

CITY OF CAPE TOWN

FOOD GARDENS POLICY IN  
SUPPORT OF POVERTY  
ALLEVIATION AND REDUCTION  
(POLICY NUMBER 12399C)

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CITY OF CAPE TOWN | ISIXEKO SASEKAPA | STAD KAAPSTAD

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**FOOD GARDENS POLICY IN SUPPORT OF POVERTY  
ALLEVIATION AND REDUCTION**

**THE CITY OF CAPE TOWN**

**May 2013**

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## Reference Codes

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## Abbreviations

CBO	Community Based Organisations
CCT	City of Cape Town
CDS	City Development Strategy
CSI	Corporate Social Investment
ECD	Early Childhood Development
EPWP	Extended Public Works Programme
IDP	Integrated Development Plan
Mayco	Mayoral Committee
NDP	National Development Plan
NEPF	National Evaluation Policy Framework
M & E	Monitoring and Evaluation
NGO	Non-Governmental Organisation
SASSA	South African Social Security Agency
SDECD	Social Development and Early Childhood Development Directorate
SDS	Social Development Strategy
SLA	Service Level Agreement
VPUU	Violence Prevention through Urban Upgrade

## Definitions

**Children** In terms of the Children's Act 38 of 2005, children are persons under the age of 18 years.

**Community** Community usually refers to a social unit larger than a small village that shares common values.

### Corporate Social Investment

refers to the voluntary involvement of businesses in social projects that help to improve the community in which they operate.

**Food Security** According to the Integrated Food Security Strategy-South Africa (National Department of Agriculture), food security is defined as physical, social and economic access to sufficient, safe and nutritious food by all South African at all times to meet their dietary and food preferences for an active and healthy life.

**Poverty:** According to the Urbanisation and Poverty in Cape Town<sup>1</sup>, poverty can be defined as the inability of a person to meet their own basic needs and the needs of their dependents.

### Poverty Reduction

poverty reduction is any process which seeks to reduce the level of poverty in a community or amongst group of people.

**Very Poor** means when a person is having little or no money, goods or other means of support to live a normal life.

### Vulnerable Group/s:

In terms of poverty, a vulnerable group/s is people who are at the risk and not being at the position of providing the adequate social want to their family.

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<sup>1</sup> City of Cape Town-internal working document-21 February 2011, page 4

## **1. Problem Statement**

- 1.1 The City of Cape Town, like any other city, faces high rates of poverty and inequality. Poverty remains a real and alarming problem in the City of Cape Town. It is estimated that 22.1% of the residents of Cape Town are living in poverty.
- 1.2 Poverty is multi-dimensional and manifests in many ways. One of the key manifestations for people who are poor is a lack of access to basic services such as, food, water, electricity and sanitation which improves quality of life. Access to basic services significantly affects the lives of women and girls who are often tasked with household chores. Although, the 2011 Census reports that 87.28% of people living in Cape Town have access to piped water, 90.20% to a toilet facility, 93.98% to electricity and 94.94% to refuse removal services, challenges exist in providing quality services that are sufficient, efficient, affordable and appropriate to meet the needs of communities.
- 1.3 Poverty is both a cause and result of marginalisation. There is a majority of vulnerable people (women, children, the elderly and disabled) in the poor population and they face a range of social, economic, cultural and physical barriers in getting out of poverty.
- 1.4 Food security is generally viewed as closely related to poverty. Research in Khayelitsha, Philippi and Ocean View indicated that four out of ten households in Cape Town's poor areas go without food at least once a week because they cannot afford to buy it. Poverty disproportionately affects female-headed households and makes them especially vulnerable to food insecurity.
- 1.5 Poverty and food insecurity are linked to poor health and affects the healthy development of children and vulnerable groups. Sometimes, food insecurity results in malnutrition which has physical and developmental effects and long term consequences.
- 1.6 The City of Cape Town is committed to addressing poverty, particularly vulnerable and marginalised groups and improving the quality of life of all people living in the city, particularly people who are poor, vulnerable or marginalised. The Social Development Strategy sets out how the city plans to do this. However, there is a need to articulate the interventions aimed at meeting the needs of the very poor.
- 1.7 Furthermore, the city needs to coordinate its efforts aimed at alleviating the plight of the most vulnerable with the work that is done at a national and provincial level. Provincial Government does fund and runs a number of programmes aimed at addressing poverty through sustainable livelihood program/projects. There is a need to ensure that the work done by all spheres of government in the city is strategic and has the maximum impact.
- 1.8 The city has become aware that there are people residing in Cape Town, as well as informal businesses, who are interested in making the city a better place to live and work. Evidence indicates that people and businesses are concerned by the poverty and suffering of others. Certainly, the levels of capital donations by individuals and companies through Corporate Social Investment (CSI) campaigns indicate that this is the case, yet, there is an absence of direction on what social issues to support, where the city's priorities lie and how to contribute to poverty alleviation. There is a need to co-ordinate and direct the philanthropic work of businesses and individuals in order to maximise its impact.

## **2. Desired Outcomes**

- 2.1. The overarching outcome of this policy is to direct the work of the Social Development and Early Childhood Directorate (SDECD) in addressing the plight of the very poor through programmes and projects in order to improve the quality of life.
- 2.2. The policy sets out the criteria and procedures to be followed to establish sustainable food gardens which may act as to aid in addressing food insecurity in low income areas.
- 2.3. The poverty alleviation program to be linked with food gardens at ECDs to provide nutritional meals.
- 2.4. In order to increase the coordination of external and internal stakeholders, the policy sets out the mechanism that will facilitate this collaboration.
- 2.5. The policy also aims to better direct and mobilise resources in the organisation of the CCT towards food gardens.

## **3. Strategic Intent**

### **3.1. Integrated Development Plan**

- 3.1.1. This policy is aligned with the following IDP's Strategic Focus Area of the Caring City, particularly *Objective 3.1. Provide access to social services for those who need it.* The IDP notes that "Being a caring city requires a targeted effort to care for the marginalised and vulnerable in Cape Town. Given the current economic environment of ever higher unemployment and the increasing number of residents living below the poverty line, indigent programmes and other economic enabling measures require urgent attention". In addressing this focus area, food gardens have been targeted to be supported and established in identified areas.
- 3.1.2. This IDP also notes the important of collaboration with businesses and individuals for poverty alleviation: "Collaboration with a range of partners is essential. This requires corporate social investment (CSI) as well as social entrepreneurship initiatives to create sustainable opportunities and promote independence over time". Coordination of businesses in support of poverty alleviation projects will be addressed.

### **3.2. National Development Plan**

- 3.2.1. The National Development Plan (NDP) aims to eliminate poverty and reduce inequality by 2030. According to the NDP, South Africa has the potential and capacity to eliminate and reduce inequality over the next two decades. In order for this to happen, a new approach needs to be followed which means that one moves from a passive community receiving services from the state to one that systematically includes the socially and economically excluded, where people are more active champions of their own development where government works successfully to develop people's capabilities to lead the lives they want.
- 3.2.2. Food gardens Policy in support of Poverty Alleviation and Reduction is aligned with the following aspects of the NDP:
  - The active efforts and participation of all South Africans in their own development
  - Redressing the injustices of the past effectively
  - Collaboration between the private and public sectors
  - Leadership from all sectors in society

### **3.3. City Development Strategy and OneCape 2040 Agenda**

- 3.3.1. The City Development Strategy (CDS) is the 30 year strategy for the City. It is informed by the six transitions identified in the OneCape2040 Strategy which articulates the vision for the Western Cape region.
- 3.3.2. This food gardens policy is in line with the 'Settlement Transition'. The goal of this transition is to build 'healthy, accessible, liveable multi-opportunity communities'. Through implementation, food gardens will be accessible and will contribute to healthy liveable communities

### **3.4. Social Development Strategy (Draft)**

- 3.4.1. The SDS defines social development broadly as the overall improvement and enhancement in the quality of life of all people, especially people who are poor or marginalised. At its core is a focus on addressing poverty, inequality and social ills while providing for the participation of people in their own development.
- 3.4.2. The food gardens policy is in line with the Social Development Strategic high-level objectives:
- Support the most vulnerable through enhancing access to infrastructure and services.
  - Promote and foster social integration.
  - Mobilise resources for social development.

### **4. Policy parameters**

- 4.1. The policy focuses on a limited set of interventions that can assist very poor people to become more food secure through food gardens as well as the mobilisation of resources and efforts towards this goal.
- 4.2. The work of these SDECD is limited to the geographical limits of the City of Cape Town.
- 4.3. The policy has some transversal implications as it demands collaboration between internal role-players involved in food security and all directorates implementing programmes or projects.
- 4.4. This policy also guides the collaboration and cooperation with other spheres of government and businesses and civil society in respect of food gardens.

### **5. Role players and stakeholders**

The following role players and stakeholders are identified and a service level agreement to be signed for the purpose of implementing the policy provisions:

#### **5.1. Social Development and Early Childhood Development Directorate**

- 5.1.1. The Poverty Alleviation Programme in SDECD will be the main implementer of the policy directives.
- 5.1.2. The Poverty Alleviation Programme will work with the ECD Programme, the Street people Programme, the Vulnerable Group Programme, the Youth Programme and Substance Abuse Programme on collaborative projects that facilitate the realisation of the policy outcomes.

#### **5.2. Community Services Directorate-**

- 5.2.1 City Parks to assist in facilitating the provision of land and permit system for food gardens. Community members will identify the land and will be assisted on how to access it from City Parks.

#### **5.3. Economic, Environmental & Spatial Planning Directorate**

- 5.3.1. The Department of Economic Development is responsible for the development of urban agriculture and food security policy for the City. This is under review.

#### **5.4. Governance and Interface Directorate**

- 5.4.1. Violence Prevention through Urban Upgrade (VPUU) is responsible for urban upgrades in various identified areas in the City. SDECD to work with VPUU in facilitating the development of food gardens in these areas.

#### **5.5. Finance Directorate**

- 5.5.1. Property Management Department will facilitate the release of land for food gardens.

**5.6. Solid Waste-Utilities Directorate**

- 5.6.1. SDECD will work with Solid Waste in using recycling (compost) for food gardening.

**5.7. The Provincial Department of Agriculture**

- 5.7.1. The Provincial Department of Agriculture supports food gardens through grants.

**5.8. Provincial Department of Social Development**

- 5.8.1. The Provincial Department of Social Development provides some support of food security programs.

**5.9. National Department of Rural Development and Land Reform**

- 5.9.1. The National Department of Rural Development and Land Reform provides support in terms of food gardens projects.

**5.10. National Department of Social Development**

- 5.10.1. The National Department of Social Development will provide support in terms of food security programs.

**5.11. Non-Governmental Organizations (NGOs)**

- 5.11.1. NGOs working with food security projects/program will be supported.

**5.12. Community Based Organisations (CBOs)**

- 5.12.1 CBOs involved in food gardens to be identified and assisted.

**5.13. Faith Based Organisations (FBOs)**

- 5.13.1 FBOs involved in food to be identified and assisted.

**5.14. Business**

- 5.14.1. Businesses having CSI to be identified and to support organisations which are involved in food gardens and soup kitchens.

**6. Regulatory context**

This section provides an overview of the relevant legislation and policies that have a bearing on this Policy:

**6.1. Constitution of the Republic of South Africa**

- 6.1.1. Section 27(1) (b) states that everyone has the right to sufficient food and water. In order for this to be fulfilled, people must have access to food and this will be done through food gardens.

**6.2. Implementation Protocol Agreement**

- 6.2.1. The City of Cape Town and the Provincial Government of the Western Cape via its Department of Social Development entered into an implementation protocol for purposes of executing projects and initiatives in support of addressing the developmental needs of communities and individuals either in collaboration with each other or their own. (Section 35 (1) of the Intergovernmental Relations Framework Act, 2005 (Act 13 of 2005). The Implementation Protocol Agreement indicates that City of Cape Town and the Provincial Department of Social Development are free to collaborate on the specific programmes which are ECD, Street People, Substance Abuse, Youth, Poverty and Vulnerable Groups

### **6.3. Local Government: Municipal Systems Act**

- 6.3.1. Section 4(2)(j) states that the council of a municipality, within the municipality's financial and administrative capacity and having regard to practical considerations, has the duty to contribute, together with other organs of state, to the progressive realisation of the fundamental rights contained in section 27 of the Constitution.

### **6.4. Urban Agriculture Policy for the City of Cape Town 2007**

- 6.4.1. This policy sets out the role of urban agriculture in poverty alleviation. Urban agriculture helps to improve household food security and nutritional status of people.
- 6.4.2. This policy addresses home based activities whereby home dwellers use their back or front yards to grow vegetables.
- 6.4.3. It also guides activities where a group of people come together to produce food collectively for themselves. This includes individuals or groups of people that are involved in urban agriculture activities such as vegetable gardening.

## **7. Policy Directive Details**

### **7.1. Supporting food security of the very poor through facilitating food gardens.**

- 7.1.1. SDECD will create and maintain database of existing food gardens in identified wards.
- 7.1.2. SDECD will facilitate training and capacity building for individuals or groups.
- 7.1.3. A service provider or community based organisation will be contracted through a service level agreement or memorandum in order to mentor and support the projects.
- 7.1.4. SDECD will provide food gardening infrastructure which will include tools and seeds to identified organisations or groups.

### **7.2. Mobilising resources to support the organisation working with community members will include the following:**

#### **7.2.1. CSI initiatives to support the programs**

- 7.2.1.1. The SDECD will facilitate establishment of viable public-private partnerships with a view of developing and implementing initiatives contributing to food gardens.

#### **7.2.2. Volunteer and EPWP**

- 7.2.2.1. SDECD will partner with volunteer in communities in support of food gardens.
- 7.2.2.2. SDECD will partner with the EPWP Unit to create job opportunities at community level by implementing poverty alleviation projects through food gardens.

### **7.3. Coordinating of collaboration with internal and external stakeholders**

- 7.3.1. Internal and external stakeholders will be consulted to form task team to coordinate food gardens.

## **8. Implementation Programme**

- 8.1. The Program Implementation Department will facilitate and coordinate implementation of the Food Gardens Policy in support of Poverty Alleviation and Reduction as soon as it has been approved by Council.
- 8.2. The Directorate will compile annual implementation plans linked to the desired outcomes of the policy.

**9. Monitoring evaluation and Review**

- 9.1. The food gardens policy will be reviewed every two years or in light of evidence that indicates that this policy is not meeting the outcomes set out in section two.
- 9.2. NGO, CBO, networks, structures and other affected parties may consult with the Poverty Programme on the efficacy of this policy and the extent to which it achieves its aims. This will be relayed directly to the Head of SDECD through the appropriate channels.
- 9.3. The compilation of annual implementation plans will specify details of targets to be reached in the short, medium and long term, and evaluation tools will specify quantitative and qualitative indicators with time frames which will assist in tracking progress on the achievement of policy objectives. The implementing role players will use these tools in their internal M&E process by providing regular reports on policy and programme performance.
- 9.4. The poverty programme will be reviewed on an annual basis, and further research on best practices will continue.
- 9.5. The monitoring, evaluation and review system shall ensure accountability of management and use of resources with tangible results being realised.
- 9.6. Community food gardens members as primary stakeholders and beneficiaries of this policy must play an active role in the M&E process. This will be attained through embarking on research such as impact assessments and customer satisfaction surveys