



# GENDER AND FOOD SECURITY

*FFC Presentation to the South African Human Rights Commission*

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07 AUGUST 2015

*For an Equitable Sharing of National Revenue*

# FOOD SECURITY: CONTEXTUAL ISSUES

- Food security is when all people, at all times, have physical, social and economic access to sufficient, safe and nutritious food that meets their dietary needs and food preferences for an active and healthy life (FAO, 2009).
- This means (i) having access to food that is safe and nutritious and (ii) having the ability to acquire food in a socially acceptable way.
- Conversely, food insecurity is when food is not easily available and households have difficulty securing adequate food.
- Food insecurity includes dimensions of hunger and under-nutrition, which both result from a lack of food. Hunger is associated with “not eating enough food”, whereas under-nutrition is from a lack of micro and macronutrients required to develop and function optimally.

# GENDER AND FOOD SECURITY

- Food security is enshrined in the Constitution of South Africa (1996), article 27 and 28(1)(c), which indicate the right of every South African citizen to sufficient food, water and social security.
- Food and nutrition insecurity is a political and economic phenomenon fuelled by inequitable national policies and budgets
- Food and nutrition insecurity in South Africa is a gendered and justice issue. Evidence shows strong correlations between gender inequality and food and nutrition insecurity
- Lack of access to resources mean that women and girls are the most disadvantaged by limited access to productive resources, education and decision making, gender insensitive policies, and budgets

# BUT WOMEN LITERALLY ‘FEED THE WORLD’

- Women are crucial in the translation of the products of a vibrant agriculture sector into food and nutritional security for their households. They are often the farmers who cultivate food crops and produce commercial crops alongside the men in their households as a source of income.
- When women have an income, substantial evidence indicates that the income is more likely to be spent on food and children’s needs.
- Women are generally responsible for food selection and preparation and for the care and feeding of children.
- *Thus women are the key to food security for their households*

# FOOD SECURITY CHALLENGES

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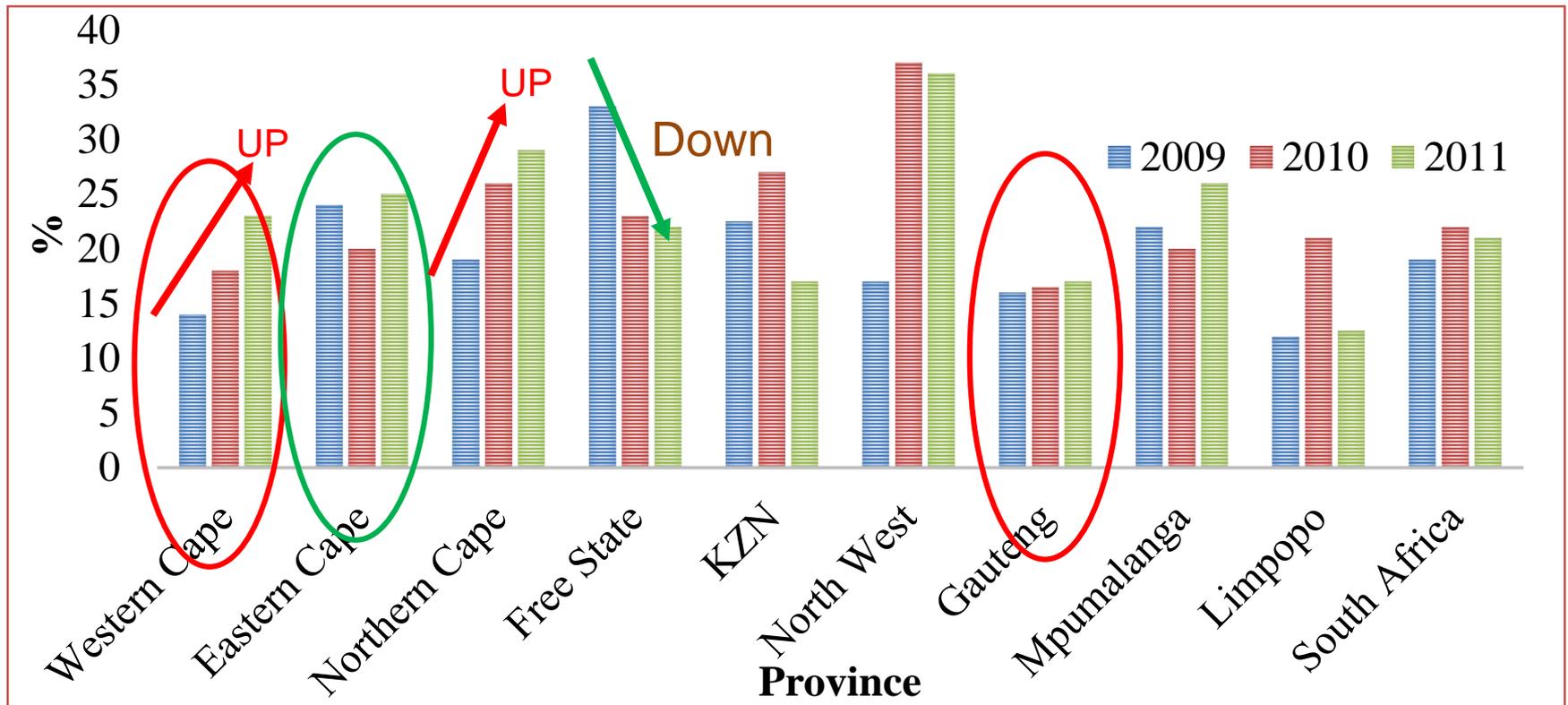
- There is lack of understanding of how different government interventions targeting food-insecure households have affected food security levels in South Africa.
- There is disjointed implementation of food security interventions.
- Food security is multi-faceted in nature and requires a multidimensional approach, hence, no single department is responsible for all the food security and nutrition programmes.

# FOOD SECURITY CHALLENGES

## CONT...

- Disconnect between national food security and household food insecurity suggests strongly that the entitlement system in South Africa fails to give households adequate means of securing enough food.
- Improving household food security and nutrition can improve long-term economic growth by enhancing human capital, and reducing poverty.
- The government's policy response has been to take a supply-side approach through stimulating small-scale agriculture development and agro-processing.

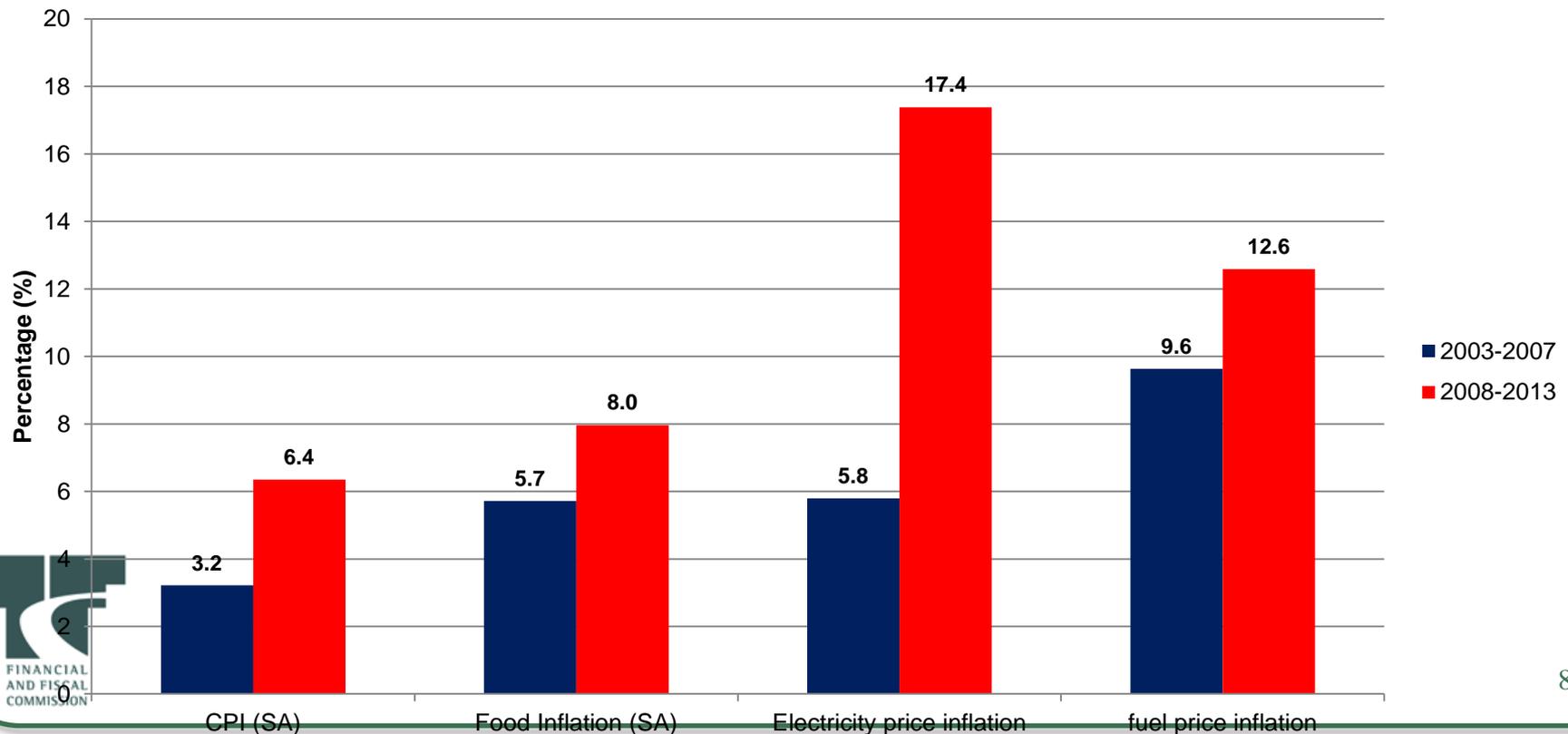
# FOOD INADEQUACY BY PROVINCE



# AVERAGE INCREASE IN COMMODITY PRICES

Food prices are a threat to food security

Average Annual Increase in Commodity Prices



# FFC RESEARCH ON FOOD SECURITY AND GENDER

- Commission makes recommendations on the equitable division of nationally raised revenue among and between the three spheres of government (and on any other financial and fiscal matters (*Gender Issues have a Fiscal Dimension and thus within the Commission's mandate*))
- Advice and recommendations to parliament, provincial legislators, organised local government and other organs of state
- FFC Act further empowers Commission to actively engage in current policy debates, Mandates Commission to take own initiatives
- FFC has made three informative studies with a bearing on gender and food security
  - Government Food Security Interventions
  - Gender Responsive Budgets: An important tool for reducing gender inequality and improving food security
  - Climate Smart Agriculture in rural provinces: Use of Household Vulnerability Index to identify households that are vulnerable to climate change disasters. Index is a potent tool for targeting specific vulnerable groups



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# AN ASSESSMENT OF GOVERNMENT FOOD SECURITY INTERVENTIONS

# WHAT THE COMMISSION FOUND ON GOVERNMENT INTERVENTIONS ON FOOD SECURITY

Sector	Food Security Interventions	Implementation Challenges
Health	<p>The sector's focus area is nutrition security. Key interventions include breastfeeding support and promotion, supplementation, nutrition therapeutic programmes, management of acute malnutrition, clinical dietetic services and nutrition education and food safety. The sector also plays an advisory role to other sector departments.</p>	<p>There is inadequate funding to expand community-based initiatives, especially to pregnant mothers and children under the age of two years. The Landscape report (2010) also identified upskilling of health care personnel on key nutritional interventions as critical.</p>
Social Development	<p>The main food security intervention is feeding programmes offered through social welfare programmes in centre-based facilities such as community kitchens, ECD centres, aftercare facilities, etc.</p>	<p>Successfully exiting people from the support programs is a major challenge. There has also been financial cuts to NGOs implementing food security programmes because of funding constraints.</p>

# WHAT THE COMMISSION FOUND ON GOVERNMENT INTERVENTIONS ON FOOD SECURITY

Sector	Food Security Interventions	Implementation Challenges
SASSA	Cash transfers to beneficiaries. Food parcels and food vouchers provided to beneficiaries of social relief grant.	Interventions does not address long-term socio-economic challenges. Amount allocated to social relief grant small in comparison to other grants and only applies for three months.
COGTA	Through the community works programme, work opportunities are provided to unemployed and income earned. Projects such as food gardens, cleaning, maintenance, home-based care, etc. are identified at work sites.	CWP not yet a permanent structure in the department. Reporting lines are not streamlined as COGTA must report to Public Works and National Treasury. In some areas, can't grow food gardens because of water scarcity.

# WHAT THE COMMISSION FOUND ON GOVERNMENT INTERVENTIONS ON FOOD SECURITY

Sector	Food Security Interventions	Implementation Challenges
<b>Public Works</b>	<p>Coordinate and monitor the implementation of the Expanded Public Works Programme (EPWP). The EPWP provide poverty and income relief by providing temporary job opportunities to unemployed. Activities include food gardens, infrastructure projects, community-based care, and rehabilitation of wetlands among others.</p>	<p>In some EPWP programmes, spending is low as a result of poor planning. Coordination can also be improved across various sectors and spheres of government.</p>
<b>Education</b>	<p>The Education Department implements the National School Nutrition Programme where meals are provided to learners at schools in deciles 1-3 on a daily basis. Nutrition education and food gardens also provided.</p>	<p>Implementation inefficiencies exist, especially, delayed procurement processes from centralized model. The budget allocated does not match the poverty profile. There is also a lack of capacity at district level and monitoring of the programme is compromised in the process.</p>

# WHAT THE COMMISSION FOUND ON GOVERNMENT INTERVENTIONS ON FOOD SECURITY

Sector	Food Security Interventions	Implementation Challenges
Rural Development and Land Affairs	The Department recently started implementing the recapitalization programme intended to increase food production and job creation by supporting small commercial farmers. The Department also processes land claims and settles people on land for productive activity. The department is meant to work closely with DAFF in order to provide the necessary support to new land claimants to turn land into a productive asset through small scale agricultural farming.	Inadequate post-settlement support hampers efforts to turn land into a productive asset. The land reform process is also costly and behind target. The focus on small holder farming and food production in the recapitalization programme may be duplicating similar interventions by DAFF.
Agriculture, Forestry and Fisheries	Responsible for supporting farmers through a full package of services, such as financial support, infrastructure development, veterinary services and capacity building among others.	Existing agricultural land is being constrained by inadequate supply of water, mining activities and climate change. There are a number of implementation challenges such as poor planning, delays in procurement, lack of participation by youth, inadequate monitoring and evaluation, lack of farmer training <sup>14</sup> and also poor leveraging with other stakeholders.

<b>Sector</b>	<b>Food Security Interventions</b>	<b>Implementation Challenges</b>
Municipalities	Municipalities implement a range of functions related to food and nutrition security such as providing zoning rights for economic development, including productive agriculture, implement food safety standards, provide nutrition services at local clinics and implement poverty alleviation initiatives such as provision of food parcels and food gardens.	There is no clear mandate on food security in municipalities. The function is split across many departments, creating a fragmented approach to food security delivery in municipalities. There is also no integrated strategy on food security, which means accountability and responsibility for food security is not clearly defined.

# RECOMMENDATIONS ON FOOD SECURITY

- Special focus is put on improving the operations of different food security programmes, especially Agriculture, EPWP and the School Nutrition Programme, which accelerate reduction in household food security without necessarily increasing programme expenditure. Areas that can yield improved results include better joint planning (such as creating a value chain between smallholders receiving grant support and the NSNP) and streamlining procurement processes with the assistance of the Chief Procurement Office. The ability to use available resources optimally for the food security programmes has declined over time.

# RECOMMENDATIONS ON FOOD SECURITY

- Government clarifies the legislative mandate and responsibility of municipalities in relation to food security. In this regard, DAFF should develop a policy on urban food security with concrete proposals on how such a mandate will be funded. Currently, food security is not seen as a competence of municipalities and therefore cannot be funded



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# AN ASSESSMENT OF LOCAL GOVERNMENT BUDGETS FOR THEIR GENDER RESPONSIVENESS

# WHAT THE COMMISSION FOUND ON GRB IN THE LOCAL GOVERNMENT

- Lack of Gender Mainstreaming and Women Empowerment as an approach:
- Equity vs Mainstreaming for Gender Equality: More about numbers
- Weak translation of Gender Equality Commitments into fiscal commitments: IDPs show little evidence of the manner in which the IDP planning processes and budget offices have budgeted for gender mainstreaming

# THERE IS LIMITED GENDER DISAGGREGATED DATA IN THE LG

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- Poor translation of the National Agenda on Women Empowerment and Gender Equality into Local Government programs
- Gender equality indicators and the collection of gender disaggregated information is limited.
- Inadequate sex disaggregated data
- Gender discourse is events driven
- Lack of gender budgeting training and capacity building of decision makers
- Poor Institutionalising of gender responsive budgeting

## REASONS FOR LIMITED GENDER MAINSTREAMING AND GENDER BUDGETING IN THE LOCAL GOVERNMENT

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- Absence of analysis of the gendered impact of existing revenues and expenditures
- Absence of an approved gender policy across all municipalities
- Absence of a municipal gender mainstreaming strategy.
- Personnel in management (who make decisions) and budget officers (who track expenditure) have limited knowledge of gender mainstreaming.

# RECOMMENDATIONS ON GRB

- National and Provincial Governments should:
  - Run a pilot on gender budgeting in a few municipalities
  - Ensure that gender planning is institutionalised in municipal IDPs by sector
  - Provide gender budgeting good practice guides and toolkits
  - Provide guidelines for collecting sex disaggregated data
- Local Government should:
  - Institutionalise gender responsive budgeting process linked to IDPs
  - Build capacity for gender mainstreaming and gender responsive budgeting at the local level
  - Ensure gender-responsive appropriations and budget allocations
  - Ensure gender-sensitive public participation and consultations at local level



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# IDENTIFYING HOUSEHOLDS THAT ARE VULNERABLE TO CLIMATE CHANGE

# WHAT THE COMMISSION DID

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## The Commission

- Assessed the impact of future climate change on staple crop in rural South Africa
- Used the Household Vulnerability Index (HVI) tool to identify households that are vulnerable to natural disasters, taking into account the gender dimensions of vulnerability

# WHAT THE COMMISSION FOUND OUT

- Gender has important influence on vulnerability
- In the Eastern Cape more women than men are in the high vulnerability category
- Elderly and female headed HH more vulnerable
- Participation in HH savings schemes reduces one's vulnerability
- Households receiving extension services were less vulnerable

# RECOMMENDATIONS ON HOUSEHOLD VULNERABILITY

- Government should consider developing a vulnerability index to isolate households that are vulnerable to climate change and other shocks. An HVI such as the one adopted in this paper, would improve the targeting of limited resources.
- Any fiscal and financial interventions to alleviate the impact of climate change should take into account the differential vulnerabilities between men and women in rural communities and aim to support their autonomous adaptation responses. These comprise promotion of multi-purpose crop production, small grains (Sorghum and millet), and drought and water stress tolerant crop varieties, improved agronomic practices (in-field water harvesting, application of appropriate fertiliser amounts, proper timing of sowing dates, conservation agriculture, etc.) The department of agriculture should therefore support these strategies through improved access to inputs, markets and financial resources, improved agricultural extension services and access to climate and weather forecast information. Support for the development of a sustainable and resilient multi-purpose production system could also buffer livelihoods through providing support towards strengthening livestock production; training for pasture-land management, disease control and crop-livestock husbandry.



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THANK YOU.

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