

Assessment of budget allocation and funding of community food security projects in Emfuleni Local Municipality

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DECLARATION

I declare that **ASSESSMENT OF BUDGET ALLOCATION AND FUNDING OF COMMUNITY FOOD SECURITY PROJECTS IN THE EMFULENI LOCAL MUNICIPALITY** is my own work and that all the sources that I have used or quoted have been indicated and acknowledged by means of complete references.

.....

16 August 2019

SIGNATURE

NTHABISENG WELHEMINA MOFOKENG

DEDICATION

To my late father Joseph None Motsoeneng (1958-2015)

I dedicate this mini-dissertation to you my dear father, I have always valued the kind of relationship we have had since my early childhood days. I will always hold the memory of you dear and close to my heart, I will always love you. It pains me that you are not here to see this great achievement in my life but I believe that wherever you are you are looking down on me and rejoicing. The words that always resonate in me are that I can be whatever I want to be and I should not allow anyone to tell me otherwise. Rest in eternal peace Khiba!!!

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ABSTRACT

The study was prompted by the fact that regardless of the developmental determinations of the South African government, the country is still faced with high levels of poverty and unemployment. Despite the two challenges being at the fore front for policy makers in the country, civil society members are partaking in alternative and sustainable solutions to poverty reduction which has led to establishment of community food security projects. Considering the fact that agriculture is one of the growing contributors to the country's economy, these community food security projects are able to promote agriculture and also create employment and revenue for local communities.

Proper and adequate funding to these poverty reduction strategies ensures that the projects succeed and meet their intended objectives and goals. Funding makes it possible for the projects to be genuinely pro-poor, to promote pro-poor growth and improving the quality of the lives of the poor. Public funds need to be effectively, efficiently and economically utilised for the best interest of the poor. It is important for government to budget for developmental and sustainable initiatives, public expenditure needs to be properly managed. In an attempt to realise the research problem, the researcher formulated two sets of semi-structured questionnaires; one for the budget officer at GDARD and one for the participants of the community food security projects in the six peri-urban townships of Emfuleni Local Municipality. The community food security projects were selected from the following townships, namely: Bophelong, Evaton, Sebokeng and Sharpeville. This was in an attempt to assess the contribution of communities in their own food security and the impact of the projects on the whole community not just on the participants of the projects.

The results from the questionnaire were interpreted and it is evident that GDARD plays a pivotal role in the establishment and sustainability of these projects. The results also showed that despite the issues raised by participants, they were however grateful to the department and hopeful for the future. The study has established that food gardens have a role to play in the extensive fight against hunger and in improving household food security and ultimately, in creating income generation or providing employment opportunities. The study recommends for increased participatory budgeting process to enhance involvement of community members.

Key words: food security, community food security projects, food gardens, agriculture, budget, budget allocation, recourse allocation, poverty reduction, pro-poor expenditure, pro-poor funding, sustainable development goals (SDGs), Emfuleni Local Municipality.

LIST OF ABBREVIATIONS USED IN THIS STUDY

Abbreviations	Full names
CASP	Comprehensive Agricultural Support
CRDP	Comprehensive Rural Development Programme
DACELA	Department of Agriculture, Conservation, Environment and Land Affairs
DAFF	Department of Agriculture, Forestry and Fisheries
EFA	Education for All
EPWP	Expanded Public Works Programme
ELM	Emfuleni Local Municipality
FAMSA	Families and Marriage Society of South Africa
FAO	Food and Agriculture Organisation
FIVIMS	Food Insecurity Vulnerability Information and Mapping System
GEAR	Growth, Employment and Redistribution Strategy
GDACE	Gauteng Department of Agriculture, Conservation and Environment
GDARD	Gauteng Department of Agriculture and Rural Development
GDP	Gross Domestic Product
GHS	General Household Survey
HIPC	Heavily Indebted Poor Countries
IES	Income and expenditure Survey
IFPRI	International Food Policy Research Institute
IFSS	Integrated Food Security Strategy
LGPR	Leading Group for Poverty Reduction
MAFISA	Micro Agricultural Financial Institutions of South Africa
MDG	Millennium Development Goal
MRC	Medical Research Council
MSA	Municipal Structures Act
NDA	National Development Agency
NDP	National Development Plan
NFS	National Food Consumption Survey
NGO	Non-Government Organisation
NGDS	National Growth and Development Strategy
NRM	National Resistance Movement
PFMA	Public Finance Management Act
RDP	Reconstruction and Development Programme
PLAAS	Poverty, Land and Agrarian Studies

SADC	Southern African Development Community
SDG	Sustainable Development Goal
SPII	Studies in Poverty and Inequality Institute
UN	United Nations
UNESCO	United Nations Educational, Scientific and Cultural Organisation
USAID	United States Agency for International Development
VPF	Virtual Poverty Funding

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CHAPTER ONE

OUTLINE AND BACKGROUND OF THE STUDY

1.1 INTRODUCTION

This research assesses the methods of allocating budgets for food security programmes with reference to Emfuleni Local Municipality. Budget allocation forms part of the components of the public financial management system. The study assesses the criteria applied to fund pro-poor food security programmes in the Emfuleni Local Municipality (ELM). This study is prompted by the high levels of poverty and the establishment of community food security projects as an alternative measure by communities to promote food security, create employment and generate income. The funding of such programmes remains a huge contributor in the fight against poverty amongst the residents of Emfuleni Local Municipality. The processes, mechanisms, pool of donors and criteria for funding these food security programmes need to be assessed in order to ensure their success. Many of the challenges faced by community food security projects are related to funding. Community food security projects play a vital role in the fight against hunger, unemployment and food insecurity, therefore their success is crucial for pro-poor growth. The sections below provide a background and motivation for this particular study. It also gives a brief theoretical introduction into the subject of poverty and food security, in so doing, draws attention to status of food security programmes and the funding thereof in the Emfuleni Local Municipality.

1.2 BACKGROUND TO STUDY

The South African government strives to address the problems of high levels of poverty and food insecurity which is caused by structural poverty and inequality (Gauteng Department of Agriculture and Rural development (GDARD), 2011:29). Bhorat, Van der Berg and Van Aardt (2003:4) noted that the most important problem facing the post-apartheid South Africa is breaking the grip of poverty substantially for the majority of its citizens. The high levels poverty can be worsened by social vulnerabilities and lack of safety nets which are associated with growth of food insecure households in the country. Poverty statistics indicated that 30.4-million of South Africa's 55-million

populaces in 2015 were in poverty, or beneath the poverty line of R992 per person per month (Merten, 2017).

Despite the progress being made regarding this, a lot still needs to be done to tackle the developmental challenges that prevail. Regardless of being a net exporter of food, South Africa has an estimate of 35% its populace being frail to food insecurity and a quarter of children under the age of 6 years suffer from malnutrition (Human Sciences Research Council, 2004:14).

Defining poverty may not always be clear as some scholars define poverty focusing on an individual level while others focus on the family. Various schools of thought have different views and definitions of poverty from which go further and deeper than just monetary aspects. These definitions go as far defining and viewing poverty in terms of various aspects, such as psychological, philosophical, economic, social inclusion, political inclusion vulnerability and nutrition; just to name a few. Below are a few definitions from different authors relevant to this study:

May (1998:3) defined poverty as the “inability to attain a minimal standard of living, measured in terms of basic consumption needs or the income required to satisfy them”.

Duclos and Gregorie (1998:3) further define poverty as “the lack of resources, voice and power to obtain a diet and participate in the economy. This lack can lead to economic dependence and subjection to exploitation”. This definition is further supported by the World Bank (2001:2) in defining poverty as “a lack of command over commodities in general deemed essential to constitute a reasonable standard of living in a society, or lack of ability to function in a society”.

Laderchi, Saith and Stewart (2003: 247-262), provide an extensive definition of poverty by focusing on various authors who focused on various aspects of poverty, such as the four approaches; monetary, capability, social exclusion and participatory methods.

Emfuleni Local Municipality (ELM) is one third of the municipalities which make up Sedibeng District municipality along with Midvaal and Lesedi Local municipalities. Its establishment was in terms of section 12 of the Municipal Structures Act 117 of 1998. The municipality is located in the Western-most part of the region, covering the whole

Southern span of the Gauteng province while also covering a spread of 987.45 square kilometers.

Vereeniging and Vanderbijlpark form two main town centers within the area with Sasolburg only 10 kilometers to its South. It also comprises an approximate of six large peri-urban townships namely: Evaton, Sebokeng, Boipatong, Sharpeville, Tshepiso and Bophelong (Emfuleni Local Municipality, 2010:10). Several studies have been conducted in Emfuleni Local Municipality (ELM), however, most were concerned with the severity of poverty. Very little has been said concerning the funding and budgetary priorities to assist the poor in coping with poverty. This study will therefore assess the pro-poor activities to food security programmes and how they promote the standards of living for the residents. In 2003, Emfuleni undertook a study which showed that 51.5% of its constituencies lived in poverty, leading to a conclusion that the ultimate necessity for poverty alleviation lies in the township (Slabbert, 2004:87). This shows that the geographical location of the population matters, poverty is higher because the bulk of the poor are in townships with little or no job opportunities.

Tanase (2013:1) defined a budget as “a business instrument that may not thrive, nor occur, without the input of many. The budget is also considered an important instrument for strategic planning that offers management with critical data towards reaching desired goals. Budgets can also provide support for an organization to ensure effective and efficient use of economic resources”.

Tanase (2013:1) confirms the importance of a budget within any institution by indicating that budgetary allocations are essential mechanisms to an annual financial plan, or budget, for all organizations. They show the level of resources an organization is committing to a department or program. With no restrictions towards allocation, expenses can surpass revenues resulting in financial deficits. Any persons dealing with budget ought to have thorough understanding of how budgets are utilized and restrictions they offer. For governments to alleviate poverty and stimulate growth and development, a key mechanism is to allocate funds for government expenditure. Carter (2015:1) indicates that “pro-poor” expenditure has been deemed as a pre-requisite for benefactors to support severely indebted countries debt relief and the implementation of national poverty reduction strategies since the 1990s. According to Simon (2012:7), the

1990's spending was dedicated towards progressive expenditure that touched the lives of the poor in order to compensate for the Apartheid's exclusive focus on economic growth along with its related increase in marginalizing the poor. Public expenditure composition is the core of politics. It has been contended by political economists that spending decisions, the values that ought to regulate resource allocation comes second to the actual process of allocating funds (Fozzard, 2001) as cited in (Simon, 2012: 7).

In considering what types of spending could be classified as pro-poor, there is plenty of evidence that expenditure based on social services (health, nutrition, and education) and defense can be progressive and reach the poor. Empirical evidence in (Alexander, 2015) and (Simon, 2012:9) as cited in Carter (2015:3) associations expenditure on social services to improved economic consequences for the poor. This is patent from the fact that increasing social sector spending by approximately 1 percent of GDP is linked with approximately 0.5% drop in the poverty rate. Investment in agricultural development and health systems offers an essential human right and is crucial to poverty reduction and pro-poor economic growth (OECD, 2003:16). The annual editions of UNESCO Education for All (EFA) Global Monitoring Report suggests that providing human capital to the poor, mainly in the form of primary education, is one example of pro-poor expenditure (UNESCO, 2014:13).

Simon (2012:6) cites Hausmann, Rodrick and Valesco (2004) stating that wider pro-poor growth program that considers both the direct and indirect effects of expenditure on poverty alleviation escalates the complication of monitoring and evaluation. Emphasis is placed more on the nation setting and leaves room for great and disputed argument around the driver of growth, possibly best demonstrated by the admiration of the 'binding constraints analysis' developed by Hausmann (2004) being utilized by numerous governments to evaluate the country-specific constraints to growth. The model needs a different approach to the evaluation of the pro-poor agenda, one that recognizes the country context and takes a long-term perspective.

One can argue that growth offers the potential to reduce poverty. Dollar and Kraay (2001:7) contend that even if the aim is to reduce poverty as opposed to promotion of growth, the precise course to undertake would be to place attention on aspects that are beneficial for growth. Few existing studies on the direct relationship between aid flow

and poverty have embraced a typical across-country growth regressive approach, and substituted growth with an indicator of poverty as the dependent variable. However, as support directly funds government spending, focusing on public expenses aimed towards the poor suggests a more overt transmission mechanism for the effect of support (Gomanee, Morrissey, Mosley and Verschor 2003:3). Large sums of support for government expenditure are aimed at reducing poverty or at least improving the lives of the poor.

At the centre of combating poverty lies agriculture, which is comprehended as a catalyst for poverty reduction, food security, economic growth and development. It is evident that agriculture is capable of reducing poverty, mostly amongst the poorest of the poor much more effectively than the non-agricultural sector (Christiaensen, Demery and Kuhl 2010:41). The 1996 World Food Summit concluded that food security exists when all people at all times have physical and economic access to sufficient, safe and nutritious food to meet their dietary needs and food preferences for an active and healthy life (World Bank, 1996).

Food security is diverse in nature and often depends upon the attainment of other socio-economic privileges. The converse is also true. Research by the Financial and Fiscal Commission found interactive responses exist among the MDGs (Financial and Fiscal Commission, 2012:43). Addressing hunger and under-nutrition can help achieve other MDGs such as (MDG 2) universal basic education, (MDG 4) reducing child mortality and (MDG 5) improving maternal health. Improving household food security and nutrition can improve long-term economic growth by enhancing human capital and reducing poverty (World Bank, 2006:16).

According to the Constitution of the Republic of South Africa (Section 152 and 153) of 1996, the local government has the responsibility with regards to the process of development in municipalities along with municipal planning. The statutory obligation of municipalities, relating their budgeting and planning functions to their goals provides a clear indication of the intended purpose of municipal integrated development planning. Local government plays a momentous role in the development of South Africa. The Constitution of the Republic of South Africa (Act 108 of 1996) and the white paper on Local Government (1998), envision a comprehensive restoration of the local

government. The multi-sphere governance of South African gives municipalities responsibilities that go beyond just service delivery but also towards development and growth. Local government has also been given a distinctive status and role in constructing democracy and stimulating socio-economic development (South Africa, 1998).

The elevation of poverty in South Africa has led to food security programmes as a poverty reduction measure and promotion of food security. Emfuleni local municipality is also embarking on a journey to reduce poverty and promoting pro-poor living in within the region, therefore food security programmes are one area of agriculture that still needs more attention. Food security projects need funds in order to meet their objectives; hence the allocation of these funds is the core issue in this study. The aim of establishing community food security projects is to enhance household food security by bringing the whole food system together to assess strengths, establish linkages, and create systems that improve the self-reliance of community members over their food needs (FAO, 2011). The community food security programme is designed to:

- Meet the needs of low-income households by increasing their access to fresher, more nutritious food supplies;
- Increase the self-reliance of communities in providing for their own food needs;
- Promote comprehensive responses to local food, farm, and nutrition issues;
- Meet specific state, local, or neighbourhood food and agricultural needs for infrastructure improvement and development;
- Plan for long-term solutions; and
- Create innovative marketing activities that mutually benefit agricultural producers and low-income consumers (Loveless, 2017).

1.3 PROBLEM STATEMENT

The strategic objectives to address these food security challenges are to:

- increase household food production and trading;
- improve income generation and job creation opportunities;
- improve nutrition and food safety;
- increase safety nets and food emergency management systems;

- improve analysis and information management system;
- provide capacity building;
- hold stakeholder dialogue (Du Toit, 2011:15).

Asserting the government's program to address food security locally remains the responsibility of both the provincial and local governments. The target of the Gauteng Province is to reduce the number of people experiencing food insecurity by 2030 (GDARD, 2011:2). A number of projects have already been implemented in Gauteng under national, provincial and municipal programmes including the Comprehensive Rural Development Programme (CRPD) programme that focus on the poorest communities (GDARD, 2016). In 2011 the GDARD developed the Gauteng 20 Year Food Security Plan to organise and direct food security efforts in the province as well as to lead food security interventions beyond the Gauteng Integrated Food Security Strategy and Food for All Roll-Out Plan (GDARD, 2011:2). The Gauteng 20 Year Food Security Plan brought about the development of six pillars which serve as a strategy to alleviate poverty and improve food security in the province. The identified pillars are:

- Pillar 1: Increase the amount of land under sustainable Agriculture;
- Pillar 2: Intensify establishment of sustainable food gardens: Siyazondla;
- Pillar 3: Intensify skills development & training on sustainable food production;
- Pillar 4: Accelerate facilitation of Access to Finance & Markets for economic livelihood;
- Pillar 5: Mobilize Partnerships to distribute nutritious & safe food for relief; and
- Pillar 6: Climate Smart Agriculture & Water management (GDARD, 2011:2).

The abovementioned pillars are steered towards the:

- Establishment of community gardens;
- Establishment of household gardens;
- Skills development for beneficiaries;
- Re-training of extension staff; and
- Nutrition training for beneficiaries in Gauteng province (GDARD, 2016).

Despite implementation of several projects in Gauteng, the on-going projects implemented by the Province are not harmonised into an effective, directed and all-

inclusive programme (GDARD, 2011:2). A critical shortcoming in the existing policy framework on food security is the lack of understanding of how different government interventions targeting food-insecure households have affected food security levels in South Africa. To effectively and efficiently reduce poverty, the poor need to be properly identified. In spite of the fact that various definitions and measurements be sought in the assessment of poverty, applying the right policies may ensure agricultural revolution, growth and development to attain both food security and poverty reduction goals (Mbilinyi, 2011:v). However, for the full benefits of the agriculture sector to be realized, it is important for funds and investments to be provided at both the national and local spheres of government (Mbilinyi, 2011:14). Do public resources established for food security programmes reach the intended beneficiaries? This question is posed particularly for the Gauteng province because as it is the tiniest of all the provinces in South Africa, with the highest population (GDARD, 2009:12).

The total budget for this plan is R50 million per annum with inflation variations from years 4 for 21 years (GDARD, 2011:2). The allocated budget is expected to reflect the priorities for the reduction of poverty. The general principle is to allocate resources to communities with the biggest potential to benefit from the allocation. However, budget allocation for the agriculture sector seems to be very low. Public funds remain to be a scarce resource. It is for this study to identify how funds are allocated to fund the community food projects in the ELM by GDARD. The optimal management of the allocation of limited public funds across the growing levels of poverty is a challenge faced by both high and middle income countries (Al Hussein, Al Akeel and Attridge, 2009:9-15). With the need for fiscal consolidation, the government is also required to make potential budgetary trade-offs and to compromise funding in order to overcome the poverty challenges (Department of Agriculture, Forestry and Fisheries, 2013:27).

The scope of budgeting changed from a more limited and separate process during the incremental era to a more comprehensive governing process (Khan and Hildreth, 2002:15). The assessment of public funding is essential as it allows the researcher to ascertain the effectiveness of the budget allocation system. The assessment of the budget allocation methods and system will be important as it can help identify and establish whether there is proper usage of public funds and proper allocation to the relevant beneficiaries especially when public funds remain to be a scarce resource. The

study also looks at how decisions are made when the department has limited funds and how funds are allocated towards the development of the food security programmes in the ELM.

1.4 RESEARCH QUESTIONS AND OBJECTIVES

1.4.1 Research questions

The research aims to find answers to the following questions:

- What does the concepts of budget allocation, resource allocation and food security entail?
- How are pro-poor budgets developed for community food security projects?
- Who are the stakeholders involved in budgetary allocation of food security projects?
- What criterion is applied by GDARD for allocating food security project budget?
- What recommendations can be offered towards proper and adequate funding of community food security projects in ELM?

1.4.2 Research objectives

The objectives of this research are as follows:

- To define and provide a theoretical exposition of the concept: budget allocation, resource allocation and food security.
- To evaluate how pro-poor budgets are developed for community food security projects.
- To determine the stakeholders involved in budget allocation of food security.
- To identify and comprehend the criteria applied by the GDARD in allocating funds for food security projects in ELM.
- To offer recommendations towards proper and adequate funding of food security projects in ELM.

1.5 CENTRAL THEORETICAL STATEMENT

The following central theoretical statement has been formulated for the study:

Community food security projects play a vital role in enhancing food security and promoting pro-poor growth; hence proper and adequate funding can realise their intended goals and outcomes.

1.6 SIGNIFICANCE OF THE STUDY

It is important to determine available financial resources for the upcoming budget year before a budget can be established (Ryckman, 2017). Ryckman (2017) further states that “when developing budgetary allocations, all needs of the organization are taken into account and decisions are made where best to allocate available money”. Budgets are essential for ensuring effective service delivery. This research assesses the criteria applied to fund the food security programmes aimed to promote pro-poor living in Emfuleni Local Municipality. The research also seeks to understand whether the approach to budget allocation would improve implementation of community food security projects with available resources.

The significance of this study is to contribute data to academic debate expansion and support for both the institution and future students. The importance of this study is to understand the development of the budget allocation model for food security projects. The research also seeks to identify the criteria for funding food security programmes in order to enhance pro-poor growth at ELM. This study also serves as a tool for identifying the shortcomings and success of the funding system and the allocation of funds to food security programmes. The beneficiaries of the community food security projects are the poor and unemployed masses. This study therefore explored the impact that community food security projects have on them is explored. The results of the study can consequently be utilised to enlighten government’s policy decisions concerning the plight of the poor.

1.7 RESEARCH METHODOLOGY

At the centre of a research proposal lays the methods and procedures segment. Activities must be defined with as much detail as possible and the continuousness

between them should be clear (Wiersma, 1995: 409). The research utilised a qualitative method of research. Qualitative research allows a researcher to explore the benefits of a collaborative approach to budgeting processes since non-inclusive budget preparation could alienate members of the operations team (Van Roestel, 2016).

According to Denzin and Lincoln (2005:3) qualitative research uses an in-depth inquest to study a phenomenon in terms of meanings and understanding made by people. This research method allows the researcher understand phenomenon around them. Qualitative research allows the study to gain in depth knowledge or understanding of the phenomenon from its context or setting. In other words, the subjective view rather than the objective view is more preferable. A qualitative method is preferred because this study is concerned with understanding the criteria for funding food security programmes to enhance participation rather than explaining a phenomenon.

1.7.1 Literature review

The review of the literature offers the background and the context for the research problem. The literature review established the theoretical gap filled by the research and indicate that the writer is knowledgeable about the study focus. The literature review accomplishes several important things. It relates a study to the larger, on-going dialogue in the literature about the topic, filling in gaps and extending prior studies (Marshall and Rossman, 1989:37). The literature review also provides a framework for establishing the importance of the study, as well as a benchmark for comparing the results of a study with other finding. The literature study involving an analysis of secondary data such as books, journals and government reports was considered for this research. The legislations relating to public funding and budget allocation were analysed in order to understand the legislative framework for public budgeting process. The theoretical approaches, conceptual framework(s) contextual information relating to budget allocation, public funding of food security programmes and food security programmes were obtained from published books, relevant legislation, academic journal articles, research reports and the official reports issued by the GDARD. Previous research undertaken in related fields and other relevant documentation were consulted from the North-West University library and other South African tertiary institutions. Internet

sources will also be consulted to retrieve information regarding food security programmes, pro-poor and funding food security programmes.

Addressing food security involves broader understanding of the issue itself and incorporating elements such as availability, access, utilisation and stability; this can be achieved through the adoption of an agriculture-based agenda (Drimie and Ruysenaar, 2010:325). Some literature refer to food gardens as 'kitchen garden 'or 'household gardens', nonetheless Earl (2011:7) explained that these food gardens are regarded as gardens that yield vegetables and fruits for consumption.

Despite what they are called, food gardens play a pivotal role in resolving the food security crisis so much so that the Department of Agriculture established a special programme which aims to “establish short-term food programmes such as food gardens to augment food shortages in rural households and to sustain long-term food security for all” (Koch, 2011:16). The capacity of these food gardens to achieve their objective rests upon proper support from the department and commitment from the participants.

According to Earl (2011:72) most of the food gardens have been established by NGOs and civil society. Most of them encounter a number of difficulties such as: funding sources which can hamper the long-term success of such projects. These difficulties make it impossible for the projects to operate effectively and efficiently and this can be remedied through collaborative effort of NGOs, government and civil society. In recent years food gardens have been receiving recognition from policy makers and civil society alike as a contributor to economic development, food security and a poverty reduction strategy. The successes of such projects require active participation from all stakeholders.

The main issues concerning communities regarding achieving food security through community food gardens includes, but is not limited to, availability of resources (land, tools, finances) and government policies towards development. There is sufficient land for urban and peri-urban agriculture, hence the high prevalence of community food gardens instead of households food gardens. Most of the land is re-zoned for development resulting in competition between agricultural practises, residential use and commercial use of available land. Municipalities tend to reserve the land for commercial and residential use considering the higher income generated by such properties in

rates, levies and tariffs fees. As a result urban agriculture generally occurs in marginalised spaces and is often short-lived (Anon., 2015:36).

Increasing domestic agricultural production might be the valid strategy to promote food security in the SADC region where agriculture is still one of the leading contributors towards the Gross Domestic Product (GDP). More often than not, the reference to 'food security' is taken to identify the problem as essentially agricultural (De Klerk, Drimmie, Aliber, Mini, Mokoena, Randela, Modiselle, Vogel, de Swardt and Kristen 2004:3). Food security is no longer simply seen as a failure of agriculture to produce enough food nationally, instead it is seen as a failure of livelihoods to guarantee access to enough food at the household level (Deveruex and Maxwell, 2003:1). Hunger can constrain the country's ability to develop economically and can also cause social and political instability as in the case of Yemen.

In South Africa food, security has come to represent an indisputably significant priority of government and despite the country being considered self-sufficient regarding food production, food security continues to remain substantive developmental challenge (De Klerk, 2004:27). Approximately about 1.5 million South African children suffer from malnutrition, 14 million people are vulnerable to food insecurity and 43 % of households suffer from food related poverty (National Treasury, 2003). Due to the high number of people living in poverty and experiencing food insecurity, there has been increased emphasis from governments, international donors and researchers on identifying strategies emphasising pro-poor growth. The National Department of Agriculture, Forestry and Fisheries (DAFF) is the transferring agent for agriculture conditional grants while provincial departments are responsible for implementing and reporting to DAFF the spending of these grants.

Ferroni and Kanbur (1990:1) constructed a decision-making tool that 'permits the establishment of the opportunity cost in terms of allocating funds for poverty reduction strategies'. The tool entails a three-staged analysis: quantification of the impact of each dimension of the standard of living on the social valuation of the standards of living; quantification of the link between public expenditure and dimension of standards of living, essentially the measure of the cost effectiveness for incremental changes in outcomes; and an assessment of the proportion of public expenditure that reaches the poor. This approach to public expenditure would allow for possible assessment of the

relative cost-effectiveness of alternative allocations of public expenditure in improving the quality of the lives of the poor.

Sen (1999:48) indicated that analysis has important implications for the basis of resources allocation in the public sector. Although Sen recognises the importance of income and human development in improving the standards of living for the poor, and suggests that other dimensions of poverty alleviation such as security, social inclusion and empowerment may be equally important (Fozzard, 2001:19). All these considerations point to the key role of the budget process and its link to the political processes as the key determinants of whether or not resource allocation does actually address the concerns identified by the poor.

Financial management in the public sector has evolved from a centralised, controlled, prescribed and bureaucratic process that allowed little scope for managerial discretion (financial administration) to a modernised system that encourages effective, efficient and economic utilisation of available resources. Visser (2005:163) notes that the change has been brought about by the Public Finance Management Act (PFMA) of 1999 which enables accounting officers to manage and makes them more accountable to the use of resources at their disposal.

The renewed Public Financial Management was essential not only for the fulfilment of constitutional framework demands of post 1994 but also serves as a new approach to bring new national priorities and maximum utilisation of available resources towards their priorities. This places emphasis on efficient resource allocation, effective and economic service delivery (quality and value for money). The resource allocation process is designed to enable major investments in time, money or resources. This process will help to quickly deliver benefits in a short time frame driven by limited budgets (National Treasury, 2011:1).

Budgeting systems are crucial instruments for translating the priorities and strategic plans of a municipality into public services and goods. Effective planning, budgeting and financial management promotes effective and efficient service delivery. It is important to link budgeting to strategic management objectives as strategic planning is an integral component in the budgeting system in the public sector. In terms of the Municipal

System Act, a municipality must undertake developmentally-oriented planning so as to ensure:

- It strives to achieve the objective of local government set out in Section 152 of the constitution;
- Gives effect to its developmental duties as required by Section 153 of the constitution ; and
- Together with other state organs, contribute to the progressive realisation of the fundamental rights contained in Section 24-29 of the constitution.

Local government being the closest sphere of government to the people is required to properly plan to address issues raised by the constituencies. The plans must be aligned with budget allocation. The local government's equitable share is influenced by Section 214 of the constitution- which is to empower municipalities to provide basic services to the poor. Substantial resources are being made available to local government in the budget to provide for poverty relief. The country's available revenue is allocated vertically amongst the three spheres of government (national, provincial and local) and horizontally amongst the nine provinces. The provincial share is allocated to various departments. On average municipalities raise approximately 80 % of their revenue through: rates, levies and utility fees. However there is a large discrepancy between then revenue raising capacity of different municipalities (National Treasury: 2011:15). Emfuleni Local Municipality (ELM) was established in terms of Section 12 of the Municipal Structures Act (MSA) 117 of 1998, as a category B municipality with an Executive Mayoral System of local government (Gauteng, 2000:3). Category B municipality refers to a municipality that share executive and legislative authority in its area with a Category B (District) municipality within the area it falls. ELM's economy is declining which results in an increase in levels of unemployment and poverty.

1.7.2 Sampling

In order to ensure validity and reliability of the results the following sampling technique was utilised to select participants for the study. Nonprobability sampling technique was applied in the selection of the research participants. Purposive sampling was applied for the purpose of obtaining the sample for data collection. Purposive sampling is preferred

in this research as it allows the researcher to include the specific relevant participants instead of choosing the whole community when posing questions.

1.7.2.1 Inclusion criteria and sample size

The ELM comprises of different food security projects, namely: school-based food gardens, community food gardens and household food security projects. The researcher conducted interviews with all the beneficiaries of the selected established projects. For institutional interviews, the researcher interviewed the Extension Officer/ Manager who represented the GDARD in order to inform how community food security projects are funded. Semi-structured questionnaires were provided to the following persons, as they were deemed by the researcher to be experts on the topic:

- Extension officer: Gauteng Department of Agriculture and Rural Development Gauteng Department of Agriculture. The extension officer is responsible for the consolidation of the departmental budget allocation. The main duty of the extension officer is to bring coordination among the line managers to execute the budgets. It will be essential to interview the officer in order to understand the processes involved when allocation funds for food security projects especially with the community food garden projects.
- One representative from the six (6) selected community food security programmes in the ELM. The representative should be the leader of the project who has knowledge of the project. The community food gardens help to enhance food security and promote pro-poor growth among the poor households. Such projects will be those that receive funding from the GDARD as they are involved in the budget allocation process. The interviews are aimed to inquire about their experiences when requesting funds from the GDARD.

1.7.3 Data collection

Primary and secondary sources were consulted to gather information for the study. The following was used to collect data from participants for the study:

1.7.3.1 Questionnaires

According to the American Heritage Dictionary (2000) questionnaire is defined as a form containing a set of questions, especially significant number of subjects as a way of gathering information for survey. According to Brynard and Hanekom (2006:46) questionnaires can be used in place of interviews. It is important to supply respondents with standardised instructions on how to complete the questionnaire and to explain what is expected from them.

A semi-structured questionnaire (a set of pre-selected questions) with open-ended questions was utilised to gather information from the selected participants from community food security projects and the budget officer from the Gauteng Department of Agriculture and Rural Development. The feedback from participants formed part of data analysis and results of the study. The responses from the participants provided the researcher with a better understand the funding provided to food security programmes and how it provides pro-poor growth to the residents of Emfuleni Local Municipality. The study was conducted in such a way that it ensures fairness, is unbiased and in turn produces results that are reliable and valid. Data interpretation was fair to ensure that the study provided valid results which resulted in meeting its objectives and aim. The results will be presented in such a way that does not leave room for misinterpretation or the incomplete disclosure of findings.

An appointment was made with the Budget officer and the selected community food garden project beneficiaries. The participants were approached during their lunch time, to ensure no disruptions take place at their work place. The full details of the research and their roles (if they take part in the research) were explained to them. They were given a time frame of 24 hours to think of the pros and cons of partaking in the research before they can accept or reject the invitation to take part in the research.

1.7.4 Ethical considerations

Research ethics relates to what is right and wrong when conducting research. The right and wrong of scientific research should conform to generally accepted norms and values. The search for the truth is implicitly a type of moral contract that is not negotiable (Mouton, 2001:240). The researcher explained every detail of the research

clearly when inviting participants to participate in this research. The participants were informed that their involvement was purely voluntary and if at any point during the process they feel they need to quit they are welcome to do so. All participants were treated with respect and confidentiality when approached to partake in the research.

The risks anticipated in conducting this nature of research are, unwillingness to participate by the officials in question, due to their tight and busy schedules. Participants were asked to indicate their willingness to participate voluntarily by signing a written consent form. The purpose of the research, the participant's responsibilities and risks involved were explained to the participants. Boredom can be experienced when participating in research. The researcher aimed to minimise this risk by keeping questions short and straight to the point. Getting tired from all the reading and writing and strain from sitting may be expected, but the researcher aims to minimise this risk by letting the participants answer the questions at their convenience and comfort.

The researcher ensured that no participant was uncomfortable by pointing to them that they are free to excuse themselves from participating if they felt so. No promises were made to the participants, they understood that the research is purely for academic purposes and nothing will be given to them in return for their participation. Participants were also made aware that should they wish to see transcripts of the data when it has been analysed then it will be presented to them. No illegal or immoral activities occurred during the data collection process.

1.7.4.1 Permission and informed consent

The aim of the study was comprehensively communicated to the participants, as well as the expected consequences of partaking in this specific study. A consent letter was issued to all participants in order to ensure that they are aware and understood the undertakings of the research conducted. Permission and informed consent, both written and oral were obtained. The researcher also ensured that the participants understood what was expected from them and the full details of the research were explained. All ethical considerations were adhered to in order to ensure that participants were not coerced or felt pressured to take part if they did not wish to. A letter from a gate keeper

in the GDARD was obtained granting access to the researcher to conduct research at the department.

1.7.4.2 Anonymity and confidentiality

The researcher did not ask the participants for their names or personal details that would make it easy or possible for any parties to identify them. For anonymity, the researcher used the coding system to identify the participants. For example, the coding such as Project 1, Project 2, Project 3, Project 4, Project 5 and Project 6 was used to identify the participants. The name of the extension officer is not mentioned to ensure anonymity of the participants (extension officer). In terms of confidentiality, none of the participants were asked to provide their names or any personal details, so they can be free and honest when answering the questions. When reporting the findings, only the area of jurisdiction will be identified in order to describe the projects name leaders names. The participants were allowed to answer the questions at their own discretion and time.

1.8 PRELIMINARY CHAPTERS

The following chapters are outlined for the study:

Chapter One: Orientation, Background and problem statement

Chapter Two: Theoretical exposition of the concepts food security, community food projects, budget allocation and pro-poor funding

Chapter Three: An overview of the budget allocation processes and methods for funding community food security projects

Chapter Four: Research methodology and research results

Chapter Five: Findings, summary and recommendations

1.9 CONCLUSION

The chapter described the context of the study. The research problem was provided, despite the number of years since South Africa became democracy where poverty, unemployment and food security still remains challenges for most of the population.

Millions of people still experience poverty, food insecurity and lack of nutrition, despite such issues being top of most government policies. The efforts of community members, such as community food security projects are receiving recognition from communities and government alike for their ability to improve the lives of the poor. Government must therefore budget and allocate resources to community food gardens. The research problem has been provided, the motivation for the study. The intended research approach, design and methods are described, as well as the sample strategy to be used in order to achieve representativeness. This chapter also gives an orientation to the provisional chapter layout of the study. The chapters to follow will provide in-depth insight on each of the aspects outlined in this chapter.

CHAPTER TWO

THEORETICAL EXPOSITION OF THE CONCEPTS FOOD SECURITY, COMMUNITY FOOD SECURITY PROJECTS, BUDGET ALLOCATION AND PRO-POOR FUNDING

2.1 INTRODUCTION

This chapter deals with theoretical exposition of the concepts: food security, community food security projects and international perspectives of poverty reduction and food security projects. The provision of public services requires governments to be prepared and have adequate resources at their disposal. Therefore, institutions are required to set aside a huge amount of money in this regard. This setting aside of money requires institutions to have a proper functioning public finance system. To adhere to the principles of financial management, public institutions should draft and implement budget in which resources are allocated properly as per the needs of the public. Substantial resources are being made available to the local sphere of government to provide for poverty relief in order to improve the welfare of its constituencies, and to strengthen the local government system through skills development and capacity building.

Achieving adequate food security is arguably a necessary step towards a more general development objective of improved human well-being, along with the alleviation of poverty and achieving sustainable growth. Citizen participation has been widely pursued within local government; hence the establishment of community food security projects needs support from all stakeholders. Food security projects can be viewed as one of the effective poverty reduction strategies, which may require pro-poor funding. To comprehend pro-poor funding, one needs to understand resource allocation alongside budget allocation. This chapter seeks to explain the following concepts: food security and community food security projects. These concepts are interlinked, in that, achieving one, may lead to achieving the other. Most community food gardens fail because they do not have enough resources to sustain them. Public institutions provide funds to them and ensure that pro-poor funding is effective and people's quality of life is improved.

2.2 BACKGROUND OF POVERTY

Defining poverty is essential for academics, policy makers, authors and ideologists alike, as a consequence an array of explanations has proliferated. It is essential to provide this background because food security projects are ultimately formed and implemented to counter the effects of poverty and food security. Poverty and food insecurity usually exist at the same time or affect each other. Hence food gardens are seen as some of the effective poverty reduction strategies and measures of food security.

This chapter uses the terms poverty reduction, alleviation and pro-poor policies interchangeably. Arguably, pro-poor policies have a stronger redistributive implication (policies that are better for the poor than for the non-poor) than the other terms. Given the broader definitions of pro-poor, the following definitions of poverty are provided. On the other hand May (1998:3) defines poverty as the inability to attain a minimal standard of living, measured in terms of basic consumption needs or the income required for satisfying them. This definition correlates with the measurement of poverty employing the Minimum Living Level (MLL) as the accepted poverty datum line in South Africa.

On the other hand Duclos and Gregorie (1998:3) define poverty as the lack of resources, voice and power to obtain a diet and participate in the economy. This lack can lead to economic dependence and subjection to exploitation. Both definitions are important for the purpose of this study as they provide a multi-dimensional explanation of poverty. Literature on poverty acknowledges different theories of poverty. The following are the different types of poverty as identified in Bradshaw (2006:3):

- “Poverty caused by individual deficiencies.
- Poverty caused by cultural belief systems that support sub-cultures of poverty.
- Poverty caused by economic, political and social distortions or discrimination.
- Poverty caused by geographical disparities.
- Poverty caused by cumulative and cyclical interdependencies” (Bradshaw, 2006:3).

The various theories are divergent and each results in a different type of community development intervention strategy. Identifying which type of poverty a community is experiencing is important for government to identify the means to improve the lives of the poor.

Income remains at the core of poverty; this is evident from a report by the Rio Group (2006:15). The report suggests that “when people lack the income and other resources to obtain the conditions of life they resort to participate in the relationships and follow the customary behavior which is expected of them by virtue of their membership in society and they can be said to be in poverty” (Rio Group Report, 2006: 18). Human beings are not simply organisms requiring replacement of sources of physical energy. They are more than just customers of physical goods, but they are also producers of those goods and are furthermore expected to act out different roles in their various social associations (Rio Group Report, 2006: 18).

As stated in the Rio Group Report (2006:35), poverty lines “are the main means by which poverty is defined and measured”. According to this approach, a household or unit is considered and hence classified as poor if its income or expenditure is generally less than the value of a given poverty line associations (Rio Group Report: 2006, 18). Poor communities resort to food gardens as a means of fighting income poverty, food insecurity and creating income generation.

2.3 POVERTY REDUCTION AND FOOD SECURITY: INTERNATIONAL PERSPECTIVES

This section seeks to examine how countries such as China, Vietnam and Uganda have managed to significantly reduce poverty and food insecurity levels.

2.3.1 Poverty reduction strategies and food security in China

Provided below are some reasons for examining poverty reduction in China:

- Similar to South Africa, poverty is mainly concentrated in rural areas that have poor infrastructure, agricultural land, etc.
- Due to the fact that it is a highly populated country, progress translates into significant poverty reduction at a global level.
- The economic growth in the country has trickled down to the poor, thereby lifting over 500 million people out of poverty.

- It has managed to improve its key socio-economic indicators (especially in health and education).
- It has managed to grow its economy, at a rate of 8-9 % since the 1970s (Mbuli, 2008:96).

Remarkable annual economic growth levels of 8-9 % since the late 1970s, coupled with well designed and implemented poverty reduction programmes. The economic growth levels have allowed China to be able to uplift a total of about 402 million people out of poverty (World Bank, 2004). This came with a result of using the “international poverty line of \$1 per day- during the 1981-2003 periods” (World Bank, 2004).

The early rural reform delivered astonishing results in terms of poverty reduction, as well as agricultural production and rural industries (Wang, 1994:24). A strong growth in grain yields of 5.7 % annually accompanied by a sharp increase in agricultural procurement prices raised rural incomes by 15 % a year (Wang, 1994:24). The growth in agricultural production was “spectacular in some extremely poverty stricken regions, such as the Huanghuaihai region in Eastern Fujian” (Wang, 1994:24). By the mid-1980s, “rural economic growth appeared to lag again, predominantly in the revolutionary, minority and border regions. This translated into poverty reduction being relatively slower. Accordingly, these areas received special attention in the Seventh Five Year Development Plan (1981-1990)” (Wang *et al.*, 2004:11). This marked the beginning of China’s rural poverty alleviation initiatives.

The rural poverty reduction programs launched in the mid-1990s contained numerous role players, initiatives and financing networks. The National Council’s Leading Group for Poverty Reduction (LGPR) was then established in 1986 to offer consistency to the numerous poverty reduction initiatives. In 1994, the government introduced the ‘8-7 Plan’ (National Plan for Poverty Reduction), aspiring to lift the majority of the remaining 80 million poor above the government’s poverty line during the 7-year period (1994-2000). This plan was introduced with the purpose of creating more economic opportunities. The Chinese government launched a New Century Rural Poverty Alleviation Plan for 2001-2010. This plan targeted poor villages rather than poor countries. It emphasized the development of poor people’s essential assets in underprivileged neighbourhoods. It also promoted participatory poverty reduction approaches.

2.3.2 Poverty reduction strategies and food security in Vietnam

Vietnam was chosen for examination on the following basis as observed in Mbuli (2008:96).

Firstly, its poverty situation is “similar to that of South Africa, in terms of being mainly concentrated in rural areas that have poor infrastructure and agricultural land”. Secondly, it has managed to “overcome the negative effects of a war that lasted for 30 years by being able to achieve price stability and an annual economic growth rate of 7-8 % between 1993 and 2004”. Thirdly, “based on the growth observed it managed to reduce its poverty levels from 58.1 % in 1993 to 19.5 % in 2004” (Mbuli, 2008:96). Furthermore, it has managed to invest in other key developments that have benefited the poor (Mbuli, 2008:96).

The status quo of the Vietnamese economy was dire by the end of 1980-1988 period. Poor weather and poor incentives led to a miserable agricultural harvest in 1987. Regional food shortages caused real hardships in some areas. In the North, supply did not meet demand, leading to starvation in 21 provinces and cities in 1988. This affected 903 million people, who represented 39.7 % of farm households of which 3.6 million people were subject to severe starvation (Nguyen and Chu, 1996:98).

In order to remedy this situation the Sixth Party Congress in December 1986, the Vietnamese congress approved the *doi moi* (Renovation) programming which was an official promulgation of socio-economic policies that began in the early 1980s (Nguyen and Chu, 1996:98). During the 1990s, as a “result of reforms Vietnam turned into one of the fastest growing economies in the world; with an average GDP rate of between 7-8 % per annum during the 1993-2004 periods”. The poverty rate “dropped from 58.1 % in 1993 to 37.4 % in 1998, 28.9 % in 2002 and 19.5 % in 2004; while in the same year food poverty declined from 24.9 % to 15 %, 10.9 % and 7.4 %” (Nguyen and Chu, 1996:98). In 1996 the government established the National Targeted Program for Hunger Eradication, with the aim of coordinating poverty reduction actions and mobilizing more resources to fight against poverty. Moreover, there were other national targeted poverty alleviation programmes and development projects supported by international donors implemented in different regions, which also considered poverty reduction as one of their major goals (Vu, 2005:85).

2.3.3. Poverty reduction strategies and food security projects in Uganda

Uganda was chosen for examination on the following basis:

- Although it's a landlocked country, "its economy performed better than most countries in Sub-Saharan Africa; including South Africa. Long-term growth from 1982 to 1999 was 5 % per annum and this accelerated to 6.9 % per annum in the 1990s".
- As a result of this growth, Uganda has managed to "make a stern dent in its poverty levels. This is despite the fact it is situated in a region with the highest poverty incidence".
- Among other issues, "the country has managed to reduce its HIV infection rates by half".

In the same way that China and Vietnam, the two main forces behind Uganda's triumph in poverty reduction are economic growth (which has been attained through a series of economic and institutional reforms) and a wide range of poverty reduction programmes. When the National Resistance Movement (NRM) came into power in January 1986, it inherited an economy in shambles (Mbuli, 2008:129). "Faced with the severity of the economic crisis in May 1987, the NRM-led government (with the help of the World Bank, the International Monetary Fund and bilateral donors) embarked on the Economic Recovery Programme (ERP). From 1992-1997, Uganda reduced its poverty rate by 11.5 %. However, it reduced this by more than 10 % in only two years from 1997-1999". Similar to China and Vietnam, poverty has declined in both the rural and urban areas, although it appears that the urban residents benefited more than their rural counterparts.

Another interesting similarity between the East Asian economies and Uganda has to do with the fact that areas with better infrastructure have been more successful in reducing poverty (Mbuli, 2008:129).

2.3.4 Poverty reduction strategies in South Africa

According to Mbuli (2008:11) the ANC- led government is doing a "lot to curtail the incidence of poverty in the country". The government has various anti-poverty strategies in terms of the following:

- “measures that foster pro-poor economic growth;
- job creation measures;
- infrastructure programmes earmarked to address household consumption of basic needs;
- contributory and non-contributory social security measures; and
- asset building or redistribution measures” (Mbuli, 2008:129).

The government is faced with a limitation in terms of resources, which means that it may not be able to meet all of its citizens’ needs. Former President Thabo Mbeki in his speech said “Endemic and widespread poverty continues to disfigure the face of our country. It will always be impossible for us to say that we have fully restored the dignity of all people as long as this situation persists. For this reason, 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” (President Thabo Mbeki, 2004). The remarks reflect the government’s cognizance and urgency to eradicate poverty in all its forms and in turn provide better lives for the citizens of this country.

The government alone cannot solve the socio-economic or development issues, other stakeholders and actors need to come to the party and help in eradicating poverty and ending hunger. “No political democracy can survive and flourish if the majority of its people remain in poverty, without land, without their basic needs being met and without tangible prospects for a better life” (African National Congress, 1994:5). “Attacking poverty and deprivation will therefore be the first priority of the democratic government” (African National Congress, 1994:5).

Given the aforementioned, the need for poverty alleviation or eradication cannot be overemphasized. Specifically in South Africa where it has been enshrined in the Constitution that every citizen has a basic right to life and the means that are necessary and appropriate for the proper development of it. If South Africa is to achieve and sustain the growth rate that has been envisaged in the Accelerated and Shared Growth South Africa (ASGISA) policy document, it is essential to empower the poor with the means that will improve their lives and enable them to participate meaningfully in the economy (Mbuli, 2008:131).

2.4 FOOD SECURITY

The concept of food security is complex and one that can be explained in various ways; consequently the two definitions reflect this diversity. Food security is defined as:

“...physical, social and economic access to sufficient, safe and nutritious food by all people at all times to meet their dietary and food preferences for an active and healthy life” (IFSSA, 2001).

“...where every person has access to sufficient food to sustain a healthy and productive life, where malnutrition is absent, and where food originates from efficient, effective and low-cost food systems that are compatible with sustainable use of natural resources.” (IFPRI, 2010). It is important to note from the two outlined definitions of food security that they both echo inclusiveness, health and dietary needs. According to Siyakhana Initiative (2015:1) report between the years 2007 and 2030, African population will double affecting a number of variables: food security, employment, livelihoods, export earnings and economic development. Approximately 80 % of all urban populations are in developing countries. Currently the fastest population growth is observed amongst the urban poor who are often living in informal settlements on the urban fringe. Linked to the rapid growth among the urban poor is the increased prevalence of food insecurity. Two-thirds of Gauteng’s urban population is food insecure and vulnerable to malnutrition, with the marginalized urban poor severely affected.

Achieving food security requires that the aggregate availability of physical supplies of food is sufficient, that households have adequate access to those food supplies through their own production, the market or through other sources, and the utilisation of these food supplies is appropriate to meet the specific dietary needs of individuals [USAID, 1995 as cited in (Riely, Mock, Cogill, Bailiy and Kenefick 1999:2)].

2.4.1 Dimensions of food security

The FAO Food Security Programme (2008) conceptualizes the four dimensions of food security. The four dimensions form a background for most analysis of food security. For food security objectives to be realised, all four of these food security dimensions must be fulfilled simultaneously. The four dimensions include availability, access, utilization and stability.

2.4.1.1 Availability

Food availability addresses 'supply side' of food security and is determined by levels of food productions, stock levels and net trade. Food availability relates to the supply of food through production, distribution and exchange. Food production is determined by a variety of factors including land ownership and use, crop selection, breeding and management, livestock breeding and management and harvesting. Food distribution involves the storage, processing, transport, packaging and marketing of food. The exchange of food requires efficient trading systems and market institutions, which can have an impact on food security (Gregory, Rodrick and Brklacich 2005: 2144).

2.4.1.2 Access

Food access refers to people's economic ability to access food as well as their ability to overcome barriers that stem from physical remoteness, social marginalisation or discrimination on the basis of their social standing. Food access refers to the affordability and allocation of food, as well as the preferences of individuals and households (Gregory *et al.*, 2005:2145). The UN Committee on Economic, Social and Cultural Rights noted that the cause of hunger is often not scarcity of food but the inability to access available food, usually this is brought about by poverty. Access depends on whether the household has enough income to purchase food at prevailing prices or has adequate land and other resources to grow its own food. Garrett and Ruel (1999) state that a household's access to enough food may not assure adequate food intake of all members, as intra-household food allocation may not adequately meet the requirements of each member of the household.

2.4.1.3 Utilisation

Utilisation is commonly understood as the way the body makes the most of various nutrients in the food. Sufficient and nutrient intake by individuals is the result of good care and feeding practices, food preparation, and diversity of the diet and intra-household distribution of food. Combined with good biological utilisation of food consumed, this determines the nutritional status of individuals. In order to achieve food security, the food ingested must be safe and must be enough to meet the physiological requirements of each individual (Gregory *et al.*, 2005). Access to healthcare is another

determinant of food utilization, since the health of individuals controls how the food is metabolized. Sanitation and education about food preparation can affect food utilization and improve this pillar of food security (FAO, 1997).

2.4.1.4 Resilience/Stability

Even if your intake is adequate today you are still considered to be food insecure if you have inadequate access to food on a periodic basis, risking a deterioration of your nutritional status. Adverse weather conditions, political instability, or economic factors (unemployment, rising food prices) may have an impact on your food security status. (FAO, 2008). At the food production level food availability can be decreased by many factors including natural diseases and drought, which will result in crop failure (FAO, 1997). Seasonal food insecurity can result from the regular pattern of growing seasons in food production.

2.5 Status of food security in South Africa

Since 1994 South Africa has seen a multiplicity of national policy imperatives and targets for reducing poverty, food insecurity and redressing inequity. These include the several national economic and development policy frameworks. Reconstruction and Development Programme (RDP) identified food security as a basic human need and a critical policy objective. Along with the RDP came the National Growth and Development Strategy (NGDS) and the Growth, Employment and Redistribution strategy (GEAR), the anti-poverty strategies such as the Poverty Alleviation Fund and the general move towards developmental welfare.

This is also patent in the National Development Plan (NDP 2030) which was introduced in 2012 also through the launch of the Sustainable Development Goals (SDGs). The SDGs are the nation's main reference for development policies and programmes. They are interlinked, calling for new combinations in the way policies, programmes, partnerships and investments are put together to achieve common goals. The South African Cabinet introduced the national Integrated Food Security Strategy (IFSS) to manage and coordinate food security programmes. These programmes are faced with a variety of challenges that require a multi-dimensional approach.

Some of these challenges include: globalization, climate change, trading agreements, food storage and distribution. The government believed that by developing a food security policy, it will assist, define and measure food security; provide a framework for different strategies and programmes; and to provide/create a podium to understand international obligation towards limitations and parameters (Department of Agriculture, 2011:1).

The Integrated Food Security Strategy (IFSS) has been considered a failure mainly due to the fact that food insecurity remains a pressing matter along with the fact that very little progress was made in realizing the first Millennium Development Goal (MDG 1). Objectives remain laudable, the main reasons for this failure include the lack of real integration of policies and programmes across various ministries and the lack of effective implementation. However, food security has been made a national policy priority across all government spheres and also reflected in the fiscal contribution (for the food security programmes) (NDA: 2013, 52).

High levels of unemployment along with the number of 'working poor' makes achieving food security a challenge that government and civil society organisations alike are prioritising. Income security is equally important in reducing poverty and addressing food insecurity. Beneficiaries of food security projects are able to create enough food production to sustain not only their families but their communities as well. This can be achieved by selling of the produce for an income and keeping the produces for household consumption. According to Statistics South Africa (2006) as cited in Earl (2011:30) food insecurity is not an exceptional, short-term event but rather a continuous threat for more than a third of the population.

Factors influencing household food insecurity include "access to land; livestock ownership; food garden availability; safe, accessible water supply; climatic conditions; access to food shops; access to alternative food supplier and income to buy food" Earl (2011:30). The 2030 Agenda's commitment to end poverty and hunger can become a reality. The interconnectedness of goals means that all actors must partner and share knowledge. To end poverty and hunger, while responding to climate changes and sustaining national resources, food and agriculture lies at the heart of the Agenda 2030 for sustainable development (Simon, 2012:3).

The National Development Plan (NDP) has however come under criticism that it cannot lead to a future of no poverty, significant reductions in inequality or a society that has 94 per cent employment rate by 2030. It is argued that by simply acknowledging but not transforming existing power relations, it provides no “game changers” failing to imagine what it might be. It provides targets to be reached, however there is no clear indications regarding which departments are in charge of facilitating what and to what extent, no clear specifications of who will do what by when and which resources are to be utilised in this regard.

Food security challenges in South Africa according to IFSS (2002:24) include:

- Inadequate safety nets.
- Weak support networks and Disaster Management systems.
- Inadequate and unstable household food production.
- Lack of purchasing power.
- Poor nutritional status.

According to IFSS (2002:5) South Africa in addressing food security is faced with the following challenges:

- To ensure that enough food is available to all, now and in the future.
- To match incomes of people to food prices in order to ensure access to sufficient food for every citizen.
- To possess adequate and relevant information to ensure analysis, communication, monitoring, evaluation and reporting on the impact of food security programmes on the target population.

These are some of the challenges faced by the government in addressing food security in the country. Addressing food insecurity would involve a comprehensive understanding of the issue and addressing it through the elements of availability, access, utilisation and stability; which would only be achieved by an agriculture-based agenda (Drimie and Ruysenaar, 2010: 325). To reiterate as a “cross-cutting” agenda, food security strategies require the involvement of numerous stakeholders, including the various government departments. As envisaged by the IFSS, “joined-up” government-must be seen in a financial context where the fiscal control and oversight of the National

Treasury have to be adhered to. These arrangements do not easily allow for a “blurring of funds” to be used in joint projects (Drimie and Ruysenaar, 2010: 327).

2.6 MEASURING FOOD SECURITY

Measuring household food security is a complex task. However the task must be undertaken for the success of food security intervention and poverty reduction in South Africa. Although South Africa as a country is food secure, evidence suggest that a large number of households are food insecure. This is due to the lack of good quality data along with the lack of an accepted measure of food security in the country. According to the National Development Agency (2013:7) the national instruments used to measure the dimensions of food security include the following:

- *October Household Survey* which was implemented annually between 1994 and 1999. It included a question on the ability of the household to feed children as an assessment of food insecurity.
- *National Food Consumption Survey (NFCS)* which was conducted twice in 1999 and 2005 with the focus being households with children between the ages of 1 and 9 years.
- *Food Insecurity Vulnerability Information and Mapping System (FIVIMS)* which is a regional study conducted in 2005 in selected areas (Mpumalanga and Limpopo) measured hunger in households.
- *General Household Survey (GHS)*, a large national study which asks questions and focus on hunger over time.
- *Income and expenditure Survey (IES)*: explores the extent of poor households' expenditure on food.
- *The Integrated Food Security Strategy (IFSS)* which uses (d) adequacy of daily energy intake based on World Health Organisation (WHO) as the best direct measure of food insecurity.
- *The South African Medical Research Council (MRC)*: that measures food insecurity in relation to undernourishment. The MRC classifies someone as food insecure if they receive less than R221 per person based on the 2000 prices (NDA, 2013:8).

The South African government has undertaken various measures to measure the impact and extend of food insecurity over the past two decades. This is a critical step in addressing poverty, food insecurity and achieving food security for the masses. A strong call for the establishment of a common household food security target has been made. The motivation being that it will enable more effective policy response and will ensure efficiency in fiscal spending in relation to food security interventions.

2.7 CONQUERING FOOD SECURITY AND POVERTY REDUCTION THROUGH AGRICULTURE

Agriculture has a considerable impact on rural-urban areas' ability to reduce poverty while promoting food security, it also plays an important economic role. The National Department of Agriculture (NDA), is committed to reducing poverty and to broadening access to agriculture through its socio-economic development initiatives. As a result, the South African government reprioritised public spending to focus on improving the food security conditions of historically disadvantaged groups.

The new focus resulted in increased spending on social programmes, including community food garden initiatives like Lwantsha Tlala Project in Sedibeng District Municipality (SAGI, 2006:1). Each poverty-reduction strategy and food security intervention requires some sort of government assistance (some may require training and others financial resources). According to a report by the NDA (2013:25) an estimated 2, 5 to 3 million people are engaged in smallholder agriculture. Stats SA (2012) indicated that in 2011 almost 23 per cent of South African households were involved in agricultural production activities and about 9 per cent of these households created backyards gardens. These numbers have increased significantly over the past few years. However, quality extension support has been identified as seriously lacking along with financial support.

2.7.1 Agriculture in Gauteng Province

According to Bengwi (2009:13) Gauteng province is one of the major African centers, classified as the fourths largest economy on the continent and accounting for approximately 40 per cent of the country's GDP. In understanding food security in the

province one needs to understand the influences of the processes of urban policy and urban planning.

It was expected for the urban population to rapidly increase by 2015 (Stats SA, 2010:4). With such increases in urban population it is pertinent to understand the current food security status in the province and how urban agriculture, food gardens and sustainable development can present a solution for the challenges we face.

One of the key policy interventions of the Gauteng government is to promote food security and alleviate poverty. A functional and sustainable food system is one which creates jobs and stimulates the economy whilst ensuring food security for all. The Gauteng Department of Agriculture, Conservation and Environment (GDACE) launched a home stead food security community garden programme in 1996 in response to the identified need for urban food security and poverty alleviation. This is just one example of the government's efforts to fight poverty and improve food insecurity in the country. Food security programmes/projects have the potential, if successful, to contribute to job creation in the region while boosting the local economy (Gauteng Department of Economic Development).

2.7.2 Community food gardens

In an attempt to reduce poverty and enhance food security in the country, many people have resorted to alternative food security projects such as community food gardens. Before one can get into how food gardens came to be viewed as food security projects and poverty-reduction strategies, an understanding of what is meant by food gardens is crucial. Food gardens are gardens that produce vegetable and fruits which can be consumed. Earl (2011:7) brings to light the fact that in some literature they are referred to as 'kitchen gardens' or 'homestead gardens'. In South Africa, land remains an issue therefore community food gardens provide opportunities for people who do not have space to benefit from food gardens.

The Department of Agriculture established special programmes for food security which aims to 'establish short-term food programmes such as food gardens to augment food security for all' (Koch, 2011:16). In order for the poor to fight against food insecurity and

in the long run poverty, alternative means of food security have to be invented or those that exist be improved (financed and monitored). The South African government, in 1994, identified food security as a top priority and has increased spending on social programmes. Community food garden initiatives were introduced as one of the ways to improve household food security (Van Zyl, 2007:44).

In 2000 a National strategy was formulated, which highlights some of the key challenges of achieving food security in the country. These challenges include ensuring enough food is available now and in the future, matching income to prices in order to ensure access to sufficient food for all, empowering citizens to make optimal choices for nutritious and safe food and ensuring adequate social safety nets and food emergency systems (Earl, 2011:29). Community food gardens are increasingly getting recognition from policy makers and civil society alike as an important contributor on several fronts economic development, food security, income generation and as poverty reduction strategies. These community food gardens require the commitment and leadership from civil society and government.

They require active participation by all stakeholders and actors. The 1996 White Paper on Agriculture recognizes its potential contribution to food security. Among the provinces Gauteng has been the only one that the Provincial Department of Agriculture, Conservation, Environment and Land Affairs (DACELA) appear to have devoted significant funding towards. The department's sub-directorate of Household Food Security and Poverty Alleviation manages about 60 urban agriculture projects, of which about one thirds have been outsourced to NGOs.

Over a maximum of 3 years, support in the form of extension services is provided either by the department or by NGOs and funding for some in some implementations and annual inputs. According to Earl (2011:72) most food garden programmes are established by NGOs and civil society. A variety of factors such as problems with funding sources can hamper the long-term success of such projects. Without funds, the supply of seeds, tools and skills cannot be provided to these projects, which in turn would make it difficult for them to effectively and efficiently operate and meet their desired outcomes. Project implementation can be done in collaboration with NGOs and civil society groups already involved with such projects.

According to the Stats SA (2012) the 2011 General Household Survey (GHS) shows that about 90 per cent of households created backyard gardens, of which 84 per cent reported that their motivation was to attempt to secure additional sources of food. Despite various constraints in small-scale agriculture, this sub-sector plays an important role in providing supplementary food sources for many households. Abdu-Raheem and Worth (2011:93) stated that small holder agriculture is a major tool for creating employment, for human welfare, political stability and ensuring food security. Small holder agriculture constitutes over 40 per cent of the total household income in rural areas.

2.8 CONCLUSION

The fact that food security has been one of the top priorities of so many governments means that policies have been formulated to enhance food security. This chapter provided background of food security: its dimensions were discussed, measurement and the status of food security in South Africa. The discussion laid bare an understanding of food security and how much more needs to be done to achieve it. Agriculture was presented as means of conquering food emphasizing on the role played by community food gardens in enhancing food security. Government needs to set aside funds for poverty alleviation, food security and to better the lives of the poor and these resources need to be utilized in an effective and efficient manner. Public expenditure and pro-poor funding were also discussed in an attempt to ensure that funding and expenditure reaches those in need, namely the poor.

CHAPTER THREE

AN OVERVIEW OF THE BUDGET ALLOCATION PROCESSES AND METHODS FOR FUNDING COMMUNITY FOOD SECURITY PROJECTS

3.1 INTRODUCTION

Local government being the closest sphere of government to the people has a crucial role to play in service delivery and ensuring that the mandate of government of achieving a developmental state is realized. If it fails to provide services and enhance the well-being of the citizens, then it runs a risk of not meeting its goals and objectives as stipulated in its constitutional mandate. Resource allocations always play a significant role in service provision, particularly budget allocation. Funds need to be allocated in such a way that it covers the needs of the people and supports pro-poor interventions. The poverty reduction strategy being discussed here is the food security projects in the form of community food gardens. These gardens often fail to achieve their objectives as they lack resources to support them, hence budgeting for projects is important in ensuring proper allocation of funds.

The unique advantage of local government finance is that decisions can be made alongside the citizens ensuring that they respond to the preferences and needs of the majority of the community members. Public participation in local fiscal decisions and their implementations are crucial to improving allocation of resources and to increasing responsiveness to the needs of the citizens Ashah (2007:17). Proper implementation of local government programmes should contribute to the well-being of the citizens and ensure fiscal sustainability of the operations and local economy. Local fiscal administration is one of the fields that need a more in-depth look by academic and policy makers alike. This chapter looks at poverty reduction strategies and the budgeting thereof. It is important to discuss poverty reduction strategies that are prevalent in South Africa as a means of poverty reduction and that of enhancing food security.

3.2 RESOURCE ALLOCATION

Decisions on how to allocate resources need to be made but questions like how, where and when should be addressed. Resource decisions in government seem more urgent due to the uncertainty in the economy and the fact that most resources needed by government for the provision of services are scarce (specifically financial resources). What is prudent in resource allocation decisions is a systematic approach. The resource allocation process enables government officials to make informed decisions which will effectively, efficiently and economically assist in utilisation of available resources. The process aligns resources at the disposal of government institutions to the mission, vision, objectives, goals and plans (Rogers, 2009:1).

According to SPII (2013:10) the effectiveness of the State's ability to address poverty and food security is dependent on the resources available to realize socio-economic well-being for all. Tracking state allocation of funds, along with maximum utilisation of the allocated funds by departments at all spheres is important to promote pro-poor spending. Therefore, the budget utilisation data from all spheres over a five-year period will assist in assessing resource allocation. It will also help in analyzing budget processes to ascertain how much was available and how much was allocated to each priority area. Many institutions allocate resources on the basis of priority.

The abundance of legislative frameworks governing the local government serves as a control measure in ensuring increased service delivery while allocating available (scarce) resources effectively, efficiently and economically. This will go a long way in ensuring that municipalities meet their constitutional mandate, provision of service delivery, enhancing development and improving the quality of lives for all (Imuezerua, 2014:128). Municipalities must manage their administration, planning and budgeting processes in such a way that they cater for everyone's needs within their communities. The Intergovernmental Fiscal Relations Act (Act no. 97 of 1997) refers to the equitable distribution of revenue among the three spheres of government as it is reflected in the annual Division of Revenue Act (Act no. 4 of 2010) which allocates funds among the three spheres of government (Budget Analysis Manual, 2011:35). The Division of Revenue Act provides for the "equitable division of revenue raised nationally amongst the three spheres of government for each financial year.

However, on average municipalities raise about 80 % of their revenue through rates, levies and utility fees. There is however a large discrepancy between the revenue raising capacity of different municipalities. The allocation of revenue is driven by various factors, including geographic areas, spheres of government and financial capacities of the institutions or agencies in question (SPII, 2013:15). An undertaking of a project involves considerable personnel, equipment and dedication towards well-defined objectives. It usually emerges from a need within an organisation or by a customer request (community needs). The time and resources estimates provide the duration constraints for each activity as well as temporal constraints between activities that are connected by procedure relationships (Selaru, 2012:274).

In previous media briefing following the presentation of the NDP to parliament in 2012, Trevor Manuel had alluded to the fact that additional resources would not solve the key problems such as poor education. The question that arises is what then is the solution? Is it a matter of underfunding or under expenditure? Is it a case of government failing to efficiently and equitably distribute resources to areas with the greatest need and to the most marginalized members of society? By looking at public spending and budget flows in both national and provincial levels, it is necessary and crucial to determine whether sufficient resources are essentially allocated to meet socio-economic needs of the majority of South Africans (SPII, 2013:12).

What remains at the core of the problems facing South Africa's development goes far beyond what we see at the surface. The South African government should invest more time and funds into the local sphere as much as it does to the other two spheres. From a South African citizen perspective, it seems municipalities lack capacity to render most services and this along with a lack of plan alignment seems to be hindering the radical transformation which the country seeks to achieve. Aligning government plans with available funds is important for proper utilisation of financial resources, projects and programmes will continue to fail if they are not properly aligned with financial management. It is well documented that financial resources are scarce; hence local municipalities need to prioritise their goals and targets to ensure sustainable development.

3.2.1 The basis of resource allocation

The basic problem of budgeting is one that is multidimensional and therefore needs to be addressed simultaneously from the various perspectives. Below are principles that have been identified for decision-making with regards to the allocation of public resources and the techniques developed to facilitate their application:

- One approach focuses on the comparative advantage of the state in the economy, identifying the underlying rationale for public interventions through an analysis of the conditions of supply and demand of public services and goods; and
- Another is seeking to prioritise alternative applications of public funds by applying the principle of marginal utility using measures of cost effectiveness (Fozzard, 2001:5)

The basic budgeting problem can be viewed as one of resource distribution in tackling poverty and social concerns. These principles along with analytical techniques are complementary and therefore a sound technical resource allocation process decision making would apply to them all (Fozzard, 2001:6). Analysis of the impact of public spending on poverty and equity usually rested on the assumption that poverty can be characterized and measured as a function of household income, or consumption as a surrogate of income. In such cases where poverty is defined as a function of income, priority should be given to those interventions that generate the greatest increase in the income of the poor. Ultimately, policy makers have to determine how much public spending should be allocated for the purposes of redistribution and how these resources should be distributed within the greater society.

3.2.2 Approaches to resource allocation

Fozzard (2001:9) suggests that although principles and techniques of resource allocation have been outlined, this does not necessarily provide a solution to the basic budgeting problem. Fozzard goes further to state that resources are allocated through a decision-making process involving diverse institutions with each holding and representing discrete interests. Interactions between these institutions are important in

determining resource allocation outcomes. Alternative approaches have sought to understand how the budget process actually works.

One of the most influential of these is that of the incrementalists for whom institutional role-playing was seen as determining the behavior of decision-makers while the economic theory has been applied to the budget process, focusing on the way in which the interaction of self-interest. The positivists' approaches have also been influenced by the design of budget systems, more so those institutional reforms associated with the new public management. These approaches provide information insights for decision-makers and those seeking to influence resource allocation outcomes (Fozzard, 2001: 23). According to the National Treasury (2016:9) resource allocation will be structured in terms of the following "windows" or opportunities to shift or augment allocations:

- ***Adjustment in 2015/16***

During the 2015/16 there has been very little scope to allocate resources in the adjustments budget, and in some cases departmental appropriations could be reduced to finance shortfalls arising from the public sector wage agreement.

- ***Realignment of 2016/17 baselines***

Reconsideration of the 2016/17 baselines by departments as contained in the allocation letters issued the previous year. In light of the outcomes of the previous fiscal year and in relation to emerging cost pressures, this realignment of baseline that seeks to achieve better correspondence between resources and policy objectives.

- ***Reprioritization within the 2017/18 baseline and 2018/19 planning baseline***

Treasury budget will assist departments to reprioritize resources in the outer years of the framework, to better achieve correspondence between resources and policy objectives. To give a stronger focus to reprioritization, departments must seek to identify resources amounting to 3 per cent and 5 per cent of their baselines in the two outer years of the framework respectively.

- ***Augmentation window for new allocations beginning in 2017/2018***

Available resources for new programmes from 2017/18 onward will be allocated on the basis of proposals submitted by executive authorities during the course of the 2016 budget process (National Treasury, 2016:9).

3.3 PRO-POOR FUNDING

Jerome *et al.* (2008:265) highlights that there are two types of definitions when defining pro-poor growth, one is *relative* and the other *absolute*. The *relative* definition involves a comparison of changes in the income of the poor and non-poor sectors of the population. Growth and/or development are pro-poor when ‘the distributional shifts accompanying growth or development favour the poor’. On the other hand, the *absolute* definition identifies growth as pro-poor if any specific measure of poverty reflects that poor people benefit in absolute terms. Both these definitions will be considered, as poverty reduction strategies may encompass any one of them. However, it is important to note that the World Bank has also attempted various definitions with different policy implications.

The allocation of government expenditure has been considered a key mechanism for governments to reduce poverty and promote growth. Since the 1990s, donors have consistently encouraged increased Pro-poor spending as a condition for their support to heavily indebted countries debt relief and the implementation of national poverty reduction strategies (Carter, 2015:1). Pro-poor growth has proven to be the most effective poverty reduction strategy across various settings. Significantly, one looks at the long-term relationship between economic growth and the poverty reduction rate in most developing countries including South Africa.

The most important goal for the developmental effort has become poverty reduction, which can be achieved by economic growth. Pro-poor growth is therefore concerned with the interrelation between three elements; growth, poverty and inequality. Pro-poor growth may be referred to as growth that benefits the poor and provides them with opportunities to improve their economic situation, as often cited by international agencies United Nations (2000) and OECD (2001). The government of South Africa has placed emphasis on “developmental local government” to increase the role of government agencies in promoting growth and development, thus entrenching an essentially Pro-poor policy focus. In this regard, the main responsibility of municipalities is to work together with local communities to find sustainable ways to meet their needs and to improve the quality of their lives (RSA, 1998).

Pro-poor development is encouraged through a range of policies and legislative framework. At the fore-front of these are the 1994 RDP, the 1998 Local Government White Paper and the 2000 Municipal Systems Act. National budgets have often had poverty reduction as an implied explicit objective since the late 1990s, hence concept of pro-poor budgeting came into the mix. Poverty eradication remains a major objective, even as the world implements the Sustainable Development Agenda (Carter, 2015). National budgets being essence of resource allocation, need to be Pro-poor oriented. Much of the Pro-poor narratives were scripted in the early 2003 when the concept was still new. Spending is only one element in assessing how the needs of those facing poverty can be considered in the broader budgeting process.

The achievement of SDG's is dependent on rapid and sustainable growth in developing countries. While most poverty reduction strategies do acknowledge the importance of growth, many can be improved if a clear analysis of the sources of growth is made and the link between growth and poverty reduction made. Growth alone is not enough to ensure acceptable increases in the incomes and capabilities of the poor, hence pro-poor growth. According to Klasen (2007) growth is Pro-poor if it brings reduction in poverty. From the policy perspective it is important to define pro-poor growth as growth that minimizes the income gains of the poor and thus accelerates progress towards reducing poverty. Therefore pro-poor strategies and policies are formulated to help reduce poverty and promote growth for the poor.

The following six components should be considered when assessing the orientation of a budgeting pro-poor process:

- *Alignment with the stated national poverty reduction strategy/priorities:* when assessing the pro-poor orientation of a budget, it is important to assess the extent to which budget allocation/appropriations are consistent with stated national poverty reduction strategies.
- *Revenue generation strategies:* revenue generation is an integral component of any national budget.
- A pro-poor budget must therefore ensure that revenue measures (especially tax) place less fiscal burden on the lower-income individuals.

- *Prudent debt management:* budget deficits are a common element of most national budgets, even though debt plays a role in exacerbating poverty by taking up resources that could otherwise go towards poverty reduction or social welfare. Pro-poor budget must ensure debt sustainability and utilisation of borrowed funds while demonstrating clear returns to investment.
- *Clear pro-poor spending/budget lines:* a pro-poor budget should have clear budget lines/programmes aimed at boosting the welfare of the poorest and protect them from food insecurity and economic shocks.
- *Poverty-reducing expenditure outcomes:* budgets often have sections detailing performance in the preceding fiscal year and expenditure outcomes provide insight into the results of the budget programmes aimed at reducing poverty. In assessing pro-poor orientation of a budget, it is worth considering the poverty reduction outcomes of related expenditure (Development Initiatives, 2016).

Assessing these components in detail is a task which requires elements or frameworks to provide a summary of the pro-poor orientation of the country's budget. According to Simon (2012:7) expenditure calls in the 1990s tended to focus on progressive spending that reached the poor, in order to redress the previous decades exclusive focus on economic growth and its associated rise in marginalization of the poor. Public expenditure composition is the core of politics, political economists have argued that the basis for expenditure decision, the principles that should determine the allocation of resources is subordinate to the process by which expenditure allocations are made (Fozzard, 2001) as cited in (Simon, 2012:7).

Considering pro-poor spending, there is plenty of evidence that spending on the basis of social services (health, nutrition, and education) and social protection can be progressive and reach the poor. Empirical evidence by authors such as Alexander (2015); Simon (2012) as cited in (Carter, 2015:32) links spending on social services to better economic outcomes for the poor. This is evidenced by the fact that boosting social sector spending by about 1 percent of GDP is associated with about 0.5% decline in the poverty rate. Investment in health systems provides a fundamental human right and is central to poverty reduction and pro-poor economic growth (OECD, 2003:16).

The Scaling up Nutrition Movement sets out evidence for why investing in improved nutrition offers exceptionally high developmental returns (Scaling up Nutrition Movement, 2011). The annual editions of UNESCO Education for All (EFA) Global Monitoring Report suggests that providing human capital to the poor, particularly in the form of primary education is one example of pro-poor expenditure.

3.3.1 Pro-poor expenditure

Hausman *et al.* (2004) as cited in Simon (2012:6) in stated that broader pro-poor growth agenda looks at both the direct and indirect impacts of spending on poverty reduction increases the complexity of monitoring and evaluation. It places more emphasis on the country context and opens the door to a large and contested debate about the driver of growth, perhaps best exemplified by the popularity of 'binding constraints analysis' developed by Hausman *et al.* (2004) which has been used by many governments to analyse the country-specific constraints to growth. This requires a different approach to the evaluation of the pro-poor agenda, one that recognizes the country context and takes a long-term perspective.

One can argue that growth offers the potential to reduce poverty. Dollar and Kraay (2001) argue that even if the objective is to alleviate poverty rather than promoting growth, the right direction to take would be to focus on factors that are conducive to growth. Few existing studies on the direct relationship between aid flow and poverty have adopted a standard across-country growth regressive approach, and replaced growth with an indicator of poverty as the dependent variable. However, as aid directly finances government expenditure, concentrating on public expenditures directed towards the poor offers a more explicit transmission mechanism for the effect of aid (Gomanee *et al.*, 2003:3). A large amount of aid support for government spending is intended to reduce poverty or at least improve the welfare of the poor. Enhancing the impact of national budget spending on pro-poor growth can be achieved through:

- *Incorporating a focus on inclusive growth*

According to Alexander (2015) an inclusive focus may require policy reforms to address exclusionary institutions alongside financial investments. This requires inclusive participation of all in the various economic sectors.

- *Helping the chronically poor, stopping impoverishment and sustaining poverty escapes*

Understanding that people may move in and out of poverty due to various circumstances, this has led the Chronic Poverty Research Centre to call for financing for social assistance and ‘pro-poor’ economic growth (Chronic Poverty Advisory Network, 2014).

- *Refining the application of priority sectors and targets*

This has proven useful in assisting to focus debate and lobby for resources.

- *Improving the transparency and accountability of public financial management*

National budgets can be improved by strengthening oversight of the budget process and enhancing participation by beneficiaries.

- *Strengthening analytical tools for allocating resources*

This includes: assessing the alignment of the budget with a country’s growth and poverty reduction strategy; understanding trade-offs and interrelationships between allocations; modeling the macroeconomic impact of alternative policy investment choices; and understanding how public expenditure is consistent with a structural transformation of the economy that overcomes binding constraints to growth (Carter, 2015:2).

3.4 BUDGET ALLOCATION AND FINANCIAL MANAGEMENT

At the centre of the New Public Management and service delivery “is an effective, efficient and economic financial management system” (Basheka and Tshombe, 2018:135). The revolution of the South African financial management has been driven by two core legislative frameworks: the Public Finance Management Act (Act 1 of 1999 as amended by Act 29 of 1999) and the Municipal Finance Management Act (Act 56 of 2003). With the afore-mentioned came the introduction of the budgetary reforms (Basheka and Tshombe, 2018:135). However, despite the plethora of legislative frameworks that exist to ensure effective financial management, there still remain challenges, particularly in the local sphere of government (Basheka and Tshombe, 2018:135).

Wescott *et al.* (2009:160) highlight that “since the 1970s and ‘80s public financial management reforms have been faced with some pressures in most of the developing countries”. Among these are pressures to reduce expenditure, “fiscal deficits, facilitating improvements through effectiveness, efficiency and economy, and the quality of public services to communities”. In response to these pressures, OECD countries pursued the following eight (8) broad components of reform:

- “Centralising controls or great flexibility to achieve budget savings;
- Restructuring budgets in an effort to include expenditures for all activities of government;
- A multi-year budget linked to a clear fiscal policy and realistic revenue estimates;
- Regularly utilising the information against targets for better management of performance and to facilitate accountability;
- Moving towards accrual accounting away from that of cost accounting;
- Moving towards performance auditing away from that of compliance;
- Effective, computerised information systems in an effort to provide relevant financial information in a timeous manner to all parties involved in the budget process; and
- Utilisation of devolved budget management and market mechanisms (Diamond and Khemani, 2006; World Bank, 2000a: Annex 3 as cited in Wescott, Bowornathana and Jones 2009:160).

These reforms are an attempt to respond to various socio-economic challenges along with the loss in government trust by citizens to help improve their quality of lives and to provide proper service delivery. The National Treasury noted some challenges: non-compliance with legislation concerning expenditure and revenue collection, irregular and wasteful expenditure, unauthorised expenditure, poorly prepared budgets and inadequate budget control (Basheka and Tshombe, 2018:137). The challenges facing financial management in the country reflect that “the country still has a long way to go in improving the standards and quality of financial management”. The fact that finances are “at the centre of planning, service delivery and development in the country weigh

upon local government to have an effective financial management system in place for both revenue collection and expenditure control”.

3.5 PUBLIC BUDGETING

According to Anon. (2014:1), one aspect of the budget process that “has gained considerable attention over the years is budgeting decisions”. A budget process is “a system of rules governing the decision-making that leads to a budget; from its formulation, legislative approval throughout its execution”. There are essentially five elements that are deemed crucial for success in the process of budget adoption and implementation:

- Budget priorities (Vision statement) - establishing budget priorities is important for underlying budget policies, goals and community vision to provide direction to policy-makers and public officials alike;
- Determining short and long-term financial needs - updates to financial facilities plan provides strategies that are essential to the annual budget adoption process;
- Sound revenue/Resource forecasting - using qualitative methods to make sound and realistic budget estimates;
- Budget proposals with level of service objectives - department’s requests and proposals clearly reflecting priorities, goals and visions of the institution are instrumental in demonstrating to the council and the public that their needs and concerns are being met: and
- Timely presentation of plans and financial data - decision-makers when equipped with all relevant financial data can make sound decisions that will ensure that available resources are utilised efficiently and effectively to meet the needs of the people (Anon., 2014:1).

It is important to understand public financial management along with the realisation that it relates to the finances of the country in a multi-dimensional way because of the factors below:

- a) Public finance emerges mainly through taxation and is manifested in the budget;
- b) Taxation implies that there are various sources of revenue for the country;

c) The national government is a role-player in the economy of the country; this is possible through the utilisation of the tax income; and

d) National governments expenditure returns to the national economy through various means, including the purchasing of equipment from private companies (Visser and Erasmus, 2002:5).

From the afore-mentioned factors, it is rather clear that most of the government's revenue comes from taxation. These funds are then used to finance government projects, programmes and policy implementation activities. However, there are other government revenue avenues which include borrowing amongst other means. From the perspective of public financial management, government planning must at all times be aligned with the financial resources available.

At the centre of financial management lies planning, managing and budgeting. The main tool used by government to relay its plans, programmes and activities is the budget. As advocated by various studies, the term 'budget' goes far beyond just money (Rands or Dollars) it is about the plans for a specified time frame and specified activities within an institution. Therefore public budgets or government budgets ought to be aligned with institutionally planned activities.

Many definitions of a budget have arisen since the 1980s and Taylor and Phopham (1989: 66) defined a budget as the process by which plans are operationalized and are expressed in financial terms (short-to-medium-term plans). Aaron Wildavsky noted that a budget is the life of the government, a process involving power, authority, conflict and culture captures the national political life. If the words 'what the government ought to do' would be replaced by 'ought to be in the budget' the centrality of the budget would then become clearer (Henry, 2015:209). If governments had all the money they needed in order to deliver services to the people then there would not be any need for budgeting. In this regard, public budgets are essential because of the scarcity of the resources needed to perform functions in government (financial resources). According to Dresang (2017:281) the fact that financial resources are scarce, makes budgeting a necessity in the public sector. Dresang (2017:281) further stated that the budgets are not only useful

in guarding against financial imprudence, but that budgets are crucial in decisions making, observing and controlling government revenue and expenditure.

The end result of excessive planning and discussions in government is a budget which is a financial statement estimating future expenditure, serving as a blueprint for control and future utilisation of financial resources. Van der Waladt, Van Niekerk, Doyle, Knipe and du toit (2002: 10) suggest that a budget serves four main purposes, which are as follows:

- *As a source of information* – it provides information on the goals and objectives of government to the people/public.
- *As a policy declaration* – it enables the legislature to determine proposed activities that the executive authorities seek to undertake.
- *As a work programme* – it must provide guidance to those functionaries who ought to achieve government goals and objectives.
- *As a control measure* – it may be utilised in determining if executive activities have been undertaken in accordance with legislative prescriptions.

Moeti *et al.* (2009:97) further proposed the following uses and purposes of budgets:

- Through accountability, budgets enforce honesty in financial transactions.
- Through budgets income and expenditure is balanced.
- Budgets are a source of information on the intentions of government to communities.
- Budgets also serve as reporting tools, conveying how effectively, efficiently and economically the government has achieved what it set out to achieve.
- Budgets facilitate the maintenance of budgetary control (aligning plans with expenditure).
- Budgets facilitate planning and resource management.
- Budgets are also policy statements informing the public of the priorities of government (Moeti *et al.*, 2009:97).

From the afore-mentioned uses and purposes of budgets, one can tell that the role of budgets in government is to enhance planning, management and execution plans, programmes, activities and policies while informing and involving the public in the process. The four phases which inform the budget cycle are: preparation of request phase, approval of budget request phase, budget implementation and summary reporting on actual budget transaction phase. These phases ensure that budgeting is done in an effective manner, an attempt to implement plans and achieve objectives of government.

3.5.1 Budgeting and municipal financial management

The Constitution of the Republic of South Africa has made it a requirement for all the three spheres of government to have an effective and efficient financial management. Section 215 of the Constitution of the Republic of South Africa (Act 108 of 1996) requires that national, provincial and local government's budgets and budgetary processes must promote transparency, accountability and the effective financial management of the economy and debt (RSA, 1996). According to Section 16(2) of the Municipal Finance Management Act (Act 56 of 2003) the municipal mayor is required to table the draft annual budget at a council meeting at least 90 days before the start of the municipal budget year. During the budget process, as introduced by the National Treasury, there are six steps to be followed when preparing a budget. These steps offer guidance to municipalities and municipal entities on the budget (National Treasury, 2004b). Hereunder are the municipal annual budget cycle steps:

Planning

National Treasury (2004b:2) stated that the planning stage of the budget cycle provides for various engagements and appropriate reviews to assess progress in the implementation of the annual budget. Changes should then be factored into the next planning and budgeting cycle by the municipality.

Strategising

The strategic phase involves reviewing of the Integrated Development Plan (IDP) and setting service delivery targets for the next three years, consultation with stakeholders, credit control and free basic services, considering the local, provincial and national issues, along with the previous year's performance and current economic and demographic trends (National Treasury, 2004b:2). Feedback ought to be obtained by municipalities in the early stages of the previous year's performance and discussion with government departments to align the IDP with the plans of the three spheres of government.

Preparing

The National Treasury (2004b:3) maintains that the preparing stage includes revenue and expenditure projections, draft budget policies, consultant consider the priorities of the three spheres of government.

Tabling

Section 16 of the MFMA, 2003 requires the draft budget and revised IDP be tabled to the council no later than 1 April, 90 days before the start of the municipal budget year together with the proposed resolutions and changes to budget-related policies. Section 75 goes on to further to indicate that the accounting officer must on the same day post the budget, revised IDP and all related documents onto the municipal website so that the information is accessible to the public. The accounting officer must also thereafter make available to the public hard copies of the budget and all other related documents and send copies to the national and provincial treasuries and other relevant organs of state (hard and electronic).

Approving

Section 24 of the MFMA, 2003 maintains that after the mayor has responded to the recommendations and amendments of the draft budget, the full council must meet to consider the budget for approval no later than 30 days before the start of the budget

year. The approving stage is ideally where the council approves the budget and related policies before 1 July.

Finalising

Section 53 of the MFMA, 2003 states that this stage involves the finalisation of plans to implement the budget, through the approval of the Service Delivery and Budget Implementation Plan (SDBIP) and the performance agreements of the municipal manager and other senior managers for the coming financial year. The process of implementation therefore commences once the budget has been finalised. A budget entails a plan of resource acquisition, allocation and utilisation expressed in monetary terms for a specified period, usually a financial year.

3.5.2 Historical Perspectives of Reforms in Public Budgets

The fact that budgets can be flexible and are centralised means that the philosophical approach to the placement of information in budgets is crucial. Therefore budget development can be categorised into six periods. Concepts in public administration continue to evolve, hence the periods associated with each phase may vary as some governments continue to develop one concept of budgeting while others may move on to new concepts or revert to old ones. These budgeting reforms will be briefly discussed below.

3.5.2.1 Line-Item Budgeting (1921-1939)

Dresang (2017:285) suggests that line-item budgeting is the oldest and most used form of budgeting. This kind of budgeting is detailed and includes more information. Similar commodities are often classified, in line-item budgeting despite that they can be organised in various manners. This type of budgeting reform retained its popularity because it effectively provides a means for controlling public expenditure. Line-item budgeting is simply the allocation of resources according to the cost of each object of expenditure. It is the simplest and perhaps the oldest manner of budgeting, whereby every good or service provided, purchased or traded is specifically accounted for as a

single entry in the budget (Moeti *et al.*, 2009:87). What is of importance is the item and its amount. The core advantage of line-item budgeting is the fact that it simplifies controlling costs and tracking down processes for management purposes.

It is important to note that line-item budgeting bares the two important disadvantages. Firstly, no questions are raised on the relevance of the items in the budget to the institution. An item which has nothing to do with the project may be bought, but due to being properly accounted for and recorded then line-item budgeting will accept it. Secondly, little or no attention is paid to the outcomes of spending funds as it is input oriented. According to Henry (2015:210) line-item budgeting says how much each item costs and therefore it will always to some degree be used. It deals strictly with what it takes to make a success of any project(s).

3.5.2.2 Performance Budgeting (1940-1960)

According to Henry (2015:211) performance budgeting was known as “Functional” or “Activity budgeting” prior to 1949. This came about as an attempt to address challenges or shortcomings of the line-item budgeting reform. The type of budgeting seeks to clearly classify expenditure by activities for which it was needed for. Performance budgeting is more focused on the work to be done (activities). In simpler terms, performance budgeting is budgeting that links performance levels with specific budget amounts (Henry, 2015:211; Moeti *et al.*, 2009:88). Unlike traditional line-item budgeting, performance budgeting places more focus on administrative activities. Moeti *et al.* (2009:88) goes further to say that performance budgeting ensures clarity and quantity of different levels of activities that ought to be done in meeting institutional objectives for which the institution exists for. The study goes on further to name the three steps involved in the process of performance budgeting, which are:

- a) Classification of the activities done or to be done;
- b) establishing of a performance indicator or measure; and
- c) timeous and adequate feedback (Moeti, *et al.*, 2009:88).

The main advantage of performance budgeting is the fact that institutional activities can be measured and compared against planned objectives, their effectiveness and

efficiency are the basis under which they are assessed upon. Moeti, *et al.* (2009:89) provides the following disadvantages:

- Organisations thrive on activities and objectives, performance budgeting neglects objectives therefore not questioning the relevance of the achieved objectives.
- The variety of activities makes measuring them different (some are easier to measure than others), which makes assessment of performance within different departments within one organisation a nightmare.
- Performance standards set by this budgeting regime/system does not consider quality as it is based more on quantity.
- The standards set for performance budgeting can be affected by external circumstances beyond the control of managers, but these are generally not considered but performance budgeting.

The afore-mentioned disadvantages are the reasons for this kind of a budgeting system being replaced, however it has left a more lasting appreciation in public finance. This is because some of its elements are being re-considered by governments; these include the displacement budgeting by objectives of expenditure by programmes.

3.5.2.3 Planning- Programming Budgeting (PPB) (1961-1970)

PPB was established as a result of concerns raised by both Line-item budgeting and Performance budgeting. Planning for operational activities ensures that the means for achieving the goals are clearly defined. Performance budgeting said “they have a programme, which should to be implemented and executed efficiently”, PPB says “Let’s measure the extent to which the objectives are met within the organisation” (Henry, 2015:212). PPB aimed at integrating budgetary formulation with Keynesian economic concepts and is linked to economic skills of the budgeting officer. Central to the organisation is the aim and purpose of programmes rather than the expenditure of activities and objectives. Moeti, *et al.* (2009:90) calls this the Programme Budgeting and multi-year programme budgeting, which focuses entirely on the programme and its objectives. Communicated the public budget is initially the aim of the institution, with

specific (strategic) objectives to be achieved through particular programmes. Moeti *et al.* (2009:90) goes on to compare provide the following contrast between programme budgeting with those that can before it:

- Line-item budgeting was concerned with the outputs and the cost thereof;
- Performance budgeting was concerned with activities and their costs; and
- Programme budgeting was concerned with the outputs (in essence the objectives).

Moeti *et al.* (2009:91) states three main advantages of Programme budgeting. *Firstly*, objectives stand more chances of being achieved as this type of budgeting is concerned with management by objectives (MBO). *Secondly*, the fact that finances are a scarce resource faced by governments mean that this type of budgeting can be effective when funds are in short supply. With programme budgeting those programmes that enhance or promote the mission and objectives of the organisation are properly and adequately financed. For instance, in municipalities programmes concerning service delivery and developmental local governance are prioritised and financed. *Lastly*, through performance management programmes are evaluated in order to assess if they are continue serving purposes for which they exist for. Not enough literature has been found concerning the disadvantages of programme budgeting, rather a few obstacles have been observed. The main obstacle is the fact that some programmes may be successful while only meeting few (or none) of the organisational objectives. Managers have to make the difficult choice of deciding whether to continue funding or pull the plug on a programme that does not particularly/fully meet organisational goals. This is one obstacle standing in the way for managers and the solution might be to reduce the funding provided to those programmes that do not heavily contribute to institutional goals and increase funding those that do (Moeti *et al.*, 2009:94).

3.5.2.4 Management by Objectives (1970-1976)

Following the adoption of performance budgeting Management by Objectives (MBO) was adopted in the United States. MBO was first used in the private sector. Henry (2015:215) defines MBO as a process whereby organisational goals and objectives are set through the participation of organisational members in terms of results expected.

This budgeting system encourages self-management and decentralisation. MBO is concerned with the effectiveness of government programmes and stress “common sense” when dealing with managerial orientation.

3.5.2.5 Zero-based Budgeting (1976-1980)

Zero-Based budgeting (ZBB) is the allocation of resources for agencies on the basis that the need for a programme being re-evaluated will justify the continuation or dissolution of each programme in government. Instead of budgeting based on previously approved amounts, ZBB suggests that all expenditure on the budget be started from scratch. This kind of budgeting has been deemed successful in other parts of the world, while failing in others. It allows managers to increase funding for those programmes beneficial to the organisation and reduce funds for those that are not. It uses the following tools; Decision units (activities and programmes are competing for funding) and Decision packages (managers prioritising and funding programmes according to their ability to meet organisational goals and objectives). ZBB has the following advantages:

- Effectively utilising resources to meet organisational goals through programmes and activities.
- Programmes that are not effective can be identified and discontinued if deemed necessary.
- Funds taken away from dissolved programmes can be utilised to fund those that are effective in meeting organisational goals and objectives,
- Operational information concerning programmes and their activities can be availed to be utilised by others.
- ZBB required that managers assess programmes and their relevance to the organisation.
- If all government departments budgeted on the basis of ZBB, tax increases would be limited.

The following are the disadvantages of Zero-Based Budgeting:

- Not all government activities or programmes may be suitable for ZBB.
- Decision-making by managers may be delayed or lengthy due to insufficient data.
- Comparison between different activities and/or programmes may be difficult to be established as they may serve the same purpose in the organisation.
- ZBB requires advanced levels of expertise and experience in order to be effectively executed.

3.5.2.6 Top-Down Budgeting/Target-based Budgeting (1981- present)

According to Henry (2015:221) top-down budgeting is a method of allocating public revenue to agencies whereby spending limitations are set by the Chief Financial Officer, while heads of agencies are allowed to achieve their goals in an effective manner that centres on limitations and are expected to show progress. This type of budgeting reform has been introduced to government overtly and theoretically the same way as PPB and ZBB were. Although not as much attention is being paid to these budgeting systems, their effects are nonetheless everlasting. Top-down budgeting has elements of Performance budgeting, PPB, MBO and ZBB with of course some additional dimensions. Top-down budgeting empowers the central administration to set expenditure and program goals. Henry (2015:223) goes on to further explain Target base budgeting as a resource allocation procedure which sets limits on the budgets that departments may request. Those limits or targets are set by the CFO. Target base budgeting is a version of ZBB which does not have all the extra work.

The following are some realities resulting from Top-down budgeting (some good, others questionable):

- Empowerment of the chief executive in the budgetary policy;
- Empowerment of the executive budget Agency;
- Development of a common language of the budget;
- A shift from Allocative/Incremental budgeting to Economic Forecasting; and

- Intensification of conflict (Henry, 2015:226).

All the reforms mentioned have their shortcomings or failures as much as successes. It is important to note that each one was established to fill the gaps or correct failures left by the previous reform. Although none of them offered perfect solution to the issue of budgeting, their advantages made them successful and each government jurisdiction formed different opinions of each.

3.5.2.7 Outcome-based Budgeting

According to Dresang (2017:333) this is most recent to public budgeting processes, which link the allocation of funds to measurable results. It clearly specifies the impact that the program and activities of government in the long run. It is required of the public sector institutions by the public management reforms to be evidence-based requiring them to place more focus on assessing the results, objectives and outcomes and to provide proper and adequate service delivery while minimising costs (Dresang, 2017:333).

3.6 PUBLIC BUDGETING THEORY

An understanding of what a theory is and what it does for a discipline is crucial before any further discussions may transpire. Theoretical questions must be addressed prior to proceeding to bigger questions that will allow for statements to be made regarding the nature of budgeting for things (ontological questions). A theory is defined by Bacharach (1999) as a statement about real world relationships, which is made within the framework of beliefs about how this world works. Bacharach (1999) explained that while answering questions like how, where, what and when? Research and understanding are driven by theories. Key's work on budgeting and resource allocation prompted theorists such as Aaron Wildavsky to conduct extensive research on budgeting in the public sector. Key (1940) discussed budget reforms and argued that it is pointless to discuss reforms without a sense of the society and government which one is trying to create.

This is particularly relevant in South Africa with the adoption of the National Development Plan (NDP), this is essentially a plan on the kind of South Africa we envisage by the year 2030. Mkhize and Ajam (2006:761) as cited in Imuezerua (2014:127) stated that municipal policies should ensure that money is allocated in accordance with expenditure patterns. The study went further to explain that pre-1994 budgeting system in South Africa was characterised by an expenditure control measure. It is because of this fact that the transition into democracy was full of challenges such as reconciling service delivery with fiscal discipline.

Key (1940) as cited in Gibran and Sekwat (2009:618) stated that: "The absorption of energies in the establishment of the mechanical foundations for budgeting has diverted attention from the basic budgeting problem, namely: On what basis shall it be decided to allocate X dollars to Activity A instead of Activity B? It has been over 70, close to 80 years since Key pointed to the fact that budgeting method was merely a mechanical process of allocating funds, overlooking normative questions also not considering political and social values. Today we are yet to find a satisfactory theory of budgeting the same way Key did in his time. The main rational is the lack of theoretical progress that may be found both at the ideological and epistemological development of budgeting theory.

According to Gibran and Sekwat (2009:630) Gregory Daneke proposed an approach that finds generalities by identifying similarities in structure across systems. He suggested that the systems approach is suitable for developing a theory as it falls within the positivist paradigm but integrates interdisciplinary methodologies in such a way that permits rigorous cross-disciplinary analysis. It is however imperative to note that Daneke is not advocating for a systems theory of budgeting, rather he argues that systems analogies provide good conceptual material for thinking about budgeting as an organisational process.

In relating public budgeting with the open-system phenomenon, budgeting systems imports energy from its environment. Inputs of energy include information, demands for services, revenue and other human and material resources. The outputs and feedback produce another round of inputs in the form of new demands and other resources in the next budgeting cycle. The interrelated parts of the budgeting system transmit

informational feedback to key internal subsystems (both the executive and legislative branches) Koven (1999:90) cited by Gibran and Sekwat (2009:632).

It is within the budgeting sub-systems where numbers are documented, feedback provided determines what outputs ought to be produced and how they will be achieved. A budgeting theory ought to explain how interactions between macro-level of government and its environment determine budgeting goals and influence behaviour within key budgeting subsystems. The open systems theory holistically analyses the organisation and examines behaviour within a larger system. It recognises complexities that exist within public administration and budgeting along with their connectedness to the society within which they exist and function.

3.6.1 Citizen-Based Budgeting

Keeping with the notion of governance, it is important to involve citizens within the budgeting processes as this enhances transparency, improves democracy and ensure that budgeting is aligned to the people's needs. This approach to budgeting increases administrative quality in public management, reinforcing accountability, ensuring transparency in the provision of public services, improving public confidence in the government and improving the quality of public services Karata (2007:84) as cited in Bilge (2015:2). Citizen-based budgeting is a result of citizen-based management in which citizens directly or indirectly are involved in the budgeting processes. It is mostly used in local sphere of government as it seeks to make local administrations more transparent and accountable to the people. CBB is a technique which emerged from the combination of participatory budgeting and performance budgeting (Bilge, 2015:4). This approach to budgeting also to some degree ensures responsible and participatory citizenship.

Bilge (2015:14) highlights that South Africa as ranked the highest country by an evaluation done by the OBI, scoring 92 out of 100. The citizen's budget is annually published online for all to access. The budget is a way of informing the public about governments fiscal spending and policies which can be broadcasted in various ways (TV, Radio, Internet etc.).

3.7 OBJECTIVES AND SCOPE OF THE BUDGET PROCESS

The budget process is aimed at ensuring that resources are allocated to meet the country's political priorities and to improve the quality and effectiveness of spending within sustainable fiscal limits. A large number of public institutions plan, collaborate, negotiate and decide on a comprehensive plan for spending public resources over the next three years. The National Treasury (2016:3) provides the following substantive objectives of the budget process:

- *Fiscal sustainability*: achieving an appropriate balance between revenue, expenditure, debt level and other fiscal aggregates in a manner that promotes economic stability over the economic cycle and ensuring economic fiscal position.
- *Effective resource allocation*: achieving an allocation of scarce resources reflecting political and policy priorities of government and taking into account the evidence of programme effectiveness.
- *Value for money*: resource allocation through the budget and new procurement approaches must contribute to the constitutional requirement that “efficient, effective and economic use of resources must be promoted”.

The budget process is therefore organised to allocate resources across the following four dimensions:

- a) The principle of function budgeting, which clusters institutional activities and resource allocation around policy objectives or outcomes.
- b) The economic allocation of spending, which balances resources between the purchase of the inputs such as human capacity (compensation), physical assets (capital spending) or goods and services.
- c) The Constitution requires that resources be shared equitably between the three spheres of government. The budget includes a process of intergovernmental fiscal planning through which the three spheres cooperate to design intergovernmental fiscal instruments and allocate resources towards common objectives.
- d) A consolidated budget approach to the public finances integrating departmental budgets of national and provincial government with the financing of agencies,

entities and other institutions that are largely funded by the fiscus (National Treasury, 2016:3) .

3.8 THE BUDGET ALLOCATION PROCESS

Budget allocation is an important part of all business and not-for-profit financial plans. Budgets are typically set annually and involve allocating anticipated income and resources between different departments and business interests (Bennett, 2017). Fair procedure is always emphasised when budgets are made (Nagel, 1991:1). Financial resource management processes are critical to ensuring that secured funding is consistent with a department's financial requirements to deliver on its mandate and priorities (Department of Justice, Canada, 2010). Typically, budgets are reviewed annually and are established for a 12 or 24 month period of time.

The budget process may be executed in different phases. Organisations have different phases for executing the budget process. Vos, Cabezas and Komives (2006:35) identified a six phase for budget process, namely:

- “preparation and identification of resource envelope;
- budget allocation;
- approval;
- budget adjustments;
- budget adjustment and execution; and
- control”

A budget as a financial plan is used to estimate revenues and expenditures for a specific period of time. It is a management and planning tool, not just a accounting document. It assists in the allocation of resources. A budget allocation is the amount of funding designated to each expenditure line (Ryckman:2017). Budgetary allocations are amounts of cash allocated to each item of expenditure in the financial plan

3.8.1 Preparation and identification of resource envelope

This phase starts in July–August. During this phase the organisation prepares an initial budget and sets the overall budget. In this stage, organisations are required to “prepare the budget based on forecasts for economic growth” . Projections are also important to

prepare the budget”, the projections provide over-estimations in order to create some negotiation space”. Projections also enable institutions to “include additional resources during the phase of budget adjustment and execution (Vos *et al.*, 2006:35).

3.8.2 Budget allocation

Budget allocation is the second phase of the budget process. Budget allocation is vital for any business and must be done properly to ensure success. A strong allocation is based on integrated processes that include planning, budget preparation, decision making, resource allocation, reporting, and forecasting revenues and expenditures Department of Justice, Canada (2010:45). It is executed in September. In September/October, the entities of the central government and provincial government are required to “present their detailed budgets together with an operational annual plan of activities” (Vos *et al.*, 2006:35). During this phase the Finance Minister provides each public sector entity with budget ceilings per sector. The budget ceilings serve as a set of guidelines to define spending items and categories that need to be used when budgets are prepared. The sector budget ceilings are defined in an incremental way based on the budget of the previous year (Vos *et al.*, 2006:35).

Budget allocation can be done in different forms. Institutions can develop models which serve as guiding principles to respective institutions. Budget allocation model seeks to:

- provide simple and easy to understand process;
- provides financial stability;
- provides for a reserve in accordance with the institution policy;
- provides clear accountability;
- provides for periodic review and revision;
- utilizes conservative revenue projections;
- maintains autonomous decision making at the college level;
- provides some services centralized at the district office; and
- be responsive to the institution’s planning processes (Peralta Community College District, 2011:5).

Budget allocation allows for more effective planning and financial control. Budget allocation helps organisations to ensure that their resources are being used efficiently

and effectively. It further enable organisation to make the best decisions possible. Demonstration of accountability was also observed when budget allocation is undertaken. Through the process it was also observed that organisations can take proper remedial action wherever budgets are allocated. Budget allocation may use the following criteria:

- impact on equity;
- impact on efficiency ;
- transparency;
- feasibility including data availability, technical capacity to operate, ability to reduce over-capacity where appropriate, and capacity to absorb growth where appropriate;
- consistency with other government systems;
- flexibility to allow medium- to long-term refinement (Green, Ali, Naeem, and Ross, 2000:1029).

Equity itself is instrumental for economic growth and development. Therefore, it is essential to ensure equity in all process when allocating funds. Throughout the study, it was observed that equity is maintained when funds are allocated to community food security projects. Efficiency is the cornerstone of any process in an organisation. Efficiency also enables organisations to plan and execute their budgets in an effective manner without compromising the allocation budgets. Equity was observed as an enabler in the process for maintaining transparency and consistent budget allocation.

3.8.3 Budget Approval

This phase comprises the function of amending and approving a budget (Vos *et al.* 2006:36). Budget adjustments can be made in order to increase the budget of a particular item.

3.8.4 Budget adjustments

All institutions work on limited budget. Whilst working with limited or scarce resources, some budgets need adjustments to fulfil the needs of constituency. Budget adjustments are only done when the budget is approved.

3.8.5 Budget execution

During this process, actual expenditures tend to fall below the budget (Vos *et al.* 2006:36). Budget execution can be undertaken simultaneous with budget execution.

3.8.6 Budget Control

Proper management of financial systems and processes are vital for every business. Budget control is an important process. Budget control serves as a corrective measure aimed to verify if the budget has reached its target. It requires regular monitoring of expenditure. Budget control also seeks to ensure that financial accountability, transparency, and the stewardship of public funds are carried out effectively. In budget control, all managers are accountable for departmental spending (Department of Justice, Canada, 2010). Budget control is also stipulated by regulations, acts and policies. The process encompasses regular monitoring of expenditures is vital. Budget control ensures that organizations know the resources that they have available, and how to allocate those resources for the betterment of their venture.

3.9 STARTING THE BUDGETING PROCESS

Budgets for food security, including agriculture and nutrition components, in developing countries are severely constrained (Food Security Taskforce, 2012:5). Creating an accurate project budget is the most important aspect of placing a bid for a project or finalizing the planning of a project (Food Security Taskforce, 2012:5). However, many project budgets fall short of expectations due to a failure to identify all the potential costs within a project budget (Food Security Taskforce, 2012:5). The following are seven steps for creating a successful, accurate, and thorough project budget:

- define labour costs;
- estimate material costs, and check against labour needs;
- include travel costs for projects far from the company's headquarters
- assess the cost of the project office
- review equipment costs to meet the needs of workers and material requirements
- will any administrative costs be included? and
- include the cost of project management software, if the company's software is not in place or out of date (Collins, 2015).

By following the above mentioned seven steps, you can reduce the chances of creating an inaccurate project budget. Furthermore, assessing each of these areas will help upper-level management determine if your project may need changes to the budget to meet your needs (Collins, 2015). It is necessary to get an overview of the type of inputs needed to achieve the objectives of the project. Typical categories may be, for example: “people, travel costs, vehicles, equipment, consumables and supplies, and subcontracts” (Philip, Anton, Bonjean, Bromley, Cox, Smits, Sullivan, Niekerk, Van Chonguica, Monggae, Nyangwambo, Pule, Berraondo and Loepez 2008). The component of people may include researchers, consultants, other partners’ staff-time who will be involved to execute the goals of the institution. Researchers in food security programmes may be appointed to review the process. Travelling cost considered logistical travelling for extension officers when they visit the projects for feasibility study and monitoring project progress. Budgeting for vehicles is also important. Vehicles may be rented and a budget is required for such usage. Extension officers travel more often to the projects vicinity, therefore a budget must be allocated for petrol in order to put fuel on the cars used.

3.10 TRENDS IN PUBLIC BUDGETING AND EXPENDITURE

The amount of money spent by government in the agricultural sector has in recent years impressively increased. The increase is evident in the various forms of agricultural spending indicated in budgets: extension services, infrastructural development through the Comprehensive Agricultural Support Programme (CASP) and loans through the Micro Agricultural Financial Institutional Scheme of South Africa (MAFISA). The CASP was launched in 2004 with the funds for payment to farming households. It is potentially the most significant capital budget line available to small-scale black farmers. It originated from the 2003 intergovernmental fiscal review of agriculture which was co-ordinated by National Treasury, Minister of Finance and MECs, which uncovered that Agriculture was under funded. It aims to expand the provision of support services, to promote and facilitate agricultural development targeting beneficiaries of the Land Reform and other Agrarian Reform Programmes (Hall and Aliber, 2010:9). CASP has six pillars for which funds may be availed are:

- on and off- farm infrastructure;

- information and knowledge management;
- Training and capacity building;
- Technical and advisory services;
- Financing mechanisms; and
- Marketing and business development.

The only guide as to weighing of these is that 10 % of CASP funds should go towards household food production and another 10 % towards education, mentorship and training (NDA, 2007a). Budgeting should be concerned with linking plans with resources utilised in service delivery in order to planned outputs and for the achievements of long-term objectives/outcomes. *Can government ensure that resources are effectively target poverty reduction programs?* This question raises concerns regarding the anticipated effects of specific spending policies and appropriate budget management. A variety of developing countries with weak public expenditure management systems have been establishing virtual poverty funds (VPFs) along with the likes of Uganda's Poverty Action Fund. However, key lessons Uganda's experiences regarding both the design of VPFs and definitions pro-poor programs deserve careful consideration.

3.11 FINANCIAL ACCOUNTABILITY AND BUDGET TRANSPARENCY

Financial accountability is based on the principle of financial stewardship. A steward is one who manages the possessions of the owner. He/she is required to exercise responsible care over funds entrusted to him/her (Crown Financial Ministries (CFM), 2011:1). Accountability has proven to be an important factor for the citizens of South Africa. This is evident through the success of the Truth and Reconciliation Commission, although it deals with crimes against human kind and not petty corruption in government. The demand for accountability is a powerful tool for change (Moeti *et al.*, 2009:111). One of the most notable threats to democracy is the inability of citizens to find out how public funds are being spent and on what they are being spend on. To counter this, the Promotion of Access to Information Act (Act 2 of 2000) plays a vital role in ensuring transparency and openness. Transparency is important in achieving

participation and democratic control of budgetary processes it allows for informed process of participatory and active citizenship in the budgeting process and to also monitor whether policies and political commitments have been translated into action (Anti-Corruption Resource Centre (ACRC) 2011a:1). Government policies ought to instil a culture of mutual accountability amongst the government, public financial officers, service providers and civil society alike. The ACRC suggests the following measures and tools as promoters of budget transparency (ACRC, 2011b:4):

- Avoiding of budget activities expect for revenue.
- An efficient and effective expenditure management system that is open to public scrutiny.
- Ensuring the availability of information through the incorporation of the Medium-Term Expenditure Framework (MTEF) system to budgeting.
- Capacity development in budget literacy for public financial officers and the public. Most public officials in the Finance department lack required skills and are illiterate with regards to budget documents and financial statements.
- Build effective public participation in the budgeting process through community involvement in budget implementation; budget monitoring and whistle-blowing by NGOs; and public budget hearings at local communities using African languages.

This process would facilitate direct participation on local community in a budget allocation that addresses immediate needs of the community (Ngwakwe, 2012:322). Budget transparency is essential in ensuring responsibility and accountability. The afore-mentioned promoters of budget transparency are crucial in enhancing openness and promoting public participation in the budget processes.

3.12 CRITERIA FOR FUNDING FOOD SECURITY PROJECTS

Bennett and Gilson (2001:2) suggest that the income generated by government is invested in various development activities. Food security projects play a vital role in the development of communities hence more funds need to be invested in them. To achieve this government financing needs to be supplemented by policies that support and enhance sustainability and development of the poor. The theory on funding or pro-

poor financing needs to be substantiated by a reality in funding poverty reduction strategies. The context and manner in which a financing mechanism is implemented may lead it to have effects quite different from those predicted on a priority basis. Proper implementation of financing mechanisms is crucial in ensuring that funding reaches where it is supposed to reach, that it targets the poor and reaches them. Establishing a resource allocation formula is an important step in targeting poverty. Whether or not to target poverty is a political economy issue rather than a technical one will determine whether the allocation is closest to a per capita allocation of resources more intensely targeted to poor areas (Van Domelen, 2007:33). Governments should establish best funding mechanisms that will effectively target the poor wherever they are. The effectiveness of a funding mechanism may change over time as it responds to changing objectives, resource availability and an overall shift in government's mandate and priorities.

3.13 RECOMMENDATIONS FOR IMPROVING PRO-POOR BUDGET SPENDING

Carter (2015:5) goes on to provide the following set of recommendations for improving pro-poor budget spending:

- *Improving allocative and technical efficiency*

Re-allocations in the budget are not always enough to reach the poor and profoundly impact on poverty (Roy and Week, 2004:3) as cited in Carter (2015:5). Governance factors are critically influenced by shaping the technical and allocative efficiency of investments, and therefore the impact on poverty reduction (Simon, 2012). These factors come into play at all stages of the budget and programme implementation cycles, involving all actors within government.

- *Inclusive growth*

The current debate on growth focuses on understanding the country-specific drivers of and constraints to inclusive growth. The 2015 GSDRC Topic Guide on inclusive growth sums up the concept as being concerned with an absolute reduction in poverty associated with the creation of employment which takes into consideration both pace and pattern of growth.

- *Priority sectors*

Budgets identify priority sectors or programmes, which are then given priority in resource allocation during budget formulation. Their implementation is closely monitored and they may also be given special protection against cuts in budget disbursements.

- *Transparency and accountability*

Decision-making in budget allocation has been deemed a political process in which technical analysis is a factor but not the only or always the important influence (Fozzard, 2001). Transparency is important to avoid asymmetries that allow vested interests in government and the bureaucracy to divert public resources; strengthening independent oversight bodies (e.g. Chapter 9 institutions) to ensure compliance with legislation, and ensure that the public priorities and concerns are incorporated in the process.

- *Focusing on expenditure*

Simon (2012: 9) suggests a renewed focus on actual spending patterns rather than upstream processes, as well as collection and analysis of cross-country public expenditure data in order to evaluate the effectiveness of global poverty reduction efforts.

- *Ex ante analysis*

Several reports recommend tools and techniques for understanding that national budget spending will have an impact on poverty outcomes (Carter, 2015:5).

3.14 CONCLUSION

This chapter began with a background to poverty and poverty reduction strategies, this was important as community food security is an alternative poverty reduction strategies and one cannot talk of food security without talking about its origins, causes and contributors. Local government has an advantage being at the grassroots, its contribution to poverty reduction strategies is properly targeted and funding should follow the same route. Local government has to strategically plan for the execution of its services and this planning included revenue and expenditure planning of public funds, this is possible through proper financial management. At the heart of public financial management is public expenditure which was covered in this chapter.

CHAPTER FOUR

RESEARCH METHODS FOR THE STUDY

4.1 INTRODUCTION

This chapter seeks to supplement Chapter one in a sense that it offers an in-depth discussions on concepts outlined in chapter one, including research design, approach and methodology. As mentioned in Chapter one, the aim of this research is to assess budget allocations for food security projects with reference to Emfuleni Local Municipality (ELM). The research methods, approaches and results will be displayed in this chapter.

4.2 RESEARCH METHODOLOGY

Mashologu (2015:22) explains that research methodology entails how a researcher makes choices regarding methods of gathering data, selecting cases to study and selecting the means to analyse the data. The aim of this research is to assess budget allocations and funding of community food security projects in ELM. The research was undertaken using a qualitative research method, which is the most commonly used method in the human sciences field of study. Qualitative research allows the researcher to be descriptive while interpreting their experiences and perceptions on the undertaken research. It allows the researcher to acquire deeper understanding on their research problem or specific phenomenon. This research method was chosen due to the fact that the researcher seeks to understand rather than explain how people convey their experiences and realities.

4.2.1 Research approach

According to Neuman (2006:165) establishing the research paradigm when conducting a research is very important. Saunders, Lewis and Thornhill (2009) stated that there are two general approaches to select from; inductive and deductive.

The study differentiates the two approaches in that the *inductive approach* is known as building the theory while the deductive approach is known as testing a theory (when the

researcher develops a hypothesis or theory and designs the research strategy to test a formulated theory). Research approach helps researchers who are confronted with the question of how to reach the goal of attaining understanding of the society, which methods and techniques should be used to reach the valid knowledge? A research contributes to the body of knowledge; therefore a researcher in Public Administration should ask two critical questions necessary relating to the following aspects:

- How should the research be planned?
- How should the research be structured and how should it be executed to fulfil the demands of the science of Public Administration and Management? (Neuman 2016; 166)

The approach the researcher undertakes has to undergo a number of stages: conceptualisation stage; defining key terms in the study, choosing research methods, making use of structured interview questionnaires, operationalization; creating concrete measurement techniques, population and sampling, making decisions about what and who to study, observations, collecting empirical data, data processing, coding, the answers to the questionnaire, analysis; drawing conclusions from the collected data, application and communicating of the findings (Disoloane, 2012:133).

The research design and methodology should be regarded as a systematic and carefully planned enquiry which pays attention to verifying the validity, reliability and truthfulness of the collected data. The research design is an attempt to consider the epistemological dimension of the research problem or question. Recognising that there are various research perspectives each one with its own ontology, epistemology and methodology; enables the researcher to understand his/her own philosophy of social research. The researchers' choice of a research perspective or research design should truthfully reflect their own ontology or belief of how social reality should be viewed along with their epistemology, that is the rules by which they believe reality should be known Mason (2002:15) as cited in (Disoloane, 2012:134). The epistemology and ontology should be consistent in order to guide the researcher to generate knowledge and explanations about components of the social world. Bryman (2008:13) suggest that epistemology concerns the question of what is (or should be) regarded as acceptable in a discipline. Furthermore, Cohen, Manion and Morrison (2007:7) suggest that

epistemology is about assumptions which one makes about the very bases of knowledge – its nature and form, how it can be acquired and how it can be communicated to other human beings. It is a way of looking at the world and making sense of it. Ontology is simply defined by (Al-Saadi 2014:1) as the study of ‘being’ and is concerned with ‘what is’, i.e., the nature of existence and structure of reality as such. It is the assumptions we make about the kind and nature of reality and what exists.

4.2.2 Understanding qualitative research design and method

Research design is simply described by Mouton (1996:108) as a set of guidelines to be followed in addressing the research problem. A research design differs from research methodology in that the latter refers to methods, techniques and procedures employed in the process of implementing the research design (Babbie and Mouton, 2005:104). According to Disoloane (2012:131) a research design comprises a plan allowing the researcher to test the validity of the research question or hypothesis, considering factors that might affect the relationship between the dependent and independent variables. The research design utilised for research will differ depending on the purpose of the study, nature of research problem and the skills and resources at the disposal of the researcher. During the research process, qualitative researchers create the research strategy best suitable for their research (Disoloane, 2012:131). While undertaking the research, the researcher utilises a strategy that will allow for the best collection, analysis and interpretation of the data with the resources at their disposal.

The reason for undertaking a qualitative research is because the methodology deals with simultaneous collection, analysis, interpretation of data and the methods are not limited. According to Brynard and Hanekom (2006:37) qualitative methodology refers to research that produces descriptive data, generally the participant’s own written or spoken words pertaining to their experiences or perception. Usually no numbers or counts are assigned to the observations in qualitative research. Qualitative researchers are interested in understanding how people construct their words in interpreting their experiences and what meaning they attribute to their experiences. The qualitative research approach enables the researcher to get deeper understanding into their research problem Merriam (2002) as cited by Mashologu (2015:22).

4.2.3 Research design

A basic interpretive qualitative study was utilised for this research with the use of semi-structured questionnaire containing open-ended questions. Semi-structured questionnaires were utilised to gather data from participants. The research instrument allows for data to be obtained directly from the participants/ sampled individuals. The purpose of employing the qualitative research method was to help provide in-depth understanding regarding budget allocations for community for security projects located in the ELM region. The research topic required a brief descriptive design of the manner in which funds are allocated to community food security projects by GDARD. Merriam (2002) as cited in Mashologu (2015:25) stated that a basic interpretive and descriptive qualitative study exemplifies all characteristics of qualitative research such as understanding how participants make sense of a situation or phenomenon. The meaning is mediated through the research instrument and the inductive strategy where the outcome is descriptive.

The study was conducted within a social constructivist paradigm and it sought to explore, assess and understand the funding of community food security projects. The social constructivists are of the view that people seek understanding of the world in which they live and work and thus develop subjective meanings of their experiences, meanings directed towards certain objects or things (Cresswell, 2009:8). This paradigm is about people constructing and making sense of events, processes and repositions them into viewpoints or perceptions. The assumption of the study being that adequate and proper funding would yield suitable result for community food security projects. Hence, the assessment of budget allocation for food security for pro-poor growth was thus vital in this regard. This was important for to collect data that would allow participants to express their experience with applying and receiving funding for their community food security projects.

4.3 DATA COLLECTION

4.3.1 Data collection methods

For a holistic understanding of the research problem the study/research utilised both primary and secondary data. The primary data was collected from the participants

drawn from six (6) peri-urban townships in ELM. Emfuleni is made up of the large peri-urban townships namely; Evaton, Sebokeng, Boipatong, Bophelong, Sharpeville and Tshepiso and these townships provides as much information about Emfuleni as possible as they are the cornerstones of the municipality. Data was also obtained from the budget officer who is responsible for allocating funds to the food security directorate at GDARG. All the data which was collected was grouped into sections and analysed. This grouping was organised into categories, which according to Niewenhuis (2007:109) is also termed *priori* coding meaning that the researcher used pre-set categories into which data was sorted starting with a list of prior determined categories. The following pre-set categories emerged from the study which are; composition of projects, tools and support, experience and solutions, establishment of projects, funding of projects, prioritisation, public participation and monitoring and evaluation.

4.3.1.1 Primary data

The primary data was collected through the use of a semi-structured questionnaire with open-ended questions. This allowed the respondents to convey their own story/reality through their answers. The researcher was present while the respondents answered the questions on the questionnaire, this was to provide clarity where needed however the researcher did not lead the respondents answers.

4.3.1.2 Secondary data

Other data was collected using institutional reports and documents from ELM and GDARD. Library sources were consulted along with internet sources, published books, journal articles, relevant legislation and research reports.

4.3.2 Data collection instrument/technique

A predominant mode of data collection in qualitative research is through interviews, which can be conducted through various means (face-to-face, telephonically, electronically). However, structured questionnaires can be used instead of interviews to allow participants to answer at their discretion. Participants ought to be supplied with

standardised instructions on how to complete the questionnaire and an explanation of what is expected of them. A questionnaire prepared to guide an interview is called interview schedule or guide. Disoloane (2015:140) argues that a questionnaire provides the researcher with a set of predetermined questions that may be used as an appropriate instrument to engage the participants. In this relationship the participants are viewed or considered as experts on the subject matter, therefore they should be afforded the maximum opportunity to convey their story and experiences. Participants may even introduce an issue that the researcher had not thought of.

A questionnaire is defined by Babbie (2007:246) as a document which contains questions and/or other types of items designed to solicit information appropriate for analysis. Brynard and Hanekom (2006:46) indicated a few advantages of using structured questionnaires among them that the respondents will take time to think of the answers before answering the questions. The questions contained in the questionnaires allow the researcher to address information gaps relating to community food security projects. Scientifically, a questionnaire should comply with the two basic requirements; it has to be *valid* and *reliable*. Validity – refers to the extent to which an empirical measure adequately reflects the real meaning of the concept under consideration (Babbie, 2007:140). Brynard and Hanekom (2006:47) refer to validity as the potential of a design or an instrument to achieve or measure what it is supposed to measure or achieve. It stresses terms such as authenticity, truthfulness, accuracy, genuineness and soundness.

The following validity criteria have been developed as stated in Bless and Hugson-Smith (1995:82) as cited by Brynard and Hanekom (2006: 48):

- *Content validity* which refers to the correctness and appropriateness of the questions in the questionnaire.
- *Criterion-related validity* which involves testing whether or not a data collection instrument selected measures what it is expected to and whether or not it can be compared to another instrument. Comparing the data collection instrument selected for research with one known to be valid, if they are similar that would mean the selected instrument is also valid.
- *Construct validity* which refers to the degree to which a measurement technique uncovers the information for which it was designed to uncover. Questionnaire

questions must be specific to the information required to be uncovered by the research/study.

- *Face validity* which is concerned with the way an instrument appears to the participants. Based on the subjective judgement of the researcher and the participants. How participants view or perceive the questions in the questionnaire (boring, clear and simple, vague or insulting their intelligence).
- *External validity* which refers to the applicability to similar problems of the conclusion drawn from the research, provided that the sample is representative and the study is a simulation of the real world and real-life solutions.

Saunders, *et al.* (2009:395) stated that there are two types of questionnaires, self-administered questionnaires and interviewer-administered questionnaires. A self-administered questionnaire, in a form of structured questionnaire, is a data collection strategy whereby respondents are expected to read the questions then choose their preferred answer and record it in the absence of the interviewer. While interviewer-administered questionnaires as the name suggests, are those administered by a researcher in the form of an interview.

Two separate sets of questionnaires were prepared for this study; one was developed to elicit responses from the participants of community food security projects and the other for the budget officer at GDARD. The questionnaire for the community food security projects participants comprised 28 open-ended questions with 4 categories (composition of the project, profile of the project, tools and support and funding). The questionnaire for the budget officer at GDARD comprised 2 sections: Section A comprised 24 questions with 5 categories (establishment of the projects, funding of projects, funding methods, prioritisation and monitoring and evaluation).

Section B comprised 28 questions with 6 categories (the budget, budget allocation, funding criteria and method, public participation, predictability and budget monitoring and evaluation). *Reliability*- pertains to the accuracy, consistency, dependability and predictability of the measures. The same instrument must be able to produce the same data at a later stage under similar conditions, e.g. by means of a test-retest technique (Braynard and Hanekom, 2006:48).

4.3.2.1 Sampling

Commonly, during data collection for research purposes, it is not possible or even desirable to collect data from a whole target group or population. This could be extremely difficult and costly, hence the researcher must select sample for their research. Adwok (2015:95) simply defines sampling as a method used for selecting a given number of people from a set of a population. On the other hand Gill and Johnson (2010:123) define sampling as the fragment or section of the population that is selected for the research process. The researcher purposefully chose the participants for this study because the research problem and questions were relevant or applicable to them.

There are several sampling techniques available for the researcher to consider while planning and developing research plan.

Non-probability purposive sampling technique was utilised for this study. Fox and Bayat (2007:59) suggest that although units of analysis of non-probability sampling do not have equal chances of being chosen for the sample, it is still frequently used due to being convenient and inexpensive. From a variety of non-probability sampling techniques, purposive sampling was selected for this study. Purposive sampling has been defined by Greenfield (2002:189) as a technique where subjective judgements are utilised to resolutely select groups that the researcher believes will represent the population. There are also elements of accessibility sampling and purposive sampling that are often combined in practice.

Non-propability purposive sampling was preferred because of the subjective nature of the study. The study is subjective towards funding and budget allocations of community food security projects therefore the participants were chosen through the (non-random) purposive sampling method to get the most accurate data/feedback. Subjectivity arises from the reliance on the opinions and views of those affected by the problem. According to Bryman (2012:418) the aim of purposive sampling is to sample participants in a strategic manner so that the sampled participants are relevant to the research question. It also allows the researcher to utilise a variety of methods to gather all possible cases fitting a particular criteria. This method relies on the researcher's knowledge of the population.

Participants were selected from the six peri-urban townships within the Emfuleni Local Municipal area where generalization is limited to the groups presented in the sample. One

community food security project from each of the six peri-urban townships was chosen for the study. The benchmark for selection such was that the project had to be a community food security project, not located at a church nor a school grounds but within the community and to serve and accommodate the whole community and not just specific people. The selection was designed to capture the extent of poverty and the impact of pro-poor funding in ELM. The anticipation was that the responses from the selected sampled size would provide an understanding into the impact of community food security projects and pro-poor funding. The following six peri-urban townships were chosen for the purposes of this study:

- Bophelong
- Evaton
- Sebokeng
- Boipatong
- Sharpeville
- Tshepiso

The researcher selected one representative from the respective community food gardens projects. The representatives are the managers or co-ordinators of the established projects identified.

4.4 RESULTS FROM THE COMMUNITY FOOD SECURITY PROJECTS PARTICIPANTS

The results presented in this section have been gathered from the participants of community food gardens in the ELM region. Six projects from the six (6) peri-urban townships in ELM formed the sample of study. The questions in the questionnaire were grouped into four (4) categories

4.4.1 PROJECT COMPOSITION

This section aimed to understand the composition and profile of the projects established.

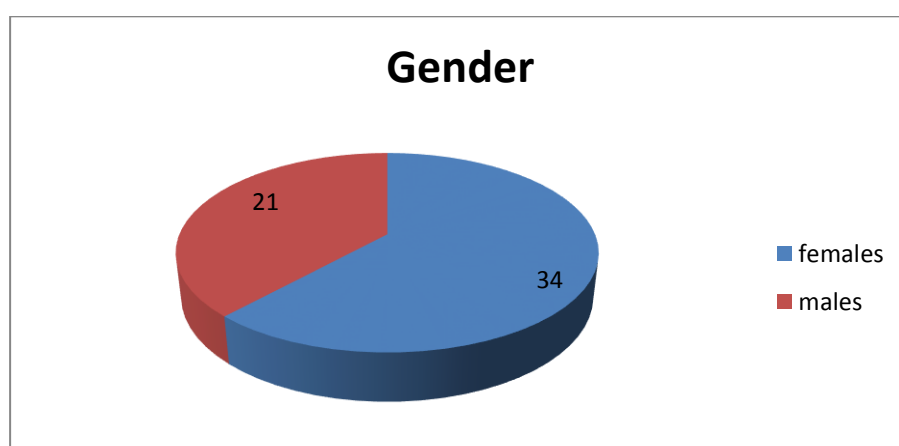
Table 1: Profile of the projects

Projects	Location	Disability		Social grants recipients	Project establishment: Numbers of years
		Yes	No		
Project 1	Sharpeville (Phelendaba)		X	2	2
Project 2	Sharpeville (Vuka) replacing Boipatong	X		2	10
Project 3	Tshepiso		X	3	22
Project 4	Bophelong	X		8	15
Project 5	Sebokeng	X		6	14
Project 6	Lakeside		X	2	3

4.4.1.1 Gender

In this subsection the researcher aimed to understand gender profiles and the total number of participants involved in the selected projects under review.

Figure 1: Gender of participants



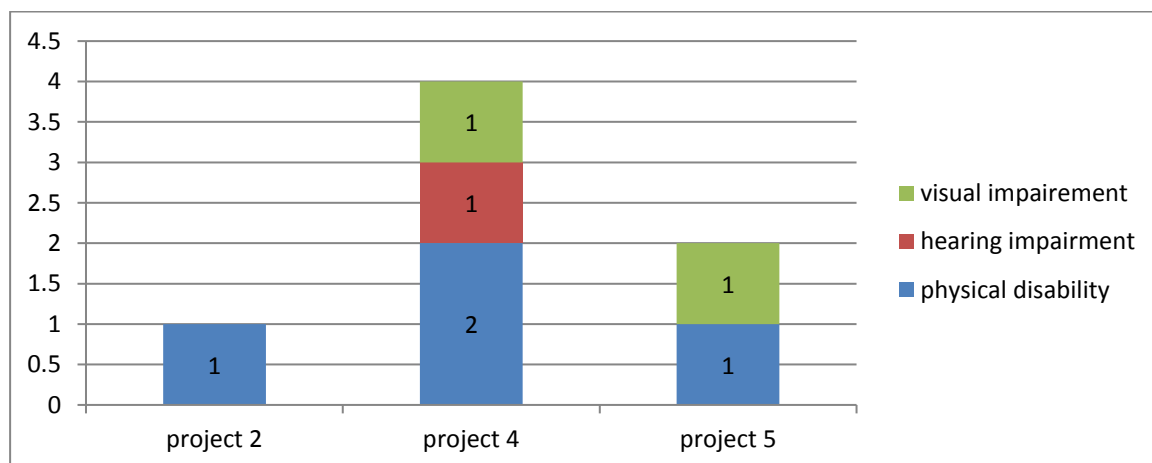
The results above show that women 34 (61.8%) are more involved in community food security projects than men 21 (38%), this is primarily so because more women take care of their families and lead households. Some household may be food insecure with

no source of nutrition. Typically a woman will make a plan to ensure that her children receive something to eat. In most cases women tend to be left alone with the children while their partners are at work or they are single parents. Observations from the GDARD reports also revealed that women participate more than their male counterparts.

4.4.1.2 Accommodation of people living with disabilities

The questions sought to enquire if there were people living with disabilities in the selected projects reviewed in this study. Another question inquired about the viability of the projects if it can accommodate participants living with disabilities. The findings are presented in figure 2 below.

Figure 2: Projects with disabled participants



The results obtained informed that the community food projects comprises of people living with disabilities. There is an equal number of projects having disabled participants and those that do not. The response also shows that community members continue to seek some sort of income to supplement their social grants and provide for their families. Some members of the community experience unemployment and poverty (disabled or not) and community food security projects do accommodate them.

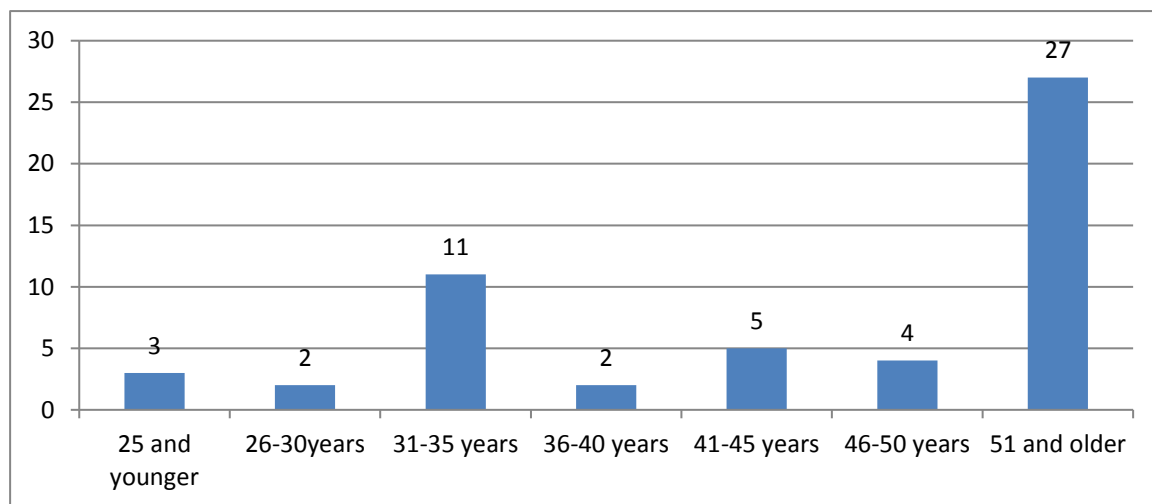
Seven disabled participants were observed in the projects. This means that there is inclusivity and proves that disabled people are welcome to participate in the projects; however there are limitations for physically disabled participants as there are no resources or infrastructure to accommodate them. Although, the observations revealed

that there were no serious cases which required ramps for wheelchair and visual resources. Physical disability referred to participants who use a walking stick for support when they walk. Visually impaired participants included participants who use spectacles for ability to see. Hearing impaired included a participant who had a low hearing sight. For such person the communication instruction must be clearly communicated and to ensure that the recipient understood the instruction for effective work relations.

4.4.1.3 Age of participants

This section looked at the age groups of the participants of the selected projects.

Figure 3: Age groups of participants

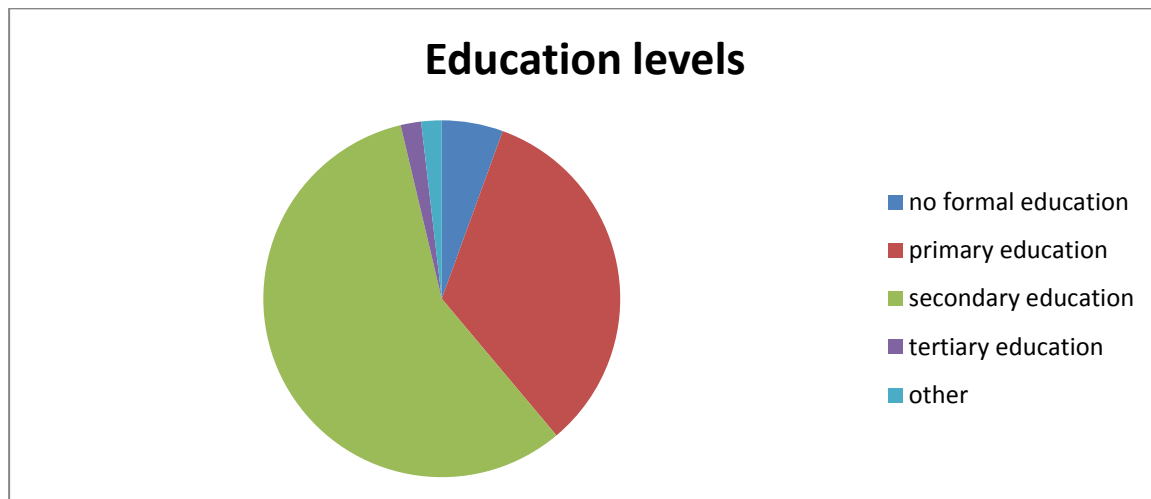


The results revealed that the youth are typically not interested in small-scale agricultural practices. Those between the ages of 31-35 years are second highest compared to other age groups; they are in their last leg of their youth as to be considered a youth one must be aged 25-35. They get involved with these projects as a way to generate some income for themselves as most of them do not have tertiary education and their employability is limited. From the collected data, it is evident that the older generation is more involved in these projects. Most of those in the age group 31-35 years have been exposed to farming at a younger age because during the apartheid era they were forced to work in the farms, since they did not possess most of the skills required for employment they therefore got involved with these projects to generate income and to feed their families.

4.4.1.4 Highest level of education obtained by participants

In this subsection, the aim was to be familiar with the literacy levels of the participants of the established projects.

Figure 4: Highest level of education obtained by participants



Fewer older people acquired primary education while the majority did not get any formal education. The majority of the participants (about 60%) have secondary education. This shows that poverty affects people across all groups whether or not you have any educational background or not and by government investing in community food security projects, this would be beneficial to all.

4.4.1.5 Number of participants receiving social grants

Sub-section 4.4.1.3 above inquired about the age of participants. The results above indicated that 27% of participants were the of older generation participating in the established projects. Therefore this purpose of this question was to establish how many participants received social grants.

Social grant forms part of the social safety net support to low-income households. Pensioners decided to participate in community food security projects because the social grants are not enough to support their families as the families are mostly extended. Pensioners have to take care of their older children, grandchildren and other

extended family members. The social grants are used to purchase food that low-income households need. Some respondents informed that the social grants help to pay for school fees, transport fare, while the purchasing of goods and services are supplemented the money received by participating in these projects.

4.4.1.6 Reasons behind the establishment and participation

Respondents were asked to give reasons why they participate in the respective projects. They provided the following reasons behind the establishment and participation in their respective projects. The researcher analysed the responses and created the following codes from the responses obtained.

Upbringing and values

Background of farming during the apartheid era, later developed the passion for farming.

Income generation

- Generate income.
- To plant vegetables, vegetable seedlings and flowers seedlings for consumption and selling
- To create employment.
- Poverty reduction.
- To generate an income

Food security

- To plant vegetables, vegetable seedlings and flowers seedlings for consumption and selling
- To promote agriculture in the community
- To fight against poverty.

Community development

- To assist the community (providing vegetables for funerals, old age homes and orphanages).
- Contributing to the community (funerals, orphanages, old age homes).

- Wanting to develop the community, acquiring food for consumption and nutrition.
- To educate the community members about agriculture.

Support government

- To assist the government by supplying vegetables and fruits to hospitals.

4.4.1.7 Number of years involved with the community food garden

The participants were asked to indicate when their projects established. The number of years since the establishment of projects signifies the level of engagement by members of the respective projects. These projects have been established for a number of years; ranging from 1996 – 2018. Most of the projects have been running for a few numbers of years since they were established but they still experience a variety of problems. Some have been operating for fewer years. The GDARD quarterly reports for 2018 also indicated that there were 14 newly established projects in the region. Some projects dissolved and new people came into revive the projects as it is the case with Project 1 and Project 3. It was also noted that some members quit, and the remaining members were able to maintain the project.

These projects are established in different sites, for example in Sebokeng, Evaton, Sharpeville and Bophelong. Most projects acquire permission to use government land, while others utilise vacant land and run their project from there. Two of the selected projects had to identify a vacant land to operate from. Three projects informed that they use the government land for crop production. One project announced that they are situated in a pre-school (crèche). Most projects ask permission to use government land, while others find a vacant land and just run their project from there. It was also noted that the projects obtain the premises by way of Community usage and free lease. Projects do not have to pay for the land they use, as the spaces are offered for community use.

4.4.2 TOOLS & SUPPORT

When asked about the tools used the respondents informed that they use garden tools such as; spades, garden forks, rakes, wheelbarrows, hose pipes, water tanks, containers, buckets and pick axes.

Acquisition of tools

A follow-up question inquired on how they acquire the tools used. The respondents indicated that they got their tools from GDARD. Project 1 informed that they use their own tools as the project had dissolved and they have recently started to re-establish in 2018. During the time of the interview, they indicated that they were expecting the ELM to approve their lease before they can formally continue. The participants of Project 3 are funded by own contributions thereafter GDARD provided them with some more tools. Project 4 reported that NDA, FAMSA and GDARD offered the farming implements.

Storage of tools

When asked about how and where the tools are stored, varying responses were gathered. The participants responded by mentioning that the tools were kept in storage containers except for Project 2- which do not have the storage facility. They use off-site storage location. Projects 3- informed that it does not have the storage as a result participants take their tools home with them every time after use.

Assistance from government

This section inquired about the form of assistance offered by government to the projects. Project 1- is yet to receive any kind of support either from ELM or GDARD, as there are still delays regarding acquiring the lease and the project has been re-established by new members using a new name because it had dissolved. The other five projects informed that they seldom receive tools, nets and seeds from GDARD.

Additional support

The researcher also asked the projects if there were possibilities of additional support needed from government. The following were identified as additional support that could be given to the respective projects:

Table 2: Additional support required by participants from ELM and GDARD

Projects	Additional support required
Project 1	Renewal of tunnels and proper fencing.
Project 2	Supply of more tools (nets), water supply, own (bigger land) and

	uniform.
Project3	Storage container and security house for the security that will be guarding the place.
Project 4	Access to the markets, bigger land for expansion, uniform and stipend for motivation and sustainability.
Project 5	Tractors, water supply , boreholes, tunnels, water tanks, irrigation system, fencing, uniform (boots, hats) and a stipend to help those who have no income and have big families
Project 6	Own land and more tools.

It can be noted that safety and security is important as participants require fencing, the land they are using is small leaving no room for expansion, uniform to protect their clothes, a stipend is required because most participants are breadwinner, tools and water supply is required. When asked about the how the whole group benefit from the project. All participants informed that they benefit by acquiring food for consumption and getting proceeds from selling their produce.

Challenges experienced and solutions to the problems

The respondents were asked to identify the challenges experienced within the respective projects. Participants indicated similar challenges regarding their projects such as:

- Shortage of water, theft, insects infestation, limited space and a lack of motivation as there are no funds received by participants and if there are they are limited because only a few people from the projects receive the stipend. The situation holds for projects 2 and 5.
- Project 1- has no tools to work with and the municipality has not issued the lease agreement for the land therefore the participants cannot continue to plant.

Picture 1: Showcase of a project where fencing has been damaged resulting in vandalism of equipment



Picture 2: Showcase of a productive, well-kept and functioning project



Solutions to problems

The following solutions were offered by the respondents:

Proper leadership is required, speeding up of processes of acquiring support, frequent fumigations with chemical that are not harmful to the crops, more land is required, monitoring if the tools are still enough or of good quality and providing new ones, more funds should be provided to support participants of such projects, proper fencing and water should be supplied to the projects.

4.4.3 Future prospects for the development and sustainability of the projects

Respondents were asked to identify indicators towards future prospects for the development and sustainability of the project. The respondents have similar prospects regarding their projects:

- They want to have more land for expansion so that they can have access to the market and trade with big supermarkets.
- Participate in more agricultural competitions.
- Have more people involved with the projects (the youth).
- To receive recognition from government and financial support.
- They want to have office space and technology.
- More participation from the government, not just making speeches but playing and active part in helping these projects to grow.
- Have their projects more inclusive and accommodative of disabled people and the youth.

4.4.4 Concluding remarks

Respondents were requested to state their appraisals to the project. Participants indicated that they are grateful for what has been provided thus far by the department but indicated that more needs to be done to assist them. They also would like more support from the government which should play an active role in small-scale agriculture to grow the sector. The feedback from the questionnaire was helpful to the researcher revealing the impact that the community food security projects have on the lives of the poor and also exposing the gaps/areas that still need to be attended to. It is evident that the community food security are able to improve the lives of the poor (to an extent), therefore adequate budget allocation from the department will make them more successful in achieving their goals and objectives while improving the livelihoods of the participants.

4.5 RESULTS FROM THE INSTITUTIONAL QUESTIONNAIRE

The aim of this section was to have knowledge of the process and practices undertaken by The Gauteng Department of Agriculture and Rural Development (GDARD)

(hereafter the GDARD or Department) for allocating budgets on food security projects established in the province. The questionnaire comprised of the following five themes:

- Establishment of projects
- Funding of projects
- Prioritisation
- Monitoring and evaluation
- Public participation

The abovementioned themes are discussed in the subsequent sections. The results of the respective themes are presented in the sections below. The results presented below are also sources from the report issued by the department for the financial period 2018/2018. The researcher considered to observe current quarterly reports for better comprehension and sharing of research results.

4.5.1 Established projects

This section comprises of two questions posed to the Department.

4.5.1.1 Food security projects established and funded in the ELM

The first question was aimed at establishing awareness on the projects established in the ELM by GDARD. It is important to have knowledge of the respective projects and how they are funded. The first question inquired on the number of food security projects established in Emfuleni Local Municipality. “Establishing food security projects, particularly household food security, is widely acknowledged as an important milestone in advancing the living standards of the rural poor” (Abdu-Raheem and Worth, 2011:39). The literature review and the discussions with the Department revealed the importance of food security projects. The Department is responsible for three (3) programmes, namely:

- Programme 1: Administration;
- Programme 2: Agriculture and Rural Development; and
- Programme 3: Environmental Affairs (GDARD, 2018:33).

Food security resides under Programme 2: Agriculture and Rural Development (GDARD, 2018:33). Programme 2: Agriculture and Rural Development is responsible

for the two major mandate areas, that is, development agriculture and development of rural areas (GDARD, 2018:33).

The programme also strives to respond directly to a modernised and transformed agricultural sector increasing food security, economic inclusion and equality (GDARD, 2017:43). The Department informed that there are three regions developed for the realisation of the developmental mandate of the province, namely:

- Germiston Region (Ekurhuleni Metropolitan and Sedibeng District Municipality);
- Randfontein Region (Johannesburg Metropolitan and Westrand District Municipality); and
- Pretoria Region.

The Department was asked to provide information on the number of projects established and funded by the Department in the ELM. The department reported that food security projects are categorised in three forms, namely: community food gardens, household food gardens and school food gardens. In terms of the projects established, the Department informed that the extension officers maintained almost 146 existing community projects established in the region. The projects established in the ELM, are found in Sebokeng, Evaton, Sharpeville, Tshepiso, Bophelong and Boipatong. The projects established are meant “to respond directly to a modernised and transformed agricultural sector increasing food security, economic inclusion and equality” (GDARD, 2017:43). The Department informed that there were 146 existing food production units maintained and supported.

4.5.1.2 The role played by GDARD in the establishment of the projects

The question inquired about the role played by GDARD in the establishment of the projects. The answer obtained informed that the Department provide support to the households benefitting from homestead food gardens and new and existing community food gardens; new poultry production projects or any other food production initiative. The Department also informed that it mobilises the communities to participate in the programme. The Department also assist the project beneficiaries throughout the project

cycle, that is the inception, implementation and when the projects are fully established and for its sustenance.

The role played by the GDARD is offered to existing projects and to the newly developed projects. GDARD is heavily involved in the establishment of such projects and this involvement extends to providing training to participants, irrigation systems, fencing, equipment and garden tools, storage containers, inputs (seeds and fertilisers) and monitoring of projects.

The assistance provided to these projects includes the support for extension services, advisory services and training in vegetable production. Extension service is agricultural support given to farmers. Extension service comprises of three dimensions:

- The first dimension considers extension in terms of agricultural performance.
- The second dimension equates extension to rural community development.
- The third dimension equates extension to comprehensive non-formal community education (Zwane, 2012:40).

Advisory services are a part of the role played by the Department. Extension service on agricultural performance refers to the function offered by the Departments personnel to ensure that there is improvement of production and profitability for the established food security projects. Extension is viewed as a provider of non-formal agriculturally related continued education in community gardening (Rivera, 1989:94).

The responses informed that the extension officers provide training to the beneficiaries in order to understand how to use the resources and how to grow the crops. The Department provides extension services to new community food gardens. Support in vegetable production frost sheets, compost, fertilizer and land preparation for vegetables. This involvement by GDARD is crucial in ensuring that the projects get a proper head start and support throughout.

4.5.2 FUNDING OF PROJECTS

This section inquired about the manner in which the projects are funded. Ten questions were posed to the Department.

4.5.2.1 Funding of projects (Internal or external)

The question sought to establish how projects are funded and whether the funds come from external or internal sources. The department is not the sole provider of funding to these projects. The Department informed that the funding for food security projects are obtained from the operational and capital funding prepared in the department for the respective projects. The internal source is the Departmental budget for the directorate Food Security. Funding for these projects come from NDAFF and other external funders including National Development Agency (NDA), Independent Development Trust (IDT). External funding includes CASP. The Department indicated that this fund is provided to all the departments of agriculture in the provinces. Each provincial department gets its allocation as per the size of the province.

There are also other forms of funding towards realisation the of food security, namely: conditional grants and donor funds. Two conditional grants were identified, namely: the “Conditional Grant 1: Comprehensive Agricultural Support Programme (CASP) and Conditional Grant 2: Ilima/Letsema and Conditional Grant 3: Land Care” (GDARD, 2018:66). The budget allocation is injected in farming implements as identified during the interviews. The Department indicated that budget allocation for food security projects is conceptualised before the start of the project.

Awareness of food security projects: It was stated that the Department also make budgets for awareness campaigns to educate community members about the available projects. In these awareness, the Department book a hall which is closer to the community identified. Refreshments are also bought to give the participants at such meetings.

Feasibility study: The department is required to conduct a feasibility study on identified projects. This requires money as the extension officer has to travel to the identified prospective projects.

Business plan development: It was indicated that some prospective projects do not have knowledge of how to draft a business plan. Therefore, the Department will assist the identified participants with the business plan development.

Farming implements: Once a project is approved, the Department then allocates funding to the project. There is a non-monetary funding model towards these projects. The Department pointed out that all farming implements are procured by them. Starter pack funds are also allocated for newly established projects, for purchases which includes: starter pack of seeds, including spinach, beetroot, carrots, green beans, onion and tomato.

- spade,
- rake,
- fork watering can,
- compost fertilizers and
- hand hoe
- 10 meter hosepipe

Protective clothing: The budget allocation for these projects also includes issuing of protective clothing. The Department also informed that protective clothing such as gumboots, eye protector, dust masks and knapsack sprayer are issued to respective beneficiaries to eliminate contact with harmful substances. It can be drawn from the passage above that the establishment of these projects is not an easy process, indeed a lot of effort is invested towards these projects.

4.5.2.2 Application of project funding

The question asked aimed to find out if there are mechanisms used to make community aware of funding opportunities and how they apply for such a funding. The Department hinted that there are mechanisms developed for such interventions. Awareness workshops are held in the communities whereby these projects are presented and contact details provided so that those who are interested can follow up. Another point given was that the Department present the earmarked projects to the community members of those areas whereby those that are interested are then registered. Furthermore the Department informed that the applicants of the community food gardens have to request assistance from the department. It was also indicated that the participants of these projects need to be committed to their projects as this will ensure

that the project performs well and the funding provided to them will not be wasted on them. The projects are not pre-selected to receive funding.

4.5.2.3 Criteria for selection of beneficiaries

This question aimed to inquire if there is a criteria used for selection of beneficiaries to receive funding. The department indicated that the selection criteria is based on the commitment of the beneficiaries, whereby there must be an available land where the garden will be developed. It was emphasised that funds cannot be allocated if the project does not have a place identified for crop production. Therefore, land availability is the most important factor for possible funding. Some groups request funding with an established garden, maybe in church or clinic. In this case, the Department will also assess commitment of the applicants by checking what they have started in terms of establishing a garden on that particular land.

4.5.2.4 Challenges that restrict funding of food security projects

The inquiry in this section aimed to understand if there were challenges that may restrict funding of food security projects. It was reported that there could be wrong expectations whereby applicants think that the department must transfer the funds to their accounts. Further it was noted that appointed service providers provide poor quality services. Poor quality often derails the implementation process. Another question asked how the Department ensure that these challenges do not affect how funding reaches the deserving projects. The responses indicated that the Department must undertake thorough feasibility study which will ensure that all facts are gathered in terms of the project's plan and its sustenance. Furthermore, proper information should be communicated to the community about the pros and cons of the project. In this manner the department will not have clashes with the community.

4.5.2.5 Anticipated financial risks

Project implementation can be faced with poor services from service providers. A question inquired if there are financial risks when allocating funds to food security projects, and how are they are mitigated. The Department showed that it follows specific

standardised criteria for project funding. The responses from the department indicated that it takes about three months for funding to be approved and once the funding has been approved it is up to the participants of the projects to ensure that they are committed to their success. There are a few processes that the Department checks before granting assistance to the projects, such as if the project is existent and if the members have attended or require training. Once more the Department indicated that there are no cash transactions associated with these projects; the money is used to purchase supporting tools and to provide for services from different service providers

4.5.2.6 Criteria that must be met by projects for continued funding

This question aimed to understand the role played by beneficiaries in order to continue receiving funding upon the initial funding. The importance of project commitment was emphasised for continued funding in the project lifecycle. The project members must also attend training, feedback workshops and also be sustainable.

4.5.2.7 Cost and benefit analyses

The Department responded to the question on whether they conduct the cost and benefit analyses prior to allocation of funds to the respective projects. The response obtained informed that cost and benefit analyses are considered before the funds can be allocated. In some cases you may find that the project is established in a private land and such land is sold in the long run. Therefore it is important to conduct these analyses for continued value for money.

4.5.2.8 Annual budget for establishing food garden projects

Since budgets are allocated to these projects, the researcher wanted to get an idea of how much of the annual budget is allocated or reserved for food security projects (community food gardens). When asked how much of the annual budget is allocated or reserved for food security projects (community food gardens), the Department mentioned that an amount of R3 000 000 is budgeted for the respective projects. The department also mentioned that before funding can be allocated, there are consultations with managers from each section. The Department also highlighted that the expenditure

estimates do not extend beyond the current financial year as the budget is always not enough.

4.5.3 Prioritisation of funding

The two questions were posed to the Department: How is priority given when funding these projects? The response obtained pointed out that priority is given to those applicants that have shown commitment by starting something without any assistance from anywhere.

Appointment of service providers:

Another response informed that the Department appoints service providers to provide services required such as infrastructure, inputs. There is therefore a form of prioritising for the sustenance of the projects.

Support with water harvesting systems:

Connection to water source was pointed as another point of priority when funds are allocated to these projects. There is an increasing need worldwide for improved water resources management (Nhamo, Mabhaudhi, and Magombeyi, 2016:411). Water scarcity and food insecurity are among the major challenges facing humankind today (Nhamo, *et al.*, 2016:411). Improving crop water productivity has been identified as a possible solution to water and food insecurity, by producing more food with less water, that is, to produce “more crop per drop” (Nhamo, *et al.*, 2016:411). Improving water use efficiency or enhancing crop water productivity is a critical response to increasing water scarcity, including maintaining sufficient water in rivers and lakes to sustain ecosystems and to meet the growing demands of cities and industries (Sharma, Molden, Cook, 2015:38).

The second question inquired if the Department has alternative criteria for projects that do not meet the requirements to receive funding. The Department informed that they do not disapprove the projects as long as they have land. Agriculture remains very important to the economy as it contributes more than one-third to the gross domestic product (GDP) (Chirwa, Kumwenda, Jumbe, Chilonda and Minde, 2008). The answers

from the department indicated that priority to receive assistance is given to already existing projects, projects with land although not already existing but members showing commitment and desire to see the project existing and projects that benefit the poor. Non existing projects are denied assistance from the department. Furthermore, it was informed that prioritisation begin when projects are identified. The feasibility study analysis conducted also pinpoints the suitability and importance of the prospective projects. The prioritisation of projects is done through the employment of prioritisation criteria (Mogale City, 2018).

The identified prioritisation criteria will form the basis of the prioritisation model and ultimately assist in the identification of anchor projects for the realising the developmental mandate of the department and the province (Mogale City, 2018). The following three prioritisation criteria have been identified:

- Strategic importance of project,
- Impact of the project, and
- SME development potential (Mogale City, 2018).

The identified prioritisation criteria will form the basis of the prioritisation model and ultimately assist in the identification of anchor projects for the realising the developmental mandate of the department and the province (Mogale City, 2018).

4.5.4 Monitoring and Evaluation

In this section the questions aimed to identify how public funded projects are monitored and how the Department ensures sustainability of funded projects. The Department informed that it ensures continuous monitoring through the extension officers and municipal officials. The response obtained indicated that once assistance has been provided to the projects, there is continuous monitoring and evaluation. Budget allocations are monitored through financial reporting. To ensure that there is no corruption, the Department indicated that the projects are not given money rather the money is used to support them and to pay service providers.

Monitoring and evaluation forms part of governance in any organisation. Project monitoring and evaluation is often a requirement for funding as it is believed to inform

the reporting process. The strategic planning that the Department has is very effective and the budgets for food security projects are revised annually to ensure effectiveness and efficiency. Monitoring forms part of governance in any organisation. The Department regards governance as fundamentally important to the achievement of its mission, financial objectives and the fulfilment of its responsibilities in meeting service delivery (GDARD, 2018:76). The literature review revealed the following which is the baselines for monitoring: include work plans,

- visitation forms,
- weekly plans, monthly reports,
- quarterly reports,
- annual reports supervisory reports and
- performance management systems (GDARD, 2017; 40).

According to (Crawford and Bryce, 2003:366) the term monitoring and evaluation has come into common usage in the aid industry over the last 20 years. The notion of trying to measure the performance of an aid project throughout the life of the project, as opposed to simply trying to understand what went right or wrong in hindsight, was first promoted by Herb Turner in the 1970s. The mainstream position is that monitoring is an on-going process of data capture and analysis for the purpose of control; evaluation is a periodic process of assessment for the purpose of learning.

The Department as the leading implementing agent of the project in the province in partnership with the relevant stakeholder as per established institutional arrangement will monitor and evaluate the impact of the programme.

Risk management

Sustainability of the funded projects can be realised by means of a risk management processes. The Department has in place the following guiding documents for all risk management activities and methodologies, namely; the Risk Management Policy, Risk Management Strategy and Implementation Plan which is closely monitored throughout the financial year (GDARD, 2018:78). The Department receives significant benefit from risk management in relations to matters affecting business continuity management,

compliance with laws and regulations as well the monitoring of internal controls, among others, for the purpose of improving the Department's performance (GDARD, 2018:78).

Quarterly reports

The programme is monitored on monthly, quarterly and annual basis (GDARD, 2018; 78). Quarterly reports are important for reporting on the performance of projects. It is said that the report are presented in senior structures of the department. Reports are presented in quarterly base. The starting date for Quarter One was 1 April 2016; Quarter Two was 1 July 2016; Quarter Three was 3 October 2016 and Quarter 4 was 2 January 2017 (GDARD, 2018:78). The table below also denotes the indicators employed to measure the established projects.

Table 3 Food security Indicators

Programme name: Agriculture and Rural Development				
Sub-programme: Farmer Support and Development (FSD)				
Strategic Objective:				
Boost food security for all and ensure the sustainability thereof.				
Performance Indicator	Actual Achievement 2016/2017	Planned Target 2017/2018	Actual Achievement 2017/2018	Deviation from Planned Target to Actual Achievement for 2017/2018
1 Number of households benefiting from agricultural food security initiatives.	8 235	3 580	2 724	-856
2 Number of school food gardens supported.	85	50	52	+2
3 Number of community food gardens supported.	108	50	50 None	None
4 Number of Food Gardens Supported with water tanks for rain water harvesting.	#	36	40	+4
5 Number of women benefitting from	798	580	356	-224

community food gardens.				
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Source: GDARD, 2018:41

The results above inform that there is link of department's performance and the budget allocated.

4.5.5 PUBLIC PARTICIPATION

The question in this section asked if the community participate in the budget process. The response of the department indicated that the public is made aware of the availability of funding and the processes to follow in requiring such assistance. However, the public is not as involved in providing input for budget allocations. Community members only partake in budget process during the Premier budget speech which informs the community about tabling, and approval of provincial budget.

4.6 CONCLUSION

This chapter presented the research methodology utilised in this study as well as the results from the research instrument utilised. The data collected by the interviews with both the participants of community food security projects (community food gardens) and the department (GDARD) were analysed and presented in this chapter. From both sets of interviews it is evident that community food security projects are important in enhancing pro-poor growth for the poor. They provide the poor with an opportunity to fight poverty, generate income and fight unemployment and ensure that communities are food secure. It is also evident that funding plays a vital role in the success or failure of such projects in meeting their objectives. The following chapter will provide recommendations, findings and conclusion for this study.

CHAPTER FIVE

FINDINGS, RECOMMENDATIONS AND CONCLUSION

5.1 INTRODUCTION

The aim of this study was to assess budget allocation and funding for food security projects in Emfuleni Local Municipality. Chapter one provided an outline of what the study would be focussing on as well as the reasons for conducting this study. Chapter two provided theoretical exposition of the concepts in the study such as food security, community food security projects, resource allocation and pro-poor funding. The theoretical exposition was an attempt to lay some foundation for the chapter to follow. Chapter three provided an overview of the budget allocation processes and methods for funding community food security projects. Chapter four provided the methodology utilised for the research as well as data analysis form the research instrument used to collect the data. The purpose of this last chapter is therefore to draw the study to its end by presenting research conclusions derived from both the literature review and the empirical research findings. The next section begins with a summary followed by recommendations to the issues raised by the study.

5.2 SUMMARY OF FINDINGS

A summary of this study is based on the first four chapters. As it had been stated, the study is based within the Public Financial Management field and it was prompted by the growing interest in the establishment of community food security projects as a solution to reducing poverty and unemployment amongst the poor. The study revolved around the following central theoretical statement: Community food security projects play a vital role in enhancing food security and promoting pro-poor growth therefore proper and adequate funding can realise the intended goals/objectives.

The study was therefore, driven by the central theoretical statement along with the problem statement, the research aim and research objectives. All the three spheres of government have an obligation to improve the economic, social and environmental well-being the nations.

Role of local government

The two spheres of government being local and provincial need to collaborate in establishing regulations, planning and policy framework that supports sustainable development in communities.

Furthermore, municipalities are expected to participate in promoting the efforts of citizens in alleviating poverty and creating employment for them, however this needs funds and that is where intergovernmental fiscal relations come into effect. Emfuleni Local municipality has quite a number of food security projects however there is not enough revenue to fund them all and ensure that they reach their full potentials. The study utilised qualitative questionnaire for the participants of community food security projects. What can be noted from their responses is that there is some kind of assistance being offered by GDARD in terms of providing support.

Support from GDARD

Feedback from the participants indicated that there is some consideration from government, although this needs to be enhanced. Considering that agriculture is one of the main contributors of the economy, more support needs to be offered to community food security projects. Local municipalities along with the Department of Agriculture have to reprioritise agriculture as the main contributor to food security and employment creation, although at a small-scale level.

Established projects

The establishment of these projects proved that South African all across borders are embarking on alternative solution to fighting unemployment, poverty and food insecurity. Participants of these projects ranged from the youth (although few) to pensioners. There is not just one age group that is involved in these projects, even though the older generation seem more vested than the youth. Most youth pursue education as the key to success and when that does not bare desired fruits they resort to other means to improve their livelihoods, some end up partaking in food security projects.

After more than 20 years of democracy, South Africa is still faced with persistent poverty, the unemployment rate still remain high, food security and nutrition challenges. Community food security projects proved to have a huge impact not only to its

participants but also to community members. The success or failure of one of these projects does not only affect the participants of the project but also community members. The community is able to buy fresh vegetables (and sometimes fruits) at an affordable price. This is important because statistics show that millions of South Africans are not nutritiously nourished.

With South Africa having high level of unemployment, these projects help community members by being easily accessible and selling produces at affordable prices. The participants also benefit from these projects by acquiring food for consumption to feed their families. The study has proven the myth that people are just waiting for government to provide everything for them is wrong, because many communities in ELM have taken the initiative to empower themselves and their communities. The produces from these projects go a long way towards helping their communities; they are being sold to the community at an affordable price, they are contributed when there is a funeral in the community, they are donated to old-age homes and orphanages to help community members who are in needs. The success of these projects depend on many things: with funds being at the top of the list as almost everything needs money, irrigation system, tools and equipment (tractors for larger projects), nets, seedlings and stipends for beneficiaries.

A semi-structured questionnaire was also prepared for GDARD and the following findings ensued. The department is to a certain extend involved in the establishment of the community food security projects, through providing support and training. Once the projects have been established, the department provides continuous support to the projects, including equipment, garden tools, storage containers, irrigation systems and other required support.

All the established projects receive their funding from the department, although some do receive funding from both the department and external funders. The support provided by the department to these projects is essential in ensuring that they reach their full potential and meet their objectives of reducing poverty and income generation for the poor. The department receives its funding from the equitable share from national government and also from external donors. Externally, funding is received through

CASP fund from National Department of Agriculture and Forestry and Fisheries (NDAFF). This fund is provided to all the departments of agriculture in the provinces. Each provincial department gets its allocation as per the size of the province. Projects seeking assistance from the department are free to seek such assistance without hesitation as the information is made accessible to the public.

Processes

There are processes to be followed by projects when requesting assistance and also by the department when providing the assistance. The processes are there to ensure fair and effective support to the projects. It is the vision of the department to ensure that agricultural practices are supported and prioritised and food security enhanced.

Funding

The funding method used by the department is effective and efficient because it ensures that funds are used for what they are meant for. Considering the levels of corruption, mismanagement of funds and fruitless and wasteful expenditure, this method is best suitable for a public department. The funds allocated for food security projects are not transferred to them but they are utilised to support them; buy them equipment and pay for other services.

When providing funding priority is given to those projects that are truly pro-poor and whose members are committed to their projects. There is no point of allocating resources to projects that do not improve the lives of the poor and/or whose members are not committed and they end up dissolving. To see if there are any issues that need to be resolved, the department has appointed extension officers who work directly with each project to ensure that the presence of the department is felt and projects are not neglected. These extension officers are also there to monitor and evaluate the progress and performance of these food security projects. Community food security projects play an essential part in alleviating poverty, providing food security to the poor and income generating for the unemployed, which is in line with the vision of the department which is to see communities' healthy, food secure, developed and sustainable (both rural and urban).

It is evident from this study that funding is a fundamental aspect for any institution of project. With adequate funding most projects do prosper and meet their objectives, this is realised through the monitoring and evaluation of the projects. This allows for continued funding for projects that are meeting their objectives and goals, provided that funds are important for the completion and success of any project.

5.4 REALISATION OF THE RESEARCH OBJECTIVES

Chapter one provided research questions and objectives. The research questions were addressed in the questionnaire, while the literature, feedback and findings contributed towards the realisation of the research objectives. The following objectives were realised:

- To define and provide a theoretical exposition of the concepts: budget allocation, resource allocation and food security - this was covered in chapter two.
- To evaluate how pro-poor budget is developed for community food security projects - this objective was realised through chapter two.
- To identify the roles and responsibilities of the people involved in developing budgetary allocations and recourse allocations for food security projects - this objective was realised through the utilised data collection instrument
- To identify and comprehend the criteria applied by GDARD in allocating funds for food security projects in ELM – chapter three contributed towards the realisation of this objective; And
- To offer recommendations towards proper and adequate funding of food security projects in ELM- this objective was realised in this very chapter (chapter five).

Chapter one provided the following central theoretical statement: community food security projects play a vital role in enhancing food security and promoting pro-poor growth; hence proper and adequate funding can realise their intended goals and outcomes. This statement was confirmed to be true through literature provided.

5.5 RECOMMENDATIONS

Recommendations are future solutions to current arising problems. This therefore suggests that upon completion of any research or study, there must be solutions offered

for problem encountered throughout the study. A good research is able to uncover a problem which requires a solution, this in some way continuation of the research field contributing new knowledge. These proposals are presented below:

- *Interdepartmental collaborations or relations*

Considering that poverty is multi-dimensional, so must the efforts to address it. Community food security projects are one of the poverty reduction strategies that require interdepartmental collaborations. One of the demands or needs of these projects is the supply of water (Department of Water Affairs), participants also require toilets for their projects as they spend the whole day there (water and sanitation). Sometimes the projects do not produce enough income as the crops grow at a certain pace therefore food parcels can be provided to ensure that participants can sustain and support their families (Department of Social Development).

Participants also require to properly though about agricultural practices, how to take of crops, how and when to plant (since there are seasons for planting and harvesting) along with many other ways to successfully run and grow a project (Department of Education).

- *Explore more avenues for revenue*

At the top of the list of demands funding is up there and it is clear that financial resources are scarce. Government departments should look at alternatives means of generating income which does not include more borrowing so that they can be able to allocate enough revenue for their respective projects.

- *Inter-sectorial partnerships*

Community food security projects produce a variety of vegetables and fruits (some) they can partner with private businesses to provide them with the produces and they can receive income and other desired support. For instance if a business signs a contract or agreement that they will receive their vegetables and fruits form a particular project then that would mean there will be consistency in income received by the project. It's a win-win solution, the project receives more money and the business will have one specific and reliable supplier.

- *Easy access to the markets*

The products of the community food security projects are sold to their community which does not provide much income as other community members purchase theirs from supermarkets. If the projects have access to markets then they can sell more of their produces and generate more income for their projects to be sustainable and to expand.

5.6 CONCLUSION

The central objective of this study was to assess budget allocation and funding of community food security projects in Emfuleni Local Municipality. This was in an effort to examine public expenditure and pro-poor funding- to the funds reach their intended recipients which are the poor. Funds invested in any poverty reduction strategy have the potential improving the lives of the poor. Some of the reasons why communities choose to establish community food security are to generate income. The involvement also enhance food security and to reduce the effects of poverty. Therefore the role that government can play in assisting them is properly budgeting for them so that they may have enough funds. The success or failure of these projects depends on how much support they receive from government. The roles played by both the municipality and the department need to be acknowledged and promoted for future references.

Municipalities are required by legislation to budget for development and sustainability and the community food security projects have huge potential to ensuring development of communities and sustainability. Although this study was founded within the context of Public Financial Management, there are still many other areas within Public Management and Administration to be explored. Such areas include, but are not limited to alternative poverty reduction strategies, food security and creation of employment amongst the poor. There is further research to be conducted from the results of this study. The study has revealed plenty of study areas regarding poverty alleviation strategies and public financial management.

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ANNEXURE A: QUESTIONNAIRE FOR COMMUNITY FOOD SECURITY PARTICIPANTS

Topic: Assessment of budget allocation and funding of community food security projects in the Emfuleni Local Municipality

Name of interviewer: Nthabiseng Welhemina Mofokeng (student)

Institution: North-West University

Year: 2018

PERSONAL DETAILS OF PARTICIPANTS- *Please make an X in the appropriate box.*

1. COMPOSITION OF THE PROJECTS

1.1 Gender- Total number of participants involved in the project

Female	Male

1.2 Disability – Participants with disabilities

Yes	No

1.3 Age of participants

25 and younger	26-30 years	31-35 years	36-40 years	41-45 years	46-50 years	51 and older

1.4 Highest level of education obtained by participants

No formal education	Primary education	Secondary education	Tertiary education	Other, specify:

1.5 Number participants receiving social grants

.....

1.6 Reasons for participating in the community food garden.

.....

1.7 Number of years involved with the community food garden.

.....

2. TOOLS & SUPPORT

2.1 What tools do you use to grow your crops?

.....

2.2 How did you acquire these tools?

.....

2.3 Where are the tools kept?

.....

2.4 What kind of assistance does the project receive from the Municipality and /or the Department of Agriculture?

.....

2.5 What additional support or assistance would the members like to receive?

.....

2.6 How does the whole group benefit from the project?

.....

2.7 What challenges do you experience within the project?

.....

2.8 What can be done to eliminate or mitigate these challenges?

.....

3. EXPERIENCE AND SOLUTIONS

3.1 What struggles do you experience when seeking funds for this project?

.....

3.2 What measures do you take to ensure that the funds are utilised effectively?

.....

3.3 Future prospects for the development and sustainability of the project?

.....

3.4 Any concluding remarks/ Comments you want to make?

.....

THANK YOU FOR YOUR TIME, HAVE A BLESSED DAY!!!

ANNEXURE B: INSTITUTIONAL QUESTIONNAIRE

INSTITUTIONAL QUESTIONNAIRE FOR GAUTENG DEPARTMENT OF AGRICULTURE AND RURAL DEVELOPMENT

Topic: Assessment of budget allocation and funding of community food security projects in the Emfuleni Local Municipality.

Name of interviewer: Nthabiseng Welhemina Mofokeng(student)

Institution: North-West University

Year: 2018

1. ESTABLISHMENT OF PROJECTS

1.1 How many food security projects established and funded by GDARD in ELM?

.....

1.2 What role does GDARD play in the establishment of these projects?

.....

2. FUNDING OF PROJECTS

2.1 How are these projects funded (Internal or external)?

.....

2.2 Where does the funding of these projects come from?

.....

2.3 Do the beneficiaries of these projects apply for funding or are they pre-selected to receive funding?

.....

2.5 What criterion is used to pre-select beneficiaries to receive funding?

.....

2.6 What are the challenges that restrict funding of food security projects?

.....

2.7 When allocating funds to food security projects, what financial risks are anticipated?
How are they mitigated?

.....

2.8 Upon the initial funding, what criteria must these projects meet in order to continue receiving funding?

.....

2.9 Are cost/benefit analyses conducted prior to allocating funds to projects?

.....

2.10 How much of the annual budget is allocated or reserved for food security projects (community food gardens)?

.....

3. PRIORITISATION

3.1 How is priority given when funding these projects?

.....

3.2 What funding model or system is used to fund the projects?

.....

3.3 Is there an alternative for projects that do not meet the requirements to receive funding? If yes, what is it?

.....

4. PUBLIC PARTICIPATION

4.1 Is the community aware of the funding available for food security projects? How do you ensure easy access of information regarding the availability of funds?

.....

5. MONITORING AND EVALUATION

5.1 How are the funds allocated to these projects monitored to ensure they are used effective and efficient?

.....

5.2 How does the Department ensure sustainability in funding these projects?

.....

THANK YOU FOR YOUR TIME, HAVE A BLESSED DAY!

ANNEXURE C: PERMISSION TO CONDUCT RESEARCH



Enquiries: Riaan Beukes
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North West University Ethics Committee

For attention: Prof LB Tumi Mzini

Dear Prof Mzini

RE: PERMISSION TO CONDUCT RESEARCH ON ASSESSMENT OF BUDGET AND ALLOCATION FUNDING OF COMMUNITY FOOD PROJECT IN THE EMFULENI LOCAL MUNICIPALITY

The Department has reviewed the request submitted by Ms. NW Mofokeng to conduct research on assessment of budget allocation and funding of community food project in the Emfuleni Local Municipality.

The importance of the study for the Department has been considered. Therefore, the Department grants permission of the ethical clearance for Ms. Mofokeng to conduct research.

The Department wishes Ms. Mofokeng and the team all the best in the research.

Yours sincerely.

Ms. Priscilla Pietersen
ACTING HEAD OF DEPARTMENT: AGRICULTURE AND RURAL DEVELOPMENT

Date:

29/11/18

ANNEXURE D: REPORT FROM LANGUAGE EDITOR

	ADDRESS WEST END BUILDING 2ND FLOOR OFFICE 203H 51 LEIGH STREET OLEKSANDRIA 2070	CONTACTS C: 073 700 0192 D: 066 508 6821 E: MAKETSHEMU@YAHOO.CO.UK W: WWW.CALLINKINVESTMENTS.CO.ZA
ABC SOLUTIONS ACADEMIC AND BUSINESS COACHING SOLUTIONS Ca/Law/02/2019		
Monday, 28 January 2019		
<u>CERTIFICATE OF ENGLISH EDITING</u>		
To whom it may concern		
This is to certify that the mini-dissertation with the title ASSESSMENT OF BUDGET ALLOCATIONS AND FUNDING OF COMMUNITY FOOD SECURITY PROJECTS IN THE EMFULENI LOCAL MUNICIPALITY, to be submitted by W.N MOFOKENG (21929378), to the NORTH-WEST UNIVERISTY, has been edited for language by ABC Solutions, a division of Cal Link Investments. Neither the research content nor the author's intentions were altered in any way during the editing process.		
ABC Solutions guarantees the quality of English language in this paper, provided our editor's changes are accepted and further changes made to the paper are checked by our editor. The referencing and sources were checked, as far as was possible, as per the university's referencing guidelines. The final corrections and adjustments remain the responsibility of the author.		
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