social Package policy of the city as an improved safety net programme to tackle household poverty, of which the Food Security Programme is part.

With regard to how the operational objectives of the programme are met in the city's Service Delivery Budget Implementation Plan (SDBIP), it became very clear from all the responses by management interviewees that the programme is not catered for in this Budget plan, and that the programme solely depends

on donations by farmers. The City's Service Delivery Budget Implementation Plan (2006/07) forms part of the documents studied regarding the Food Security Programme and it is clear from the document that the programme has not been catered for in the City's Service Delivery and Budget Implementation Plan (SDBP).

With regard to the alignment of the programme with the Social Services Policy Framework and Human Development Strategy, a common indication from the responses by all six management interviewees is that the programme is well-articulated in the Social Services Policy Framework as a means of supporting the vulnerable and poor households but not in the Human Development Strategy. The programme is, however, highlighted in the City of Johannesburg IDP (2006/11:131) as one of the poverty alleviation programmes implemented within the Department of Community Development to advance human development.

4.3.5 Food Security Programme: Sustainability issues

In identifying the implementation challenges of the Food Security Programme, all the ten interviewees and the Food Security Programme Evaluation Report (2007), identified various programme implementation challenges that relate to programme service or product, programme implementation institutions, and programme monitoring and evaluation, as well as communication, as follows:

- Lack of comprehensive concept document e.g. policy or strategy, clearly articulating goals and objectives with detailed implementation plan to guide the programme operations as well as programme monitoring and evaluation mechanism. There is also no exit strategy attached to the programme.
- Undefined frequencies of food delivery due to transportation limitations, limited quantities of food, poor quality of food, limited variety and sophisticated vegetables, and no proper packaging for distribution purposes.

- Poor programme administration and management as well as lack of clear communication strategy among the role-players.
- Financial limitations as the programme was relegated to a non-financial project and therefore not funded or budgeted for, relying on donations from farmers and market agents.
- Lack of resources for food collection and food bank operations. An indication is that, despite the fact that farmers are willing and committed to contributing food, there are no resources in terms of transport, human and running costs to collect fresh produce from various provinces, and the food bank is operating far below capacity.
- The distributing agency is unable to separate beneficiaries as it has own list of beneficiaries.
- Poor health standards within the operational premises of the distributing agency where food is sometimes kept.
- The City of Johannesburg Health Department s' inability to put in place quality control mechanisms especially given that the programme deals with perishable products.
- Lack of programme monitoring and evaluation mechanisms.

On the question of how the performance potential of the programme could be optimised with limited resources, review of the programme in terms of the following specific areas is proposed by almost all the respondents:

- Financially enhancing the programme through budget provision by the City, fundraising for the food bank as NPO, and exploring private sector corporate social responsibility programmes.
- Well-co-ordinated implementation institutions with roles clearly clarified through Service Level Agreements in terms of internal role-players and Memorandum of Understanding in case of external role-players such as NGOs.
- Development of an implementation plan outlining key programme deliverables, risks analysis mechanisms as well as developmental exit programmes for beneficiaries.

In terms of improving on the strategic partnerships in the implementation of the programme, opportunities were identified especially with regard to the food bank as a registered non-profit entity, which can source funding and relevant capacity-building through corporate social responsibility programmes of large retail companies. Such opportunities are promoted through the Joburg Human Development Strategy (2005:108), which highlights the partnership that the City of Johannesburg has already forged with various NGOs and CBOs through its Social Funding Policy, under which Non-Profit Organisations (NPOs) running social support programmes can apply. The Strategy further calls for partnerships with the private sector-based corporate social responsibility imperatives, as well developmental work undertaken by provincial and national government.

On the question of what unsustainable patterns of the Food Security Programme can be improved to take the programme to a level where livelihoods will be sustained, an indication from all the interviewees is that the Programme is characterised by various unsustainable patterns relating to lack of beneficiary capacity-building through skills development and linkages to relevant resources; long-term food supply with no exit plan for beneficiaries; non-financial status of the programme depending only on donations; and lack of programme monitoring and evaluation mechanisms.

Responses, however, propose the following in addressing the identified unsustainable patterns of the programme: capacity-building of beneficiaries (households and NGOs); financial support for the programme so that food is also purchased to ensure consistent and regular delivery of good quality food; proper programme targeting; introduction of exit programmes such as homestead gardens; and introduction of a food supply term for specific groups of beneficiaries as an interim measure while involving beneficiaries in developmental programmes preparing them for exit, and admitting new beneficiaries. In addition to the above, recommendations include fulfilling the programme's human resources requirements through targeting young people and developing them through learnerships, internships and EPWP and multi-skilling of human resources to ensure that the programme can do more with

less human resources; and optimal utilisation of human resources to avoid idling was identified as crucial to ensure programme sustainability. The Food Security Programme Evaluation Report (2007:36) highlights the following significant areas requiring improvement to ensure programme sustainability:

- Financial Factors: investigation on an ongoing basis, funding opportunities for the programme, opportunities within the programme for self-financing and income-generating, and investigating on a regular basis the cost-cutting initiatives for the programme.
- Human Resources Requirements: Can be fulfilled by targeting young people and developing them through learnerships, internships and EPWP; multi-skilling of human resources to ensure that the programme can do more with fewer human resources, and optimal utilisation of human resources to avoid idling.
- Strategic Partnerships: Identify similar initiatives to leverage on delivery services of beneficiaries and other resource-sharing opportunities.

On the question of what funding models are available that are suitable for the programme, the following funding sourcing strategies were highlighted through a larger number of responses by the six management interviewees: Food Bank to fundraise as an NPO; Corporate Social Responsibility Partnerships; Internal Budget provision by the City; and Grants from national and provincial departments e.g. Social Development and Agriculture.

On the question relating to the City of Johannesburg's ability to support the Food Security Programme and ensure sustainability of the programme institutionally, financially and operationally, responses were as follows:
Institutionally: According to the Food Security Programme Council Approved Report (2004:1-3), the implementation structure of the programme involves various internal and external role players: the City's Departments of Community Development and Health, Johannesburg Fresh Produce Market, Robin Good Initiative, an NGO distributing food throughout the city. An indication from the responses is that, given the fact that Council approved the

implementation structure of the programme, and located the programme within one of the big departments of the City for co-ordination and implementation, it means that Council has already declared its support for the programme. Council support is further required for more human resources especially to operate at the food bank.

Financially: Although the programme is demanding in terms of resources, all the management interviewees report that currently there is no budget provision or financial support for the programme. The Executive Mayor in his Budget Speech (2006:6, 12) mentions the Social Package programme for supporting indigent households, that R550 million in subsidised services to poor and vulnerable households is offered by the city, and that the city will continue to commit more funds to supporting communities in need.

Operationally: With regard to the programme operational objectives, it is reported that the City through its regional structures and entities such as the JFPM, and strategic partnerships with NGOs for food delivery and distribution can ensure smooth operations of the programmes.

On the question of whether the programme will still exist in the next 5 years, one out of ten interviewees is doubtful that the programme will exist in the next 5 years, but most responses are confident that it will exist on condition that the programme is reviewed and all the identified challenges addressed.

With regard to how best the Food Security Programme can be expanded to support poor and vulnerable households to meet their own nutritional needs through food gardens, the majority of interviewees proposed the following measures: developing a well-researched strategy and implementation plan; developing meaningful partnerships that will support the Programme financially and through capacity-building; assisting households to establish homestead food gardens but also being realistic about the viability of food gardens especially in urban areas and introduce incentive competitions regarding homestead gardens; proper monitoring and evaluating mechanisms for the Programme, and committed budget provision to augment the donations; and motivating and linking beneficiaries to other programmes such

as ABET when necessary to enhance their literacy level for skills development purposes.

Continuing with his speech during the launch of the FSP at the Food Bank the Executive Mayor said *"Programme Director, we have recently raised over half a million rand through a mayoral charity golf day. This initiative seeks to benefit our Buckets of Love and Care Project that aims to contribute to community needs during the Christmas period by contributing buckets filled with non-perishable food items through a partnership with churches and NGOs identified by different administrative regions of council. This project responds to the implications of unemployment, elderly people looking after grandchildren and orphans without adult support".*

4.4 Conclusion

This section considered the main responses captured through an interview schedule with the study participants, document study and review of literature. More or less similar trends and common features in interview responses were captured as the main findings of the study, and relevant City documents were also consulted with regard to the manner in which they address the main research issues in this case.

The next chapter will focus on analysis of the findings that emerged from the interviews, document study and literature. Analysis of the collected data will follow a sequence of the thematic topics of the study, interpreting and discussing the implications, identifying main issues or gaps and making concluding statements, leading to the last chapter of recommendations.

Analysis of findings will be integrative in nature, and will look at findings from three sources of data: interviews, secondary data from official documents, and literature review. The section will end by summarising the study findings in terms of positive and negative aspects regarding the main research issue, which is sustainable and developmental status of the Food Security Programme of the City of Johannesburg.

CHAPTER 5
DATA ANALYSIS

5.1. Introduction

The findings of the study were presented in the previous chapter. This chapter seeks to understand better the meaning of the findings, and to make sense in relation to the topic under investigation of the collected data. In short, this chapter will mainly interpret and analyse the study findings, in order to make a concluding statement in relation to the main research issue, which centres on sustainability and developmental potential of poverty alleviation programmes in local government, with the Food Security Programme of the City of Johannesburg being a case for review in this study.

Following the sequence of the research questions, data analysis will interpret the study findings in order to uncover the study implications, and make concluding statements. In short, analysis of the collected data is mainly interpreting and discussing the findings for a better understanding of the collected data in relation to the research subject.

5.2 Making sense of the Food Security Programme

In order to derive meaning out of the study findings as presented in the previous chapter, analysis of findings will integrate perspectives from interviews, literature and documentation. As indicated earlier on, the thematic topics in this chapter will relate to those in the previous chapter, as it is these same findings that are being analysed.

The research questions were presented through identification of common features and emerging trends in terms of responses. Each research question will be analysed in terms of responses of each interview question, and summary statements will be made at the end of the chapter as part of the conclusion.

5.2.1 The underlying assumptions of the City of Johannesburg's Food Security Programme

This thematic topic was mainly looking at what the underlying assumptions of the Food Security Programme are, in terms of the factors that led to the initiative; the aims and objectives of the programme; and the criteria against which the programme is offered to the beneficiaries. In short, the question was mainly aimed at assessing whether the Food Security Programme was well-planned, conceptualised and intended in terms of developmental goals and objectives.

5.2.1.1 Food Security Context

Almost all the respondents identified HIV and AIDS, poverty, and unemployment as the basis of the Food Security Programme; this perspective was further shared by the Executive Mayor in his speech during the launch of the Food Security Programme. It is clear from the speech that HIV and AIDS prompted the start of the Food Security initiative in the City of Johannesburg. The Executive Mayor emphasised the need for HIV and AIDS infected and affected families and individuals to be supported through this programme. The Community Development Sector Plan (2006/11) further highlights vulnerability and poverty as challenges that will be dealt with through the Programme. It is also clear from Short's (2001) statement about hunger and food insecurity that social issues such as HIV and AIDS, vulnerability and poverty are the main factors that inspire poverty alleviation initiatives such as food security programmes.

This overall finding builds on an underlying assumption that social challenges such as poverty, vulnerability, and HIV and AIDS can be dealt with by ensuring that citizens are food-secured. An implication here is that the Food Security Programme of the City of Johannesburg was initiated in response to social problems such as poverty, HIV and AIDS, and vulnerability. It is through this programme that the City of Johannesburg hopes to advance human development by addressing these challenges. The question remains of

whether programme is currently advancing human development? This issue will hopefully be addressed here.

5.2.2.1 The aim of the Food Security Programme

It was commonly stated by the majority of respondents that the Food Security Programme seeks to respond to the immediate, basic needs of poor and HIV and AIDS affected people through provision of nutritional food. Very few respondents alluded to the fact that as much as the programme aims to provide for basic needs of the indigent on an interim basis, it seeks to ensure that beneficiaries are as a long-term measure linked to developmental programmes for capacity-building and self-reliance. The latter responses are, however, silent regarding the manner in which self-reliance of beneficiaries is ensured through the programme implementation. Empowerment of beneficiaries for self-reliance might have been the initial intention of the programme, when it was conceptualized but was not put into effect during implementation of the programme.

In addition to the above objectives of the Programme, the Community Development Sector Plan (2006/11) highlights the programme as one of the poverty alleviation initiatives through which vulnerability and poverty will be addressed, and human development advanced, meaning that the programme should in the long run contribute to the development of beneficiaries and ensure sustainable livelihoods.

However, it appears from the findings in this regard that, from the broader perspective of the City, this programme is expressed as development-orientated. Due to the lack of conceptual framework, the programme tends to lose touch with the long-term goals, and only focus on short-term measures. The programme is mainly providing food to meet the basic needs of beneficiaries, yet is silent on development intentions.

In acknowledging poverty as a serious social challenge during the United Nations Millennium Summit in September 2002, the world leaders agreed on

“eradicating extreme poverty and hunger, and combating HIV and AIDS, malaria and other diseases” as the Millennium Goals through which development agendas can be promoted. These long-term goals have an implication for all the cities in developing countries, to adjust their poverty alleviation measures and objectives in order to fulfil the Millennium Development Goals. Thus, poverty alleviation initiatives in local government should be aligned with this long-term development goal.

In further interpreting the development agenda at national level, the Integrated Food Security Strategy for South Africa (2002:19) maintains that food security measures in South Africa should seek to eradicate widespread inequalities and grinding poverty among the majority of households. It is crucial that poverty alleviation initiatives at local level are aligned, so that their objectives are aimed at fulfilling the broader goals towards poverty eradication, improved service delivery and ensuring sustainable livelihoods.

5.2.2.1 Objectives for attaining food security

It emerges from all management participants’ responses and the Food Security Programme Evaluation Report (2007:4) that the Food Security Programme is implemented as a short-term intervention for AIDS orphans and poor families. . This means that the programme was developed with the sole aim of food provision, which might be one of the underlying objectives of poverty eradication goals in terms of alleviating hunger, but not to the fullest satisfaction, as it is silent about other poverty eradication goals that relate to development and sustainability.

The programme objectives do not match up with one of the Millennium Development Goals (2005), that of eradicating extreme poverty. The programme is at a level of alleviating poverty with no long-term intentions of eradicating poverty.

In view of the above factors mentioned as the basis of the Food Security Programme, it is expected of the programme to be able to unlock the potential

of communities so that they become self-sustainable. For this to succeed, the programme should have built-in elements of development and sustainability.

As an underlying poverty eradication objective, the World Food Programme suggests that innovative food aid projects should allow the beneficiaries to stop worrying about their next meal and start working on building sustainable future.

The implication here is that; if the City hopes to achieve human development through this programme, then the programme should, besides addressing basic needs of poor households, aim at sustaining livelihoods.

The Integrated Food Security Strategy for South Africa (2002:6) highlights the following as the objectives of food security initiatives, which should also apply to the City of Johannesburg Food Security Programme:

- To ensure that enough food is available to all, now and in the future: meaning that the City of Johannesburg should start working on improving the programme deliverables, which are irregular and inconsistent.
- To match incomes of people to prices in order to ensure access to sufficient food for every citizen.
- To empower citizens to make optimal choices for nutritious and safe food, meaning that the programme activities should also empower beneficiaries through educating them regarding nutritious and safe food.
- To ensure that there are adequate safety nets and food emergency management systems to provide for people who are unable to meet their food needs from their own efforts.
- To possess adequate and relevant monitoring, evaluation and reporting mechanisms to measure the impact of food security programmes on the target population.

5.2.2.1 Criteria for allocation

Criteria for benefiting from the Food Security Programme are differently stated in terms of interview participants and documentation as sources of data here. The majority of responses indicate that the programme is offered to those poor and vulnerable households and HIV and AIDS affected people as identified by selected NGOs/CBOs within the city, while the City's Social Package Draft Policy Presentation (2007) goes further and highlights social grants and income as circumstances under which the service is provided to beneficiaries. The presentation also emphasises that beneficiaries should be municipal account holders, which will not be practical for the non-account holders who are indigent, and vulnerable and living in the informal settlements, for example. As it is currently structured, the programme is reported to be benefiting poor, vulnerable and HIV and AIDS affected households, irrespective of household income or/and municipal account status.

The Council Approved Report on the Food Security Programme does not indicate that beneficiaries should be the recipients of social grants or/and account holders in order to qualify for the service. Such differences begin to raise questions in the sense that the criteria of the programme should be well conceptualised, standardised and well communicated to all the relevant stakeholders.

However, if the Food Security Programme forms part of the City's Social Package Policy, proper alignment is crucial, but it will also mean that the food programme should be well targeted to ensure that poor and deserving households are not disadvantaged because they are not account holders, since they do not have any means of income.

The argument here is that there are households that do not have income at all, but they still need food for survival. Furthermore, mostly the poor live in informal settlements and they are not account holders, yet they need to be targeted for development. Perhaps such circumstances will necessitate

separate conditions for the Food Security Programme in terms of the City's Social Package Policy.

5.2.1.2 The needs of the Food Security Programme beneficiaries

Almost all the participants indicate that poor households targeted by this programme are those that were already targeted by NGOs/CBOs dealing with poverty alleviation, and such households are often malnourished, in dire need of basic services such as food, shelter and clothing for survival on a daily basis. The implication here is that the programme is biased towards the households that are poor, with no means to provide for their own families, but at the same time these households and individuals should acquire basic services such as food, shelter etc. to satisfy their basic needs.

As indicated above, the service delivery criteria are not very clear in the various official documents of the City. The initial Council approved report on the programme defines the indigents in terms of vulnerability, poverty and HIV and AIDS, while the City's draft Social Package Policy extends the criteria to income and household municipal account status. Criteria should be well crafted so that they do not exclude the rightful and deserving households from benefiting from the programme. The relationship between the targeting criteria and the socio-economic needs of the beneficiaries should be taken into account in putting together the criteria.

5.2.2 Potential built-in developmental objectives

In further assessing whether the programme has the potential to fully contribute to the development of beneficiaries, and ensure sustainable livelihoods, the following developmental aspects of the programme had to be investigated: the programme's ability to contribute towards socio-economic development; self-financing and income-generating opportunities in the programme; ability to develop capacities for self-sufficiency, and ability to ensure multi-skilling of human resources.

If the programme is well-planned and conceptualised from the onset, fulfillment of all these developmental objectives can be showcased and also result in sustainable livelihoods. The implication here is that, inasmuch as the programme provides for immediate needs of beneficiaries through handouts, it should also be able to ensure that the future of beneficiaries is sustained, through developmental measures.

5.2.2.1 Assessing the socio-economic status of the Food Security Programme

The programme is generally seen as failing to fulfill its primary intended social support objective i.e. regular provision of nutritious food to its targeted groups, and not even nearer to contributing to the economic development of the city. This basically means that although the Food Security Programme of the City of Johannesburg was mainly aimed at provision of food to poor and vulnerable households, it did not succeed in this aim, making it difficult for the programme to even go beyond this primary intention, and begin to address the developmental needs of beneficiaries.

It is worth noting from the Gauteng Newsletter (2006, July: 1) that the provincial government had sought to maintain an appropriate balance between addressing the social needs of the people and attempting to alleviate the suffering caused by poverty and deprivation and investing in the future by putting in place measures to stimulate economic growth, job creation and meaningful economic opportunities for all. It is crucial for poverty alleviation initiatives to equally contribute to both the social and economic well-being of beneficiaries, so that they ensure sustainable livelihoods. In acknowledging the importance of the socio-economic approach in dealing with poverty, Midgley (1995) suggests that poverty as a challenge can be dealt with through a combination of economic and social measures. However, the Gauteng Premier, Mbhazima Shilowa seems to view this from a different perspective as he states, “We have avoided a welfarist approach which provides for social needs but neglects to build the productive capacity of the economy and is therefore unsustainable in the longer term” (Gauteng Newsletter, 2006, July:

1). This statement is arguable because it suggests that only economic growth matters insofar as human development and poverty issues are concerned. It undermines the importance of addressing social issues relating to poverty.

Both economic and social measures should be seen as equally important in attacking poverty, and they should be implemented together. Social measures should be developmental so that they do not encourage dependency. In the same manner, economic opportunities should be developmental in nature and be made accessible to the very poor at grassroots level. Such opportunities should enable the poor to graduate from poverty and instil self-reliance and socio-economic independence in communities. Socio-economic opportunities should be coupled with capacity-building measures so that when opportunities are no longer there, people can still sustain themselves in the longer term.

5.2.2.2 Identifying self-financing and income-generating opportunities within the programme

An indication is that, from the programme's perspective, no opportunities exist within the programme for self-financing and income-generating, as the programme was developed without an element of development and sustainability from the onset. Other respondents suggest that the programme as it is conceptualised, if reviewed, can create opportunities for income-generating and self-financing. Introducing beneficiaries to food gardens and also registering the food bank as an NPO are viewed as elements that need to be integrated into the programme to enhance such potential.

An overall finding here suggests that, in order for the programme to become financially sustainable, it should be officially budgeted for by the City, register as an NPO so that it begins to fundraise. The programme is also expected to expand to such an extent that it not only provides food to beneficiaries, but also teaches beneficiaries how to get food, by empowering households with homestead food gardening skills, so that households begin to their produce own food and also sell for income.

5.2.2.3 Developmental and sustainability objectives

Due to the passive response of the programme to poverty and other social issues such as HIV and AIDS, the Food Security Programme is generally seen as not promoting opportunities, enhancing security or facilitating empowerment. The implication is that this programme is not developmental in nature, and it will not be able to sustain livelihoods. In brief, the Programme is seen as not fulfilling any developmental and sustainable poverty eradication objectives or providing opportunities, empowerment or security.

As the World Development Report (2000:vi) indicates, it is crucial for development institutions, including state institutions, to be capable of carrying out an empowerment and developmental role in dealing with poverty issues, and this is clarified as "making state institutions more accountable and responsive to poor people, strengthening the participation of poor people in political processes and local decision-making, and removing the social barriers that result from distinctions of gender, ethnicity, race, religion and social status". The implication here is that state institutions also need to be empowered to facilitate empowerment activities within communities.

5.2.2.4 Skills development of beneficiaries: Children and youth

In the view of almost all the responses, the Food Security Programme is not able to develop the skills of beneficiaries, especially children and youth, for them to lead independent lives. Suggestions are made that the programme should teach beneficiaries how to obtain food by introducing the concept of homestead food gardens, development of an integrated developmental exit strategy for children, youth and women beneficiaries, and provision of good quality and nutritious food for good health and physical development of children and young people.

The Gauteng Provincial Government in its presentation on Programmes Addressing Poverty Alleviation (1995:49) acknowledges that people are skilled and they are capable of creating sustainable income generating

programmes/co-operatives, meaning that if people are empowered through knowledge transfer and are more capacitated in terms of resources and facilities, the fight against poverty will not be a big and costly job.

Racelis (1986:178) is specific regarding knowledge and skills necessary for community participation in poverty interventions as she notes that community members need assistance with skills and organisational training on credit, income-generating schemes, appropriate technology education and access to basic services. Community members will then be empowered and capable of providing for themselves. .

The Umsombovu Youth Fund (2005:14) recommends comprehensive knowledge development in empowering young people from poor families to prepare them for employment opportunities.

5.2.2.5 Identifying opportunities for human resources multi-skilling

In terms of the responses in the previous chapter, opportunities exist within the programme for multi-skilling the existing human resources. The concern is that such opportunities are not being utilised. Such identified opportunities include, among others, expansion of the programme in terms of financial support so that food is bought from farmers, calling for good quality ready packaged food; procuring food transportation and also imparting agricultural skills to staff members so that they are able to assist beneficiaries in implementing homestead food gardens. Capacitating NGOs through funding and training is also identified as an opportunity for maximising service delivery.

5.2.3 Exit strategy

It is evident from the findings of this study that the Food Security Programme lacks an Exit Strategy through which the programme beneficiaries can be empowered and graduate from the programme. This section is aimed at determining how best an Exit Strategy may be developed. This section will

look at various focus areas that collectively provide guidance on developing an exit strategy.. An exit strategy is crucial for the programme to become developmental in approach and ensure that the livelihoods of beneficiaries are sustained.

The section will address the manner in which the Food Security Programme responds to short, medium and long-term goals; the programme's' ability to empower beneficiaries to exit social security; exit strategies that are built into the programme for beneficiaries to become self-reliant; other developmental alternatives catered for by government to assist poor households of the City, besides the food security programme; and the manner in which the municipality can ensure that those who graduate from the programme become self-reliant and independent of such assistance.

5.2.3.1 Identifying short-, medium- and long-term goals of the Food Security Programme

The Food Security Programme Evaluation Report (2007: 6) indicates that the goal of the programme is to address the immediate and basic needs of HIV and AIDS orphans and indigent families as a short-term and intermediary measure, and as a long-term goal, to empower beneficiaries, so that they become self-reliant and exit the programme. The programme has not met these goals, as it has in the first place failed to fulfil its short- term immediate goal of regular food provision to the poor, making it difficult for the programme impact to be measured against other goals.

In terms of the World Food Programme, food aid is a significant poverty alleviation programme in dealing with hunger and malnutrition as a short and medium term objective, and as a long-term measure, it suggests that innovative food aid projects allow beneficiaries to stop worrying about their next meal and start working on building a sustainable future, and that food programmes can break the cycle of poverty.

In terms of the Millennium Development Goals (MDGs) that were agreed upon during the United Nations Millennium Summit (2002), the following long-term goals that relate to the current area of study form part of the development agenda and it is expected that any poverty alleviation initiative should include these goals in the longer term. These are to Eradicate Extreme Hunger and Poverty, and Combat HIV & AIDS, malaria and other diseases". The implication for the City of Johannesburg poverty alleviation initiatives such as the Food Security Programme is to contribute positively in ensuring that the proportion of people suffering from hunger is halved by 2015, and that the spread of HIV and AIDS is reversed by 2015.

5.2.3.2 Assessing the ability of the Programme to empower beneficiaries to exit Social Security

The findings show that there is no built-in exit plan for beneficiaries as they wait for months hoping to receive the next pack of food from the programme. If the programme is accompanied by a detailed exit plan for beneficiaries, the plan will make a provision for empowerment of beneficiaries and enable them to exit for a sustainable future. Responses propose the incorporation of developmental elements such as skills development programmes for beneficiaries, strong resource systems, and a full training and implementation programme of food gardens for beneficiaries into the programme exit plan. On an overall basis, the responses suggest that the Food Security Programme is currently not able to capacitate beneficiaries with relevant skills so as to exit the programme or access other social security programmes offered by government. This perspective is supported by Professor L Patel on a current affairs radio programme, when she appealed to government to look at empowering beneficiaries of social grants with relevant skills that will enable them to become self-sufficient (*Thobela FM Radio*, 2007, September 04)

5.2.3.3 Built-in exit strategies promoting self-reliance of beneficiaries

It is reported that currently there are no built-in exit strategies in the programme due to the programme's hand-out approach. The programme is

viewed as welfare-driven instead of taking a developmental direction. Other responses propose several developmental interventions that will ensure exit of beneficiaries, such as income-generating opportunities, job creation and skills training for small business initiatives, and food production.

5.2.3.4 Other developmental alternatives catered for by Government to assist poor households

Besides the food security programme, the needs of poor households are catered for through other government developmental programmes such as Social Security Grants, SMMEs and skills development by the Labour Department, and the Department of Public Works EPWP. The manner in which the specific beneficiaries of the Food Security Programme are linked to such programmes is not clear from the responses, or whether similar beneficiaries of the Programme also benefit from the other government poverty alleviation initiatives. It is also unclear what other alternatives are mentioned as proposals with which the Food Security Programme should begin to align or whether such programmes can extend the Programme in terms of exit of beneficiaries through a referral system.

5.2.3.5. Ensuring self-reliant and independent beneficiaries of the Food Security Programme

It appears from the data collected that the Food Security Programme takes the form of a hand-out approach rather than a hand-up approach, meaning that it is simply provision of food with no exit strategy as a long-term developmental mechanism. Due to its welfarist approach, the programme has no built-in exit strategies and is thus unable to empower beneficiaries and prepare them for exit.

Measures to be considered in improving the programme and taking it to a level where it will ensure a developmental and sustainable exit of beneficiaries include linkage and alignment of the Programme with other developmental

initiatives offered by other spheres of government and internal departments, as well as putting in place after-care programmes for exited beneficiaries.

5.2.4 Alignment of the Food Security Programme with other major developmental programmes

This section aims to check whether the Food Security Programme is aligned to other developmental programmes within the City and externally. Synchronization and harmonization of the programme with other broader programmes and similar initiatives is crucial for maximising impact.

The study investigates whether the programme is aligned to other broader policies and strategies for support such as the City's IDP, the National Integrated Food Security Strategy of South Africa, other similar anti-poverty initiatives existing on the ground and targeting the same beneficiaries, Local Economic Development programmes, the City's Social Package Policy and Growth and Development Strategy, Service Delivery Budget Implementation Plan, Social Services Framework and the Human Development Strategy.

5.2.4.1 Alignment of the Food Security Programme to the IDP

It is clear from the findings that even if the Food Security Programme is not explicitly outlined as an individual programme in the IDP of the City of Johannesburg, it is significantly integrated through the City's Human Development Strategy, Community Development Sector Plan and the City's Social Package Policy.

The Community Development sector plan forms part of the City's IDP, and Food Security is highlighted as one of Community Development's fundamental programmes through which challenges of poverty, vulnerability and social exclusion can be addressed. It is further stated in the City of Johannesburg IDP (2006/11:131) that expanding and consolidating the Food Security Programme for vulnerable households and individuals is one of the key focus areas and part of the City's developmental intentions.

5.2.4.2 Alignment of the Food Security Programme with the Integrated Food Security Strategy of South Africa

An overall response with regard to alignment of the City's Food Security Programme to the Integrated Food Security Strategy of South Africa (IFSSSA) is that there is no alignment as the City's programme does not address developmental and sustainability issues whereas the IFSSSA does. The IFSSSA is reported to be aiming at reducing beneficiary dependency on social grants through improving household food production, increasing income and job opportunities, improving nutrition and food safety, and enhancing safety nets and food emergency management systems.

5.2.4.3 Similar Anti-Poverty Initiatives existing on the ground

Various similar anti-poverty initiatives were identified through the findings, and suggestions for alignment and harmonization of such initiatives are made in order to avoid duplication of service delivery and maximise service impact**.** It also emerged from the speech by the Executive Mayor of the City of Johannesburg during the Food Bank launch that the food security programme is closely related to the HIV and AIDS Jozi Ihlomile initiative of the City of Johannesburg, which aims at caring for and supporting infected and affected households. The Executive Mayor emphasised that such households need nutritional diets that should be provided through the food security initiative.

It appears that the Food Security Programme is currently operating independently from other similar initiatives, while there are several anti-poverty initiatives operating on the ground with similar intentions to the FSP.

In terms of the background highlighted earlier on regarding the Food Security Programme, food distribution to individual beneficiaries takes place through NGOs focusing on poverty alleviation, meaning that the programme has already forged relationships with several initiatives on the ground, and such relationships need to be strengthened and formalised through agreements.

5.2.4.4 Alignment of the Food Security Programme with the Local Economic Development Programme of the CoJ

In further assessing the alignment of the Food Security Programme with other internal and external initiatives, it is clear that there is no existing relationship between the programme and the City's Local Economic Development (LED) programme. This confirms the fact that the programme lacks a developmental element. The Local Economic Development programme could assist with the capacity-building of NGOs/CBOs, around finances and socio-economic issues.

Mokate (2004:6) notes that to be effective, poverty alleviation initiatives need to integrate with local economic development strategies, which she emphasises must be based on an understanding of what underpins the local economy, as well as the structural features, particularly those that create poverty. Mokate mentions job creation and increased investments as the most challenging dimensions of integrating local economic development and poverty alleviation, and states that in order to achieve this, local governments have to pursue growth paths that encourage labour-intensive sectors of the economy, support small, medium and micro-enterprises (SMMEs), and enforce a regulatory framework that creates an environment conducive to investment.

5.2.4.5 Alignment of the Food Security Programme with the City s' Social Package Policy (SPP) and the Growth and Development Strategy (GDS)

The Food Security Programme is closely linked to the City's Social Package and the Growth and Development Strategy for Johannesburg. According to the City's presentation on Social Packages (2007), the FSP forms part of the safety net programmes in the City's Social Package Policy aimed at safeguarding and supporting poor households and also HIV and AIDS infected and affected households. The GDS for Johannesburg (2006) indicates that in attempting to halve poverty by 2014, the extent and the costs

of the system of social safety nets (of which the Food Security Programme remains part) will reduce over time as a result of the growth of a more balanced economy that equitably shares its value gains and opportunities. It is, however, not clear how these major policies and strategies of the City specifically inform the developmental potential of the Food Security Programme in ensuring sustainable livelihoods.

It is imperative for these broader policies and strategies of the City to be specific as to how the sustainability potential of poverty alleviation programmes can be enhanced. Key deliverables in terms of support offered to programmes such as the Food Security Programme should be clear and measurable.

5.2.4.6 Alignment of the Food Security Programme with the Service Delivery Budget Implementation Plan

With regard to how the programme operational objectives are catered for in the city's SDBIP, it is clear that the programme is not catered for in this budget implementation plan, and the programme solely depends on donations by farmers. Financial support of the programme is crucial for sustainability, and the fact that this programme is non-financial with the City of Johannesburg begins to raise further questions as to whether the programme is a priority with the City or not.

5.2.4.7 Alignment of the Food Security Programme with the Human Development Strategy and the Social Services Policy Framework

With regard to the alignment of the programme with the Social Services Policy Framework and the Human Development Strategy, a common indication is that the programme is better articulated in the Social Services Framework as a means of supporting vulnerable and poor households than in the Human Development Strategy. However, the Food Security Programme is highlighted in the City of Johannesburg IDP (2006/11:131) as one of the poverty

alleviation programmes implemented within the Department of Community Development to advance human development. As much as the programme is linked to the Social Services Policy Framework, and Human Development Strategy, it is still not clear from the findings how the broader frameworks can specifically inform the developmental and sustainability potential of the Food Security Programme. It is evident from this report that internally, the Food Security Programme is aligned to major policies and strategies, but it is not clear how supportive such policies are to the programme in ensuring that it becomes developmental and sustainable.

5.2.5 Food Security Programme: Sustainability issues

This section examines the Food Security Programme in relation to relevant sustainability issues in the following focus areas:

5.2.5.1 Implementation challenges

It appears from the responses in the interviews and the City of Johannesburg Food Security Programme Evaluation Report (2007), that the Food Security Programme was poorly conceptualised from the onset. An indication is that there is no concept document for the programme and the implementation activities and tasks regarding the programme are not guided. This leads to a lot of confusion around role clarity and the programme implementation institutions. The impact of the programme could not be measured due to undefined frequencies of food delivery and lack of the programme monitoring and evaluation mechanisms. It also seems as if lack of financial support for the programme worsened the situation, with poor quality food being donated. .

5.2.5.2 Assessing the impact of the Programme

It is evident from the responses that the Food Security Programme is not making much impact in the lives of beneficiaries, hence the recommended review of the programme to ensure that its performance potential is optimised. In terms of the recommendations, the programme review will deal specifically

with areas such as financial resources for the programme, implementation institutions, conceptualising the programme and setting key deliverables.

5.2.5.3 Opportunities for improving on the strategic partnerships

It is clear from data collected in this regard that strategic partnerships in the implementation of the programme exist, although they still need to be improved. An indication is that the Food Bank has acquired NPO status, paving the way for it to begin to source funding from businesses with corporate social responsibility programmes. The positive part is that the Human Development Strategy (2005) of the City of Johannesburg promotes such initiatives. The Strategy calls for partnerships with the private sector based on corporate social responsibility imperatives, as well as developmental work undertaken by provincial and national government.

Civil Society Organisations (CSOs) have a significant role to play in development work, and if governments start to acknowledge the contribution of NGOs and CSOs and start working with these organisations, service delivery would be less of a demand. Involving CSOs and NGOs in development work will positively contribute to the institutional capacity for service delivery. Government cannot render services to the poor unless working partnerships between NGOs and CSOs and government are forged.

Bigg and Satterthwaite (2005:132) maintain that “For as long as people have engaged in livelihood pursuits, they have worked together on resource management, labour-sharing, marketing and many other activities that would be too costly, or impossible if done alone”. Lewis and Wallace in Pieterse and Van Donk (2002:1) assume that CSOs potentially have a role to play in building more democratic political institutions, and increasing political space for grassroots approaches to poverty reduction. The World Development Report (1999:151) emphasises that the involvement of NGOs and CBOs in targeted development programmes is important for the success of such programmes.

5.2.5.4 Unsustainable patterns of the Programme

An overall indication in this regard is that the Food Security Programme is characterised by various unsustainable patterns relating to lack of capacity-building of the beneficiaries, lack of exit plan for beneficiaries, no financial support for the programme and a lack of programme monitoring and evaluation mechanisms. Respondents have insights into how the programme can be improved regarding the identified unsustainable patterns, and significant proposals were put forward.

5.2.5.5 Identifying suitable funding models for the Programme

In further enhancing the financial support for the Food Security Programme, the following funding sourcing strategies were highlighted through a larger number of responses: Food Bank to fundraise as an NPO; Corporate Social Responsibility Partnerships; Internal Budget provision by the City; and Grants from national and provincial departments e.g. Social Development and Agriculture.

5.2.5.6 Assessing the ability of the City of Johannesburg to support the Food Security Programme

Even if an indication from the findings is that the programme lacks support in institutional arrangements, financial backup and operational systems, an assumption is that the CoJ has the potential to fully support this programme to a level where it can become sustainable and sustain livelihoods. The basis of this assumption is that institutionally, Council approved a report identifying the departments that should take joint responsibility for the implementation of the programme. It is for that implementation structure to be strengthened. Financially, it would seem that the programme can be budgeted for as part of the Social Package Programme of the City, as provided for in terms of utility services. The City is also required to enhance its partnerships with NGOs and CBOs for food distribution and targeting, in order to enhance its operational objectives.

The Executive Mayor explained that the City has budgeted an amount of R550-million in subsidised services for the poor and vulnerable, and that the City will continue to commit more funds to supporting communities in need. This brings out an opportunity for the programme to be budgeted for as part of the City's Social Package Policy. The food bank as an NPO can also benefit from the City's social funding programme.

5.2.5.7 Term of existence of the Programme

There was some doubt that the programme will exist in the next 5 years, although most responses were confident that it will exist if it is reviewed and all the identified challenges addressed. The implication here is that the City of Johannesburg has the potential to continue this programme on a long-term basis, especially if it can be prioritised and improved on, in terms of sustainability and development agenda. If the Department of Community Development prioritises the Food Security Programme as a five-year IDP programme and key performance achievement, there will be intensive support for it so that it becomes developmental in approach and begins to sustain livelihoods.

5.2.5.8 Expanding the Food Security Programme

The study findings indicate that the Programme can be expanded so that it fully supports the poor and vulnerable households to meet their nutritional needs through food gardens, if certain specific measures are taken into consideration, as outlined above. Homestead Food Gardens are viewed as significant measures through which the programme can be expanded and livelihoods sustained.

5.3 CONCLUSION

It emerges from the collected data that the Food Security Programme was initiated with good intentions in addressing poverty, vulnerability, and HIV and AIDS. The Programme seeks to contribute towards advancing human development within the City of Johannesburg by responding to the immediate basic needs of poor and HIV and AIDS affected people through provision of nutritional food as a short-term intervention.

The Programme is, however, failing to fulfill its good intentions in that it: fails to regularly provide nutritious food; lacks opportunities for self-financing and income-generating; is passively involved with handing out food rather than encouraging beneficiaries to participate in developmental opportunities; is unable to develop skills of beneficiaries especially children and youth for them to lead independent lives in future; lacks opportunities for human resources multi-skilling for optimal service delivery, does not provide for beneficiaries' capacity-building; is a long-term food supply programme with no exit plan for beneficiaries; and has no financial support, as it depends on donations; and lacks monitoring and evaluation mechanisms. These programme limitations are indicative of a lack of sustainability.

An indication from the study findings is that opportunities exist for the Programme to improve: the Programme is aligned to several broader programmes, strategies and policies of the City, and this can support expansion of the Programme through financial, operational and institutional support; and similar anti-poverty initiatives exist at regional level, providing a platform for harmonisation of projects.

CHAPTER 6
DEVELOPMENTAL FOOD SECURITY PROGRAMME: RECOMMENDATIONS AND CONCLUSIONS

6.1 INTRODUCTION

In this final last chapter we present a summary of the investigation; conclusion, and recommendations based on the findings and discussions in chapters four and five. Recommendations will mainly seek to address gaps identified in findings.

The intention of this research was to explore the Developmental Poverty Alleviation Framework for Sustainable Livelihoods by specifically addressing the developmental and sustainability issues concerning the Food Security Programme of the City of Johannesburg. In the main, the study focused on the underlying assumptions of the programme; potential built-in developmental objectives of the programme; the programme exit plan and sustainability issues; and alignment of the programme with other major developmental programmes nationally, provincially and at local level.

The study examined the potential of the Food Security Programme to become a developmental tool that can ensure sustainable livelihoods, and the views of the role-players. The study further reviewed literature in order to assess the views of various authors on developmental and sustainable poverty alleviation.

Through a qualitative research method, research questions were addressed, and a triangulated data collection method used, combining interviews, document study and literature review, The study used purposive sampling to collect data that could yield the most information regarding the research question, especially those that are directly involved with the programme.

The next section presents recommendations based on the gaps and opportunities identified through the study findings, for the improvement of the Programme.

6.2 RECOMMENDATIONS

Food Security is one of the significant poverty alleviation measures and if properly conceptualised, targeted and planned in terms of short-, medium- and long-term goals, it can significantly contribute to advancing human development.

Following the challenges and issues identified regarding the Food Security Programme as a poverty alleviation measure, a framework of recommendations that can be taken into consideration in improving the Food Security Programme, as well as other struggling poverty alleviation initiatives implemented within local government is proposed as follows:

6.2.1 Conceptualising and defining developmental food security programmes for sustainable livelihoods

The Food Security Programme is different in terms of its conceptualisation and definition. The Food Security Evaluation Report (2007:13) states that during the evaluation process, no detailed conceptual document was developed and there were no detailed implementation plans. It is imperative to have a well-informed strategy that will address specific developmental and sustainability issues in Food security operations. The reports and other documents that exist regarding the Programme should be integrated and further developed into becoming part of the strategy, such as the Council Approved Report on Food Security Programme (2004), the MOU signed between the City and the distributing agency (2005), as well as the Food Security Evaluation Report (2007).

As recommended by the Food Security Evaluation Strategy (2007:38) assessment of the current practice within the Food Security Programme, should be done as follows:

- The rationale behind the initiative i.e. what is it that the programme is trying to address, and why is this the best approach to address the problem.
- The aims and objectives of the programme, as well as the programme's' milestones.
- Contextual framework that will link and inform the programme with mandates, legislative imperatives, policy frameworks and existing programmes locally, nationally and provincially.
- The programme implementation plan covering Programme activities; Human, financial and infrastructure resources; Communication plan; Schedule of activities, with time frames; Stakeholders engagement for activities; and reporting lines.
- Risks identification and mitigating factors.
- Sustainability, monitoring and evaluation issues.

Furthermore, the Integrated Food Security Strategy for South Africa (2002:17) recommends comprehensive and specific food security policies which address all aspects of the food system and include food production, marketing, distribution, consumption and nutrition. In this way polices will be comprehensive and specific in terms of areas of implementation. The Strategy further emphasises a need for both micro and macro food security issues to be addressed in food policy interventions so that policies are inclusive of all elements of food security. Policies must contain sustainability intentions as well as immediate, short-term interventions to deal with hunger and malnutrition in poor households.

In developing the Food Security Strategy, both the Integrated Food Security Strategy for South Africa (2002) and the Food Security Evaluation Report (2007) should guide content development.

The study findings indicate that the Food Security Programme does not meet its primary intended social support objective of regular provision of nutritious food, and should be capacitated in terms of multiple resources such as

finances, human capacity and infrastructure. The availability of fresh produce should not only depend on donations from farmers. Food can be bought from farmers and market agents to ensure good quality food is supplied on a regular basis to beneficiaries. This programme should be budgeted for on an annual basis, and the Department of Community Development should make budget provision for the programme so that its activities are financially supported, to ensure sustainable operations.

In further addressing the issue of irregular food delivery, the Food Security Evaluation Strategy (2007:38) recommends that a food distribution plan be developed, and communicated to all stakeholders, especially beneficiaries, indicating regions, distributions centres and delivery dates to regions. The plan can be done on a six-monthly basis. It should be implemented accordingly and any deviations be communicated to all stakeholders well in advance to avoid inconvenience and unnecessary costs.

The study findings indicate that neither the criteria for service allocation are clear, nor the manner in which the criteria relates to the needs of beneficiaries. For instance, the initial Council approved report on the Programme defines indigents in terms of vulnerability, poverty and HIV and AIDS, while the City's draft Social Package Policy extends the criteria to income and household municipal account status.

Criteria for service allocation should be refined so that the rightful and deserving households are not excluded from the Programme. The relationship between the targeting criteria and the socio-economic needs of the beneficiaries should be taken into account. . As recommended in the Food Security Evaluation Strategy (2007), beneficiaries of this Programme should be comprehensively defined both at primary and secondary level, direct and indirect. It must be clear who the beneficiaries are and how will they be reached.

6.2.2 Built-in developmental objectives of the Food Security Programme

Findings show that the programme lacks built-in developmental objectives as it:

- Lacks opportunities for self-financing and income-generating.
- Is passively involved with handing out food rather than encouraging beneficiaries to participate in developmental opportunities;
- Is unable to develop skills of beneficiaries especially children and youth for them to be able to lead independent lives in future;
- Lacks opportunities for human resources multi-skilling for optimal service delivery.

This calls for re-conceptualization of the Food Security Programme. In developing the programme to a strategy level, the programme's self-financing and income-generating opportunities should be investigated and incorporated into the strategy. As much as the Programme provides food as its short and intermediate objective, it should at the same time have built in long-term developmental objectives to fulfill, and should at imparting skills to beneficiaries especially children and youth to become independent.

Highlighting a need for poverty alleviation programmes to contribute towards the empowerment of beneficiaries especially the younger generation, Umsombovu Youth Fund (2005:14) recommends comprehensive knowledge development in empowering young people from poor families, to prepare them for employment opportunities. It recommends that entrepreneurship training and other initiatives such as co-operatives should be strengthened to promote youth involvement in development and economic activity. Capacity-building of young people in the City of Johannesburg is crucial to help youth to live independent lives. The City should begin to identify entrepreneurial and co-operatives skills development opportunities within the Food Security Programme. By doing this, the City will be working towards fulfilling one of the

developmental objectives of the Human Development Strategy (2005:93), which is to prevent inter-generational poverty, and will create a generation of independent adults through investing in children.

6.2.3 Exit strategy

The study findings indicate that no exit strategy exists; the Programme is not specifically designed to empower beneficiaries to exit social security; there are no built-in exit strategies for beneficiaries to become self-reliant. The goal of the programme is to address the immediate and basic needs of AIDS orphans and indigent families as a short-term and intermediary measure, and as a long-term goal, the Programme must empower beneficiaries to become self-reliant and exit the Programmes. Implementation of the Food Security Programme must be aligned to the short, intermediate and long-term goals of poverty interventions as set out in the Evaluation Report (2007), the WFP and the Millennium Development Goals (2002) that relate to poverty and hunger eradication. An exit strategy should be developed as another significant component of the Programme, and incorporate skills development and income-generation programmes that will assist beneficiaries to set up their own food gardens and engage in entrepreneurial activities. The study respondents further proposed the incorporation of developmental elements such as strong and full training of beneficiaries on establishing homestead food gardens. This study also supports a recommendation made in the Food Security Evaluation Report (2007) that as this programme is implemented through civil society organisations that directly distribute food to individual households, such organisations should be assisted in developing and implementing exit programmes. Such exit programmes should mainly emanate from the Food Security Exit Strategy.

6.2.3 Alignment of the Food Security Programme with other major programmes

The City's' Food Security Programme is not aligned to the Integrated Food Security Strategy of South Africa (IFSSSA), as it does not address

developmental and sustainability issues whereas the IFSSSA does. The IFSSSA is reported to be aiming at reducing beneficiary dependency on social grants through improving household food production, increasing income and job opportunities, improving nutrition and food safety, and enhancing safety nets and food emergency management systems. It is recommended that in reviewing the Programme, these developmental and sustainability elements be consolidated into the City's programme. Close collaboration and co-ordination between the three spheres of government is recommended for a local government-driven economic development and poverty alleviation strategy to be effective. Inter-governmental relations are significant for strengthening poverty alleviation initiatives within government, as local strategies alone tend to be insufficient for socio-economic interventions.

Another shortfall identified from the study findings regarding alignment of the Programme with other anti-poverty programmes is that despite the existence of several anti-poverty initiatives operating on the ground with similar intentions as the Programme, the City's Programme is currently operating independently from such initiatives. Suggestions for alignment and harmonisation of such poverty alleviation initiatives were made to avoid duplication of service delivery and maximise service impact**.** A way should be found to identify these initiatives and link them to the Food Security Programme for effective targeting, and capacitate them through the Food Security Programme, with such a partnership being formalised and regulated through a Memorandum of Understanding.

In further assessing the alignment of the Programme with other internal and external initiatives, it is clear from data collected that there is no existing relationship between the Programme and the City's Local Economic Development programme.

It is recommended that the Programme be aligned to programmes within the Department of Economic Development as this may enhance the components of NGO/CBO capacity-building and financial support for the Programme. Effective poverty alleviation initiatives need to integrate with local economic

development strategies, and must be based on an understanding of what underpins the local economy, as well as the structural features, particularly those that create poverty. Job creation and increased investments are the most challenging dimensions of integrating local economic development and poverty alleviation, and local government must pursue growth paths that encourage labour-intensive sectors of the economy, support SMMEs, and enforce a regulatory framework that creates an environment conducive to investment.

6.2.5 Sustainability Issues

Several implementation challenges were identified through the study findings, ranging from poor conceptualisation to poor quality food and irregular provision due to lack of financial support. The proposal is that a Food Security Strategy should be developed, clearly articulating its objectives that should be developmental; embracing socio-economic intentions in self-financing and income-generating opportunities in order to successfully target poverty and advance human development.

With regard to the performance, it is evident from the findings that the Programme is having little impact in the lives of beneficiaries. In optimising the performance potential of the Programme, it is recommended that the operational areas be specified with key deliverables. The Programme needs to explicitly form part of the City's IDP, Community Development Department sector plan and the SDBP, with clear key deliverables. Community inputs regarding issues of the Food Security Programme should be seriously taken into consideration through IDP processes within the City. The proposed implementation plan should also take into consideration the following strategic issues as suggested during the South African Women in Dialogue held in 1996. These were identified as relevant and significant aspects for consideration in conceptualising poverty alleviation programmes including food security programmes. These will ensure sustainable livelihoods, development of beneficiaries and enhancing their ability to exit the programme:

- Define clearly the poverty matrix of the country, and develop poverty index.
- Develop a proper database of households living in poverty.
- Identify and implement specific developmental interventions relevant to these households to ensure their exit.
- Monitor progress in these households as the programmes take effect in graduating the poor out of poverty.
- Accelerate training of relevant professional officials to ensure that identified poor households are properly supported and monitored.

This will lead to sustainable livelihoods by ensuring the systematic linkage of beneficiaries of social assistance to municipal services and work opportunities, assisting many poor people to stop depending on social grants and enter the labour market. Despite the fact that these recommendations were made at national level, they can still be aligned to local government level for implementation with local communities.

The Food Security Evaluation Report (2007) recommends that a 360 degrees sustainability strategy be developed and form an integral part of the strategy. This is aimed at ensuring continuous existence of the programme. An indication from the findings is that the programme lacks support in terms of institutional arrangements, financial backup and operational systems. It is recommended that the City of Johannesburg put proper support systems in place for the continuous existence of this programme. It should be properly budgeted for through the standard practice of business planning within the City. The programme should be capacitated in terms of human resources and infrastructure to carry out day-to-day activities, with more human resources employed to run the food bank. Refrigerated trucks should be either bought or procured to collect food from the farms and deliver to the food bank. In further emphasising the need for the City's undivided support in making the Food Security Programme a success, the Report (2007:38) states " The City should play an active role in ensuring that this project succeeds rather than relying on goodwill only. The programme is clearly under resourced, hence problems

with quantities and qualities delivered". The report highlights that the City can either assist by directly funding the re-sourcing of the Programme or by mobilising resources amongst other corporate citizens who are likely to be willing to assist.

6.3 CONCLUSION

The study outcome highlights significant implications of the Food Security Programme of the City of Johannesburg, which is on an overall basis the inability to positively contribute to a developmental role of Local Government as mandated by the Constitution of South Africa. While it has some flaws, the Programme is good overall, and is an appropriate initiative necessitating intensive review so that it incorporates developmental poverty alleviation objectives, an exit strategy for empowerment of beneficiaries; is explicitly aligned to broader City policies and strategies for institutional, financial and operational support; and takes into account sustainability requirements in order to effectively target poverty and advance human development.

On an overall basis, besides basic provision of food, the Programme should be realigned to ensure that it works towards total poverty eradication through promotion of opportunities, enhancing security, and facilitating empowerment of communities. The Programme should be able to provide immediate response during disasters and social crises within communities, but also be able to create opportunities that will developmentally benefit beneficiaries such as skills development, beneficiary linkage to other development initiatives, business enterprises, and creation of jobs. The programme will in this way be facilitating empowerment of beneficiaries. The Programme should begin to realign to fit the developmental needs of the target groups. It should also look into prioritising development of children and youth so that these future adults are not stuck in a cycle of poverty, and become empowered citizens. A detailed database of beneficiaries should be developed which provides information that will assist in such empowerment processes.

If not improved to a level where it becomes developmental, the Food Security Programme will confirm a concern raised by the UNDP Poverty Report of 2000 that poverty reduction is often implemented as a matter of some urgency with quick disbursing mechanisms to deliver goods and services to the poor, but with little thought to sustaining long-term poverty reduction commitments. Any project such as the Food Security Programme has to address issues of sustainability clearly. Sustainability should incorporate multi-sources such as finances, human resources, leveraging on strategic partnerships and dynamic implementing programme activities.

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APPENDIX 1

INTERVIEW QUESTIONNAIRE
POVERTY ALLEVIATION PROGRAMMES IN LOCAL GOVERNMENT.

1. **BACKGROUND INFORMATION: THE FOOD SECURITY PROGRAMME OF THE CITY OF JOHANNESBURG.**

The Food Security Programme is one of the poverty alleviation programmes, implemented in the City of Johannesburg, through which human development can be advanced. The Food Security Programme was approved by the Johannesburg Metro Council in October, 2004, and focuses on provision of food and fresh produce to the City `s people who are poor.

2. **BIOGRAPHICAL INFORMATION**

Name and Surname (Optional):……..

Gender: **Male**
Female

Level of Education: **Tertiary Education**
Secondary Education
Primary Education

Unit/Organization **CoJ Community Development**
CoJ Fresh Produce Market
Beneficiary NGO/CBO
Beneficiary Household

Capacity within the Unit/Organization: **Director**
Manager
Regional Manager
Project Manager
Household Member
Other (Please specify)

Region: **A (Midrand)**

B (Auckland Park/Randburg)

C (Roodepoort)

D (Soweto)

E (Alexandra/Sandton)

F (Jhb South/City Centre)

G (Lenasia/Edorado Park/-Orange Farm)

3. RESEARCH AND INTERVIEW QUESTIONS

The Underlying Assumptions of the City of Johannesburg s' Food Security Programme.

a. What is the basis of the Food Security Programme of the City of Johannesburg?

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b. What does the programme seek to achieve?

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c. Indicate whether the programme was designed with relevant underlying objectives of the poverty eradication goals. **(Management Respondents).**

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d. Under what circumstances/criteria is the Food Security service offered to beneficiaries?……
……
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……

e. How do these circumstances stand relative to the need of the intended beneficiaries?……
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…….

Potential Built-in Developmental Objectives of the Food Security Programme.

a. What is your assessment of the programme s' current contribution towards socio-economic development efforts of the City of Johannesburg in terms of targeting poverty and advancing human development?

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……

b. What are the opportunities within the programme for self-financing and income generating?

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……

c. What is your own assessment of the Food Security Programme in terms of fulfilling developmental and sustainability objectives such as:

Promoting Opportunities

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Facilitating Empowerment

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……

Enhancing Security

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d. What is the programme s' ability to develop skills of beneficiaries especially children and youth so that they develop capacities to be self-sufficient in future?

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e. What opportunities are there for multi-skilling existing human resources to ensure that the programme does more with less human resources?

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Developing an Exit Strategy for the Food Security Programme of the City of Johannesburg.

a. How does the Food Security Programme of the City of Johannesburg match up in terms of short, medium and long term goals?

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……

b. What do you think of the programme s' ability to empower beneficiaries to exit social security?

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……

c. What exit strategies are built into the programme for beneficiaries to become self-reliant?

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d. Besides the food security programme, what other developmental alternatives are catered for by government to assist poverty stricken households of the City? **(Management Respondents).**

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e. How can the municipality ensure that those who graduate from the food security programme become self reliant and independent of such an assistance?

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Alignment of the Food Security Programme with other Major Developmental Programmes.

a. How is the Food Security Programme of the City integrated within the Integrated Development Plan (IDP)?

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……

b. How is the City s' food security system aligned to the national integrated food security strategy? **(Management Respondents)**

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c. Mention other similar anti-poverty initiatives existing on the ground targeting the same beneficiaries for synchronization and harmonization with the Food Security Programme to maximize impact.

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d. What is your assessment of the relationship between the City s' Food Security
Programme and the Local Economic Development (LED) programmes?

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……

e. How does the Food Security Programme tie up with the City s' Social Package and Growth and Development Strategy, for poverty eradication and sustainable livelihoods?

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……

f. Indicate how the Food Security Programme operational objectives are catered for in the City s' Service Delivery Budget Implementation Plan.

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……

g. What is your opinion of the manner in which the Food Security Programme is located within the Social Services Policy Framework and the Human Development Strategy?

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……

Food Security Programme: Sustainability Issues.

a. In your own observation, what are the implementation challenges in relation to the food security programme of the City of Johannesburg?

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b. How can the performance potential of the programme be optimised with limited resources?

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c. What opportunities are there for improving on the strategic partnerships in the implementation of this programme?

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……

d. The food security programme of the City of Johannesburg is currently a direct hand out of food to households that are poor. What unsustainable patterns of this programme can be improved to take the programme to a level where livelihoods will be sustained?

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……..

e. What are the funding models available out there that are suitable for the programme?

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……

f. What would be your assessment of the City of Johannesburg s' ability to support the Food Security Programme and ensure the sustainability of the programme?

Institutionally:……
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……
……

Financially:……
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Operationally:……
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g. Given the available resources within the City s' Department of Community Development, will the programme still be existing in the next 5 years?

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h. Expanding the Food Security Programme, and supporting poor and vulnerable households to meet their own nutritional needs through food gardens is mentioned as a five-year IDP programme and key programme achievement in the City s' Community Development Sector Plan. In your own opinion, how best can this be achieved?

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Total Number of Questions: 30