

CITY OF JOHANNESBURG FOOD RESILIENCE POLICY

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It is hereby confirmed that this is a draft Food Resilience Policy with effect from2022		
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THIS DOCUMENT IS NOT A POLICY INSTRUMENT OF THE CITY OF JOHANNESBURG METROPOLITAN MUNICIPALITY UNTIL A COUNCIL RESOLUTION ON ITS APPROVAL IS PASSED

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PREAMBLE

The Republic of South Africa is partisan to various international paradigms and discourses that seek to address poverty and inequality by way of seeking to fulfil the Sustainable Development Goals (SDGs). The country also played a critical role in the development of Agenda 2063 (The Africa We Want) in the context of the African continent; and a host of guiding pieces of legislation and documents that foster human development within the country's borders.

Whereas, the Constitution of the Republic of South Africa's Sections 7 – 39 of Chapter 2 outlines the human rights which will be protected within the Republic's jurisdiction.

Whereas, Section 153 of the Constitution stipulates that local government is obliged to ensure that sustainable services are provided to communities.

Whereas, Section 151(3) of the Constitution stipulates that a municipality has the right to govern the local government affairs of the community, subject to and in terms of national and provincial legislation.

Whereas, the Municipal Systems Act 4 (1) stipulates that the council of a municipality has the right to govern on its own initiative the local government affairs of the local community.

Whereas, the City of Johannesburg is a category A Municipality according to the criteria applicable by Section 2 of the Municipal Structures Act; read with Section 155 (1) of the Constitution.

Therefore, the Department of Social Development and all its units adopt the Food Resilience Policy as set out in this document.

1. ACRONYMS AND ABBREVIATIONS

In this Policy, unless the context indicates otherwise, the English text prevails in the event of a conflict in meaning with other texts.

4IR	4 th Industrial Revolution (Revolution 4.0)
CASP	Comprehensive Agricultural Support Programme
CBOs	Community-Based Organisations
CoJ	City of Johannesburg
CWP	Community Works Program
ESP	Expanded Social Package
EPWP	Expanded Public Works Programme
FBOs	Faith-Based Organisations
GDP	Gross Domestic Product
HDS	Health Delivery System
IDP	Integrated Development Plan
IFSS	Integrated Food Security Strategy
MOE	Municipal Owned Entities
NDP	National Development Plan
NGO	Non-governmental Organisation
NPO	Non-Profit Organization
Department of	of Social Development

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SAHRC	South African Human Right Constitution
SDGs	Sustainable Development Goals
SLA	Service Level Agreement
SSR	Social Service Request

2. GLOSSARY OF TERMINOLOGY

Agricultural	Means the land and on-farm buildings, equipment, manure processing and
resource	handling facilities and processing and handling facilities which contribute to
	the production, preparation and marketing of crops, livestock, and livestock
	products as a commercial enterprise.
	(0,1)
CoJ	City of Johannesburg Metropolitan Municipality
Emergency	Emergency nutrition is a specialization for strengthening the training and
Nutrition	research capacities of developing countries to meet nutritional needs during
	natural and man-made disasters. Efforts are being made to prevent famines,
	especially those arising from natural disasters.
Food	A system that can withstand and recover from disruptions in a way that
Resilience	ensures a sufficient supply of acceptable and accessible food for all.
Food	The state of being without reliable access to enough affordable, nutritious
Insecurity	food.
Food	Refers to the food items on a food list which may be substituted with any
Exchange	other food item on the same list. One exchange is approximately equal to
	another in carbohydrate, calories, protein, and fat within each food list.

Food Parcels	A small collection of basic items of food for distribution to those in need.
Food	A widely accepted definition of food security is provided by the United Nation's
Security	Food and Agriculture Organisation [FAO] as being "access by all people at all times to the food required for a healthy life". The World Bank defines food security as "the physical, social and economic access to sufficient, safe and nutritious food by all, at all times, to meet their dietary and food preferences".
Healthy	Means eating a variety of foods that give you the nutrients you need to
Eating	maintain your health, well-being, and adequate energy.
Household	For the purpose of this Policy a household is a registered owner, occupier, vulnerable person or tenant. Should a group of people live together, even if not related, they will be regarded as one household linked to one Municipal account.
Hub	Like a wheel hub/ centre with spokes, the "hub" is serving small farms within the City of Joburg, linked to the hub as a central point. This central point (hub) will include a range of services that will support all the small farms linked to the hub and enable them to operate as if they were one large farm.
Indigent	Any household responsible for the payment of services and rates, according to the Policy, who qualify for assistance to curb food insecurity. These may include pensioners, the unemployed and child-headed families who are unable to fully provide food for themselves.
Micro	Small-scale agricultural operations that use far less land than the average
Farmers	commercial or family farm — typically under five acres — and are often located in urban or suburban areas.
Policy	A Policy translates the City's political vision into programmes and actions, deliver outcomes, i.e. desired changes in the real world. It outlines the City's decision regarding a particular course of action that will be undertaken or

	an issue that needs to be addressed and provides a broad framework for decision-making and implementation.
Poverty	The state of being extremely poor.
Pensioner	A person who is 60 (sixty) years of age or older.
Programme Officer	An official duly authorized by the CoJ, or an employee of a service provider appointed by the CoJ, who is responsible for assessment, screening and site visits, and for recommending applicants for approval/disapproval of indigent support.
Subsidy	It is a benefit given to an individual, business, or institution, usually by the government. It is usually in the form of a cash payment or a tax reduction. The subsidy is typically given to remove some type of burden, and it is often considered to be in the overall interest of the public, given to promote a social good or an economic policy.

3. INTRODUCTION

The Constitution of the Republic of South Africa of 1996 (The Constitution, 1996) states that everyone has inherent dignity and the right to have their dignity respected and protected. This means that all South Africans have the right to a dignified life and municipalities have certain legal obligations towards ensuring a dignified life for its citizens. A dignified life can be defined as a living standard where one is protected from humiliation and exploitation, is not deprived from the opportunity to develop, and experiences societal conditions that provide relief from the multiple dimensions of poverty.

The Constitution, 1996 places the responsibility on government to ensure that basic services are progressively extended to all, within the limits of available resources. Government policy on most of these issues thus seeks to progressively move towards universal access. Approximately 9.6% of the total households can be regarded as indigent households who are constantly threatened by the scourge of food insecurity in the City of Johannesburg (CoJ) (StatsSA, 2018). Improving conditions for human and social development involves the enhancement of the population's well-being in terms of access to food, health, nutrition, education, social capital and safety. In this regard, good resilience programmes must be introduced with the objective to provide improved relief to the City's vulnerable groups who are threatened by food insecurity.

3.1. Context and Background

Literature has shown that the concept of resilience has an important bearing on many themes and topics in the domain of food systems. Food resilience refers to physical and economic access, by all people, at all times, to adequate food to maintain an active and healthy life. Food security on the other hand is understood to be a state where everyone has physical, social and economic access to sufficient, safe and nutritious food which meets their dietary needs. This exists when everyone can access a reliable supply of healthy food which is nutritious, affordable, and safe and culturally appropriate, that is able to sustain a person's physical, mental and cultural wellbeing. Food security also refers to a local food production and distribution system based on ecological sustainability, able to withstand natural and man-made shocks is a vital part of food resilience (based on a World Health Organisation, 1996 World Food Summit definition of food security). The main issue around food resilience is food insecurity, and there are ways to measure the level of food insecurity (measured by the number of people who go without at least one meal between 3 and 10 days in a month).

As part of the approach towards improving quality of life and development-driven resilience for the citizens, the City of Johannesburg offers food resilience programmes to the vulnerable, and those at risk of falling into the vulnerable groups such as:

- a) The lower middle class,
- b) The unemployed; Displaced/ homeless persons;
- c) Older persons (above 60 years of age);
- d) Persons with disabilities, and
- e) Women and children.

The food resilience programme thus exemplifies the City's pursuit for a policy agenda that acknowledges that CoJ is a place of inclusion and a place where its leadership is prepared to assist those at risk of food insecurity, as well as households that are unable to afford basic food in order to attain a balanced diet as a result of poverty. The Food resilience programmes are thus considered to be the most fundamental intervention the City can make for the benefit of vulnerable households.

4. REGULATORY FRAMEWORK

The following aspects are thus noted on matters concerning the regulatory framework of this policy.

4.1. National and Other Legislation

Local Government is mandated by law to develop a service delivery capacity to meet the basic needs of all South African communities. The following key legislative imperatives provide a mandate to the CoJ to manage, support and regulate activities within the Policy scope:

Act	Relevance
The Constitution of the	The Constitution is the supreme law of the country. Chapter 2, 'The
Republic of South	Bill of Rights' entrenches specific rights and responsibilities that apply
Africa, Act No. 108 of	to everyone.
1996	Section 9(3) states that "the state may not unfairly discriminate directly or indirectly against anyone on one or more grounds, including race, gender, sex, pregnancy, marital status, ethnic or social origin, colour, sexual orientation, age, disability, religion, conscience, belief, culture, language and birth";

Section 7(2) states that the State must respect, protect, promote, and fulfil the rights in the Bill of Rights. This means ensuring the equitable distribution of food supplies for domestic needs.

Section 10 states that "everyone has inherent dignity and the right to have their dignity respected and protected".

Section 27(1) (b) stipulates that everyone has the right to access to sufficient food.

Section 27(2) states that the state must take reasonable legislative and other measures, within its available resources, to achieve the progressive realisation of each of these rights.

Section 28(1)(c) stipulates that States that every child has the right to basic nutrition, shelter, basic health care services, and social services.

Section 35(2)(e) stipulates that "prisoners and detains also have a right to sufficient food".

Chapter 7 of the Constitution mandates the local government to promote the social and economic development of communities and community participation in matters of local government.

Basic Conditions of Employment, Act, No. 75 of 1997

It provides for the minimum conditions of employment that employers must comply with within their workplaces.

Broad-Based Black Economic Empowerment Act, No. 53 of 2003

It provides for the promotion of black economic empowerment in the manner that the state awards contracts for services be rendered and incidental matters.

Act, 1947 (Act No. 36 of 1947).

Evaluating and registering fertilizers, animal feeds, pesticides and stock remedies for use in South Africa, having satisfied itself that such products are efficacious and safe for humans, animals, crops and the environment.

Municipal Structures Act, No. 117 of 1998

The Act inter alia sets out to provide for an appropriate division of functions and powers between categories of municipalities; to regulate the internal systems, structures, and office-bearers of municipalities; provide for appropriate electoral systems and provide for matters in connection therewith.

Municipal Systems Act, No. 32 of 2000

The Act inter alia provides for the social and economic upliftment of local communities; universal access to essential services that are affordable to all, the municipality working in partnership with the local community, community participation; an enabling framework for local government, human resource development, empowering the poor and overall social and economic upliftment of communities in harmony with their local natural environment.

Further legislation and

Policies

- i) National Framework for Municipal Indigent Policies, 2005;
- ii) The White Paper for Social Welfare, 1997;
- iii) The Code of Good Practice on Employment of Persons with Disabilities, 2015;
- iv) Education White Paper 6: Special Needs Education Building aninclusive education and training system, 2001;
- v) National Health Act, No. 61 of 2003;
- vi) Conservation of Agricultural Resources Act 43 of 1983 conservation of natural agricultural resources, maintain production potential of land, combat and prevent soil erosion, protect vegetation and prevent weakening or destruction of water sources;

- vii) National Water Act 36 of 1998 aims to protect, use, develop, conserve, manage and control water resources for agricultural use;
- viii) Meat Safety Act 40 of 2000 measures to promote meat safety and safety of animal products;
- ix) National Environmental Management Act 107 of 1998 governs decision making in on matters affecting the environment eg. EIA requirements;
- Agricultural Product Standard Act 119 of 1990 provide control over the sale and export of certain agricultural products; prescribe requirements for grading, packing and marking of agricultural commodities; and
- xi) Foodstuff, cosmetics and disinfectant Act 1972 govern requirements for manufacturing, labelling, storing and sale of food and related matters.

4.2. Strategic Imperatives

Policy instrument	Description
Sustainable	The United Nation's Sustainable Development Goals (SDGs) represent
Development	an urgent call for action by all countries across the world to embark on
Goals	a global partnership. They recognize that ending poverty and other
	deprivations must go hand-in-hand with strategies that improve health
	and education, reduce inequality, and spur economic growth. Key
-01/v.	among these are: Goal 1: End poverty in all its forms everywhere; Goal
	2: Zero Hunger; Goal 3: Ensure healthy lives and promote well-being for
	all at all ages; and Goal 10: Reduce inequality within and among
	countries.

National Development Plan, 2012

The National Development Plan (NDP) is designed to enhance sector plans with its fundamental thrust of eliminating poverty and reducing inequality by 2030. It indicates that elimination of poverty and reduction of inequality can be realized by growing an inclusive economy, building capabilities, enhancing the capacity of the state and promoting leadership and partnership within society.

EPWP framework

The South African Government at the national and provincial level adopted the Expanded Public Works Programme (EPWP), which originated from the Growth and Development Summit of 2003. The Growth and development Summit had agreed that poverty alleviation and income relief programmes were needed to help the poor.

New Growth Path 2011

The New Growth Path (NGP) places emphasis on the reduction of unemployment, inequality, and poverty in South Africa. The NGP notes that the economy of the country has not sufficiently addressed the challenge of poverty in South Africa, thus, it places job creation and striving for equity at the center of the strategy to fight poverty. It is based on strong, sustained, and inclusive economic growth and the rebuilding of productive sectors of the economy, so that all of society can benefit.

National Policy on Food and Nutrition Security for South Africa, No. 637 of 22 August 2014

The strategic goal of the National Food and Nutrition Security Policy is to ensure the availability, accessibility and affordability of safe and nutritious food at national and household levels.

The essence of this Policy is to build on existing initiatives and systems, and to put in place mechanisms that ensure stricter alignment, better coordination, and stronger oversight.

Moreover, the Policy seeks to ensure that our response to food and nutrition insecurity is ambitious, rigorous and dynamic.

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Gauteng 2055	Gauteng 2055 entails a long-term vision for the Gauteng City-Region
	(GCR) that envisions a better future for the province. Gauteng 2055
	seeks to address among others, the challenges of poverty and
	unemployment through a coherent, integrated, and complementary
	roadmap for development. The roadmap further seeks to align national,
	provincial, and local priorities in its quest to address these challenges.
City of Joburg	The CoJ has developed a Human Development Strategy (HDS) as a
Human	partner to its economic development strategy. The intention of the HDS
Development	is to provide a framework for other CoJ policies to accommodate a
Strategy	human development perspective and address conditions such as
	poverty, inequality and social exclusion on a city-scale.

5. STRATEGIC INTENT AND DESIRED OUTCOMES

5.1. Policy Problem Statement

Poverty carries a causal effect to other socioeconomic issues such as access to a host of human basic needs such as food. A study conducted by Rudolph *et al.* (2021) underscores the grievous food security problems in the city especially under the vulnerable groups. Notwithstanding the latter, given the high poverty rate, the number of people threatened by food insecurity in the city could be higher than the 30.9% estimation as at the year 2021. According to Rudolph *et al.* (2020), and Mazenda *et al.* (2021) there are significant limitations and shortcomings in reliable food insecurity data in the City of Johannesburg which require more regular monitoring to improve the knowledge base. Food insecurity has thus remained high and as the most basic and fundamental form of poverty, and it presents itself in new and challenging ways in a city such as Johannesburg, with no history of being its own food source. A City which still needs to bolster its support for the farming sector, Johannesburg has become home to millions of impoverished people born in the City as well as new waves of largely poor urbanizing migrants arriving each day from the wider republic and across South Africa's borders. Therefore, the City needs to develop possible solutions to ensure food security for its citizens.

The United Nations' (UN) Sustainable Development Goals (SDGs), particularly goal 2 (which aims to mitigate hunger), seeks to address matters concerning food insecurity, through enhancing social protection interventions across the world. South Africa's National Development Plan (NDP), particularly Chapter 11, also seeks to promote matters of social protection and fighting to end poverty in all its forms, at all levels. The Chapter notes that problems such as poverty, including its induced hunger, malnutrition, and micronutrient deficiencies need to be addressed.

5.2. Policy Purpose (Rationale)

The purpose of this policy is to:

- a) Elevate the food security, urban agriculture and agro-processing mandate to a convenient position that commands greater influence at a strategic sustainable level, to impact on food systems.
- b) Grow capacity to monitor food security,
- c) Reduce hunger and malnutrition in the CoJ,
- d) Foster capacity building for food governance,
- e) Enhance support for the vulnerable,

5.3. Policy Goals and Objectives

The overall goal and objective of the policy is to contribute towards the City's aspirations of fulfilling the SDGs, the NDP directives, and other relevant strategies that foster better quality of life for all. This is done in line with the aforementioned international discourses, ideologies, the Constitution's Bill of Rights and other relevant pieces of legislation. This Policy also engender the active involvement of the City, Non-governmental Organisations (NGOs), Non-profit Organisations (NPOs), government departments, private sector, think tanks and institutions of higher learning in fostering food resilience in the City of Johannesburg by:

a) Supporting those who wish to grow food, the City will maintain at least one Agric resource centre per administrative region (Regions A- G) located at the most accessible point(s) for those conducting farming activities, both to feed themselves and as a livelihood. Each centre will maintain satellite sites with scheduled outreach services;

- b) Creation of hubs that will serve as a central point for small farms within the City of Johannesburg. This central point will include a range of services that will support all the small farms linked to the hub and enable them to operate as if they were one large farm;
- c) Distribution of food parcels by the COJ to the vulnerable groups during stochastic changes presented by pandemics, catastrophes and other elements. Food will be sourced for the indigent families across the city from the city fresh produce markets (Joburg Market) and suitable services providers or manufactures under this food resilience policy;
- d) Food parcel distribution and access to food from the City managed and City-partnered food bank sites will be available to households, qualifying as poor according to the City criteria/ COJ poverty/ vulnerability index and identified as severely food insecure through outreach by COJ social workers and officials and by referrals via NGOs/NPOs;
- e) Support agro processing centers and projects to promote food value chain across the city;
- f) Promote facility and products compliance;
- g) Establishing organic farming to ensure consumer protection, environmental benefits, health benefits and promoting agricultural practices to prevent climate change;
- h) Enabling a system of formal street food-markets in under-served areas either on specific days or as a standing arrangement, with number and scale of locations to be determined by market need. These sites will be established by the Department of Social Development;
- i) Establishing a system of food empowerment zones/agri-parks to be determined by market needs on an annual basis;
- i) Better manage interdependencies and stakeholder roles and responsibilities;
- Initiate smart innovative urban agriculture approaches to mitigate a myriad of problems;
- I) Promote supply of food from other productive areas of the country; i.e. virtual water concept; and
- m) Enable willing stakeholders to participate in food resilience initiatives.

5.4. Policy Statement of Intent – Desired Policy Outcomes

This policy strives to achieve the following objectives:

- a) Improved quality of life for the vulnerable groups in the City of Johannesburg by mitigating food insecurity, as a consequence of social and economic challenges that may impair human development;
- b) Improved integration to avoid layering and multiplication of programmes;

- c) Improved stakeholder involvement and active citizenship by building the capacity of the City and relevant organisations to become agents and proponents of food resilience, in order to make meaningful contributions to vulnerable communities;
- d) To create a conducive environment for the City and relevant stakeholders to mitigate food insecurity through the provision of financial and non-financial support;
- e) To support the creation of a sustainable value chain in the agriculture sector of the South African economy in the context of the City;
- f) Provision is made for food resilience programmes and activities that are planned and budgeted for by relevant CoJ departments (DSD and DED) and Municipal Entities (MEs);
- g) Sufficient coordination across City departments and other spheres of government;
- h) Improved data collection through monitoring and evaluation;
- To perpetuate area-based planning through inclusivity programmes and area based planning;
 and
- j) To improve the current food security/urban farming systems through smart and innovative methods in partnership with NGOs, Private sector, Provincial and National Departments.

5.5. Scope and Application of Policy

The Food Resilience policy is closely aligned with the fulfilment of the Provincial and National food security policies, SDGs and the NDP as well as key plans such as the Gauteng Agroprocessing Strategy. The alignment of the policy to the CoJ IDP ensures clear KPIs and the addressing of the Food Resilience issues within departments and MOEs. The policy identifies possible actions/activities to assist in pursuing improved standards of living for the vulnerable groups within the City of Johannesburg municipal jurisdiction.

5.5.1. Implementation Cohort

Human development is incumbent upon all CoJ departments, entities, and agencies. It is also the responsibility of other spheres of government, the private sector, community-based organisations and non-governmental organisations. Implementation of this policy is dependent on participation by various individuals, departments and other institutions and entities including:

a) CoJ officials, departments and entities within the City;

- b) Private sector institutions in Johannesburg that, through their corporate social investment programs or other such programs, deliver food resilience services in Johannesburg;
- c) Organised structures and organisations who work with CoJ's Food Resilience Unit;
- d) Interested parties, volunteers and stakeholders who participate in the delivery of services to food resilience within Johannesburg;
- e) Relevant Provincial and National Departments;
- f) Persons involved actively or indirectly in delivering socio-economic services of food to different communities.
- g) This policy guides the work of private entities and non-profit institutions (NGOs and CBOs) conducting projects on behalf of, or in partnership with, the City of Johannesburg.
- h) The Social Development Department, as a lead department, will drive implementation of this policy and play a role in monitoring and evaluation.

5.5.2. Beneficiaries

- a) The Policy applies to all individuals and families directly or indirectly threatened by food insecurity within the CoJ jurisdiction; and
- b) All individuals, organisations and entities who are participants in mitigating food insecurity in the City of Johannesburg.

6. POLICY INTERVENTIONS AND IMPLEMENTATION (PROVISION & PROCEDURES)

6.1. Policy Directives and Interventions

6.1.1. Improve Food Resilience, Urban Farming and Agro-processing

The policy intends to enhance food resilience through the use of innovative technologies and intensive production systems by creating a conducive environment to implement various modern concepts of food production such as conventional farming, organic farming, rooftop farming, vertical farming, hydroponics, aquaponics, and precision farming among others.

6.1.2. Elevate the Food Resilience Mandate within the CoJ Departmental Structure

The mandate for food resilience should be elevated and spread across all departments and municipal entities. This will allow the food resilience mandate to be positioned at a convenient

perch where it will command influence at strategic level, where it will ensure inter departmental co-ordination and a better chance to amass resources.

6.1.3. Increase investment in Food Resilience Research

The City must invest in food resilience research and development including agro-ecological approaches and agro-processing. Investment in research will allow for capacity development to deal with large datasets than can be used to monitor food resilience in the City. The Food Resilience Unit should play a leading role in monitoring and tracking CoJ's food resilience status at quarterly or annual intervals.

6.1.4. Ensure Key Stakeholder Involvement and Engagement

Food resilience is a socio-economic phenomenon. On this account, Partnerships will be created to bring the private sector players to participate in food production. It is also important for all relevant stakeholders encompassing the City departments and municipal entities as well as the general public to fully participate in the quest to mitigate food insecurity. Programmes must be conceptualized, formulated and implemented in engagement with all stakeholders at regional level.

6.1.5. Improve on Awareness and Capacity for Food Governance

Development of cross-departmental leadership capabilities which are well-informed around food resilience and urban food systems issues is vital towards mitigation of food insecurity. Awareness, training and capacity building must be done within and beyond the Food Resilience Unit as the custodian of the policy; this intervention should be applicable to the relevant senior and middle management of the Food Resilience Unit, as well as farmers, agro-processors and household gardeners and the wider community (women, youth and vulnerable groups).

6.1.6. Establishment of a Knowledge Base (data base)

The key is to develop a clear understanding of the extent of the problem of both under and over nutrition in Johannesburg. The data to be collected will be able to provide spatial information identifying areas experiencing food insecurity in different parts of the city. At the same time, a process will be undertaken to develop a database of all those that need to be targeted for the food

resilience program. The information gathered will be useful in improving the official's knowledge and understanding of food resilience and nutrition.

The city will thus work in collaboration with the various academic and research institutions to develop the necessary knowledge base on the identified issues regarding this project.

6.1.7. Public Awareness and Citizen Mobilization

Governance for sustainability hinges on the active citizenry in the transformative process and as such targeted communities and beneficiaries must own the process. The aim is not to engender or foster dependency among the community but to ensure that a culture of self-sufficiency is inculcated through this initiative. The beneficiaries will be expected to make some form of investment including sweat equity to be eligible for receipt of assistance. In this regard the ward-based approach will drive the implementation of the initiative, the ward councillors, NGOs, CBOs and FBOs will be key in the implementation process and the mobilising of community participation. It is envisaged that the ward councillors will be critical in the identification of impoverished households.

The process of mobilising public participation will also be linked to building coalitions with existing food production projects run by non-governmental organisations, faith-based organisations, and the state. In this regard, the starting point would be to undertake an audit of existing projects in each ward.

An effort will also be put in place to form linkages with the Corporate Social Investments of various companies operating in the city; and donors will be vetted prior to accepting donations to the City.

6.1.8. Improving Access to Food and a Balanced Diet

At the micro-level the problem to be targeted involves food insecurity as one of a range of personal problems linked to poverty. The proposed intervention thus seeks to assist the household in the following manner:

- a) Support household food gardens and communal gardens,
- b) Access of food through the Food Bank or related programmes

- Improve dietary diversity by increasing local agricultural production and improving access and affordability of staple and wider range of nutritious food,
- d) Make available food vouchers/ smart cards and other alternatives to qualifying families and individuals to access food from the regional Food Banks,
- e) Develop the informal food trading sector to strengthen local food markets,
- f) Where possible, support compliant soup kitchens, Early Childhood Development Centres, Homeless Shelters and other related initiatives to make food available to the destitute individuals and families

6.1.9 Management of Disaster Management Episodes

Special programmes approved by Mayoral Committees during disaster episodes - food parcels (content to be decided upon) made available at determined intervals to identified vulnerable households. In case of disaster episodes, coordination, provision and distribution of food is the responsibility of the Department of Social Development; on this account, The Department of Social Development must take full charge of food distribution during disasters, however, disaster management is a mandate of Public Safety Department.

a) Access to food – food parcel distribution

- i) Food supply for food parcels distributed by the COJ will be sourced from Joburg Market or other food suppliers as per the Food Resilience policy. Food parcel distribution and access to food from city managed and city-partnered food bank sites will be available to households qualifying as poor according to the COJ vulnerability index and Identified as severely food insecure through:
- outreach by CoJ social workers and officials;
- referral via NGO's /NPOs/ Churches or community leaders confirmed by site visit upon referral or social workers or city officials assessment report; the DSD has a final say on who qualifies based on the vulnerability assessment.

NB: Depending on the magnitude of the disaster

All food parcel distribution and access to food will only flow to households/individuals that meet the following conditions:

- i) South African with valid ID number (for South Africans)
- ii) Members in need of food support may only receive food parcels for 12 months (a social worker or official may motivate for extension beyond this period.
- iii) Food parcels must be collected from the nearest distribution point (to be specified by the Department of Social Development) using ID number of the qualifying person. The distribution point must be chosen at the time of applying for food parcel support,
- iv) Immobile beneficiaries and those over 60 may request delivery of food parcels upon registration. A site visit may be required to certify immobility,
- v) Within the 12 months during which a household is receiving food parcels, at least one household member must be enrolled for training at the nearest agric-resource centre and enabled to start a food garden on their property or access a local communal garden. Alternatively, at least one household member must be enrolled in a program designed to link them with income-generating opportunities,
- vi) Available food will be prioritised for distribution according to the COJ deprivation index as per ESP registration. Band 4 (very low income) individuals will be prioritised, including all children. If more than five people are from a single family, a maximum of 3 packs will be provided.
- vii) Vulnerable senior-headed and child-headed households enrolled in the City's support programs will be given further priority above all Band-4 individuals,
- viii) A social worker or official deployed by the Department of Social Development may formally motivate for further prioritisation based on specific case circumstances.
- ix) Ward councillors do not have powers and/or mandate to select beneficiaries for food distribution

Disclaimer: The Bill of Rights of the constitution of the republic of South Africa takes precedence on prioritisation with regards to the nationality of the recipient, i.e. priority to be given to SA Identity holding Citizens, followed by documented international migrants, then the rest depending on the availability of the resources. The Food Resilience Unit officials reserves the right to categorise SA Citizens without ID documents or any form of identification in line with (viii) above. Such individuals will be subjected to an interview process and referred to a social worker for further assistance.

b) Markets days

The food resilience unit organises farmer's market days on monthly basis in various regions across the city. The events provides platform for the farmers to sell their products directly to the clients.

The City will enable a system of formal and informal food-markets in areas either on specific days or as a standing arrangement, with number and scale of locations to be determined by market need. These sites will be jointly managed by the farmers and the Department of Social Development.

6.1.10 Support to Subsistence Farmers (Small Scale)

At the macro level, the problem to be targeted is primarily lack of affordable food at an area/ geographical location, particularly where the area in question lends itself to primary production. Possible interventions include land allocation, precision farming, Agri-resource centres, Learning Academy, Business Development Desk, Hub- and spoke sites, Integrated Linear markets, Agri-parks and Food Empowerment Zones. To achieve these interventions, it would be vital to facilitate access to arable open spaces for urban and peri-urban agriculture through the city parks and zoo, Johannesburg Property Company (JPC), City Power, Joburg Water (JW), Joburg Market, PikiTup and any other city or other spheres of government both national and provincial departments.

Subsistence farmers' support will be achieved through:

- Actively supporting and providing incentives for small scale growers to provide steady suppliers of fresh produce for the urban food system;
- b) Engaging with the relevant departments to examine municipal by-laws that may inevitably impact negatively on the growth of the projects;
- c) Training of the informal vendors to facilitate compliance; and
- d) Promotion of the Johannesburg Market through creation of linkages with suppliers all over the country.

6.1.11 Support to Commercial farmers (Large established farms)

In order to attract the investment, it would be necessary to secure the space for long-term engagement on the project. It is expected that the projects from backyard gardens, small farms,

and large farming initiatives will be supported to attain self-sufficiency over some time and would be independently financed to grow their businesses.

The facilitation of linkages of food markets to transit nodes, promotion, and building local packing and processing facilities is critical to the sustenance of commercial farms. This would be achieved through:

- a) Working with large food retailers, distributors, and manufacturers to create localized systems through which to ensure food security;
- b) Promotion of the Johannesburg Market through creation of linkages with suppliers all over the country; and
- c) Establishing an agroprocessing centre through creation of linkages with commercial farmers and associations.

6.1.12 Enhance Support for Women, Mothers, and the Elderly

Reliable demographic data and empirical evidence suggests that women and the elderly are often prone to food insecurity and poverty. The Food Resilience Unit ought to devise city-wide programmes aimed at supporting the aforementioned and other vulnerable groups to improve their food resilience.

6.1.13 Enhance Viability of Urban Food Production

This will be done through implementing a 4 Levelled Urban Agriculture Support System: Agri Resource Centres, Hub-And-Spoke Sites, Food Empowerment Zones and Agri-parks. Over and above:

- a) Rooftop access rooftops must be made available where possible;
- b) Every clinic must have a communal garden; and
- c) All Illegal dumping sites must be converted to communal gardens.

6.1.14 Support to emerging farmers sites via Agri Resource Centres

The City of Johannesburg will maintain Agri resource centres in administrative regions, located at the most accessible point(s) for those conducting farming activities, both to feed themselves and as a livelihood. Each centre will maintain satellite sites with scheduled outreach services. This is to be enabled through 5-7 centres (attached to existing CoJ infrastructure) providing the mix of the following services:

- a) Co-ordination of city-sponsored/ linked urban agriculture in the region via dedicated officials.
- b) Co-ordination of access to City-managed/ owned land for agricultural purposes (advisory function to Joburg Property Company and Municipal Entities with relevant landholdings).
- Access to agricultural inputs and resources (at no cost for qualifying Social Assistance / ESP recipients).
- d) Walk-in advisory services on a scheduled basis for urban agriculture practitioners in the area (delivered through training provider and/or linkage with tertiary institutions to allow for structured placements of students as part of a relevant curriculum).

6.1.15 Improved training curriculum at the Learning Academy

The city will improve on utilising its centralised learning academy to facilitate access to technical and business trainings and mentorships to small scale and emerging farmers. The academy will facilitate access to accredited and non-accredited trainings to all interested targeted groups across the city with the aim to ensure skill and knowledge transfer to ensure sustainable agricultural enterprises. The trainings will be offered free of charges to all assessed participants. The curriculum will comprise:

- a) Soil Science;
- b) Plant Science;
- c) Animal Science;
- d) Agro-processing;
- e) Other agriculture related training;
- f) Management/Business skills;

6.1.16 Hub-and-spoke Sites to support for small farms

The City will create a minimum of two "hubs" serving small farms within the City of Joburg, linking to the hubs as a central point. This central point will include a range of services that will support all the small farms linked to the hub and enable them to operate as if they were one large farm. These will enable several level 2 producers (Operating partially established operating in half to a hectare) to operate as level 3 (Have in-depth knowledge and operating in over a patch hectare) producers. The planned hub-and-spoke sites will provide common infrastructure to a group of 10-50 small producers within a 25-30km radius of the common "hub" point. The hub point will include:

- a) A common order receipt clerk to receive orders for products available through the hub via phone, fax, and e-mail,
- b) A common managed packing house with linked cold-chain storage,
- A common record-keeping operation for stock levels, order receipt, and management of deliveries,
- d) Secure parking and maintenance equipment for cold-chain delivery trucks, and
- e) Record systems for all financial transactions managed through the hub point.

6.1.17 Food Empowerment Zone Sites

These will be utilised for food production system requirements (see linkage explanation below).

- a) Food Empowerment Zones/Agri-parks are expected to be 5 hectares or greater in scope and provide the potential for full-scale farm operations that will link with and directly support other components within the food resilience programmes described in this background section.
- b) Deprived communities within the jurisdiction of the City of Johannesburg must directly benefit from the sites and be allowed to be directly involved in production.

6.1.18 Key Linkage to Other Components of the Programme

Hub and Spoke sites and commercial-scale farms will sell their produce commercially to become sustainable agribusiness to stimulate local economic development within the City of Johannesburg.

6.1.19 Promotion of Healthy Lifestyles

Joburg has thus resolved to become a city that represents a healthy living lifestyle. This campaign is to be constructed in a way that it promotes a healthy lifestyle across the broad spectrum among the poor, middle class, and rich. The program will take effect at two levels firstly through organized activities that promote a healthy lifestyle driven by the city in partnership with other stakeholders and secondly a coordinated multi-media campaign aimed at assisting the people of Joburg to make lifestyle choices that will advance their well-being.

- a) Visible Media campaign: The city will endeavour to use all available media platforms to provide information and knowledge to the citizens. All platforms to be utilized include the audio and visual media and Internet linking particularly to social media.
- b) Private Sector Partnerships: One of the key partners that the city will seek to develop is the restaurant industry. An extra-ordinary effort will be made to partner with the restaurants to promote healthy eating.

6.1.20 Access to land for agricultural purposes

The city will avail open spaces and agricultural land to support sustainable food production systems. The applications will be screened by the food resilience land committee composed of internal and external stakeholders to ensure that the applicants meet the prerequisite requirements to be allocate any portion of the land. The Department of Social Development will work Johannesburg Property and City parks and Zoo as well as other spheres of government to identify available portion of arable land for agricultural purposes only. This will include unused road reserve sites from National and Provincial governments. The following criteria will be followed tor the allocation of land:

- a) South African citizen over the age of 18 years
- b) City of Johannesburg residents (proof of residence attached)
- c) Track record of farming experience
- d) Completed Feasibility study
- e) Bankable business plan
- f) Company registration documents
- g) Directors/members ID copies and CVs

6.1.21 Access to Agricultural technologies and 4IR

The City will promote use of urban agriculture technologies aided by 4IR as a way of sustaining and supporting the existing systems. Improved access to urban agriculture technologies and 4IR will afford producers with limited land an opportunity to fully participate in food production.

6.1.22 Organic production system

There are many compelling reasons as to why the city of Johannesburg should promote organic production methods. The followings will be the benefits of organic farming practices:

- a) **Protection of consumers -** Avoiding and reducing public exposure to harmful chemical and additives is a key requirement;
- b) **Environmental benefits -** It takes low-intensity farming one step further by eliminating the use of chemical fertilizers, pesticides, and genetically modified organisms. This is also of benefit to associated off-farm biotic communities;
- c) Health benefits- additives in foodstuff may affect human health negatively and natural effects such as hydrogenated fats can increase the risk of heart disease; phosphoric acid can deplete calcium in bones; Mono Sodium Glutamate (MSG) can cause dizziness, headaches, and asthma; and
- d) Climate change- Organic production has well established practices that simultaneously mitigate climate change, build resilient farming systems, reduce poverty, and improve food resilience. Organic production emits much lower levels of greenhouse gases (GHG), and quickly, affordably and effectively sequestrates carbon in the soil. In addition, putting measures in place to make the city's agricultural sector resilient against natural disasters.

6.1.23 Supporting best local and international practices

- a) **Promote and strengthen urban and peri-urban food production** and processing based on sustainable approaches and integrate urban and peri-urban agriculture into city resilience plans.
- b) Seek coherence between the city and nearby rural food production, processing and distribution, focusing on smallholder producers and family farmers, paying particular attention to empowering women and youth.
- c) Apply an ecosystem approach to guide holistic and integrated land use planning and management in collaboration with authorities and other natural resource managers/specialists by combining landscape features, for example with risk-minimizing

strategies to enhance opportunities for agro-ecological production, conservation of biodiversity and farmland, climate change adaptation, tourism, leisure and other ecosystem services.

- d) Protect and enable secure access and tenure to land for sustainable food production in urban and peri-urban areas, including land for community gardeners and smallholder producers, for example through land banks or community land trusts; provide access to municipal land for local agricultural production and promote integration with land use and city development plans and programmes.
- e) Support food producers in and around cities, including technical training and financial assistance (credit, technology, food safety, market access, etc.) to build a multigenerational and economically viable food system with inputs such as compost from food waste, grey water from post-consumer use, and energy from waste etc. while ensuring that these do not compete with human consumption.
- f) Support food value chains, producer organizations, producer-to-consumer networks and platforms, and other market systems that integrate the social and economic infrastructure of urban food system that links urban and rural areas. This could include civil society-led social and solidarity economy initiatives and alternative market systems.
- g) **Improve (waste) water management and re-use** in agriculture and food production through policies and programmes using participatory approaches.
- h) Assess the flows of food to and through cities to ensure physical access to fresh, affordable foods in low-income or underserved neighbourhoods while addressing sustainable transportation and logistics planning to reduce carbon emissions with alternative fuels or means of transport.
- i) Support improved food storage, processing, transport and distribution technologies and infrastructure in peri-urban to ensure seasonal food consumption, reduce food insecurity as well as food and nutrient loss and waste with an emphasis on diversified small and medium scale food businesses along the value chain that may provide decent and stable employment.
- j) Assess, review and/or strengthen food control systems by implementing local food safety legislation and regulations that (1) ensure that food producers and suppliers throughout the food chain operate responsibly; (2) eliminate barriers to market access for farmers: (3) integrate food safety, health and environmental dimensions.
- k) Improve and expand support for infrastructure related to market systems that link urban buyers to urban, peri-urban and rural sellers while also building social cohesion and

trust, supporting cultural exchange and ensuring sustainable livelihood, especially for women and young entrepreneurs.

Acknowledge the informal sector's contribution to urban food systems (in terms of food supply, job creation, promotion of local diets and environment management) and provide appropriate support and training in areas such as food safety, sustainable diets, waste prevention and management

6.1.24 Promotion of Sustainable Development Principles in Farming

Mainstreaming of the sustainability concept by way of implementing sustainable development in farming will conveniently position the City with regards to fulfilling its aspirant environmentally sustainable status. On this account, principles of sustainable development will be applied to all forms and modes of farming proposed.

6.2 Conditions of Implementation of the Policy

The successful implementation of this Policy rests on the following critical factors:

- a) Providing training, capacity building, and sensitisation of advancement of Food Resilience and specifically on the policy. The first level of sensitisation is within the City's entities themselves. All departments must be aware of the policy and enabled to support the planning and implementation processes. This would ensure that issues about Food Resilience are mainstreamed into departmental plans;
- Mobilising support for the implementation of this policy and communication around the policy.
 Whilst there has been stakeholder participation in its development, on-going sensitization thereof is critical;
- c) Endorsement of the policy by all partners and buy-in sourced from all stakeholders, both administratively and politically;
- d) Engagements with the private sector, COJ Departments and Municipal Owned Entities (MOEs), other relevant spheres of government and donors;
- e) Functional and effective institutional arrangements meeting the following minimum standards:
 - Institutional arrangements should be in place and internal departments should be ready to act and deliver on their responsibilities;
 - ii. Key stakeholders must be involved and informed at all stages;

- iii. Multi-sectoral Food Resilience forums must be established and enabled to function effectively at the ward level;
- iv. Reporting procedures and mechanisms from ward level to citywide must promote and ensure accountability on the utilization of funds and meeting the KPIs about food resilience.
- f) Municipal Budgeting for Food Resilience. The approach to intervention programs at the ward level requires the allocation of specific budgeting and resources. The City of Johannesburg in its IDP processes must allocate sufficient resources to:
 - i. Improve its human resource capacity for food resilience;
 - ii. Ensure that a budget is earmarked for the development of food resilience in line with the programmatic priorities of the City.

g) Reporting on progress:

- i. All the Cluster Departments should report progress on Food Resilience Policy implementation plan to their Executive Directors;
- ii. All inputs must be forwarded from the relevant Executive Directors to the Department of Social Development for consolidation and reporting to the Human and Social Development Sub Mayoral Cluster Committee.
- h) Implementation of this policy must be aligned with Executive Management Team scorecards and annual Service Delivery Implementation Plans;
- i) The policy must be aligned to the CoJ IDP and clear KPIs relating to Food Resilience issues within departments and MOEs developed;
- j) This policy will come into effect upon approval by the Municipal Council and an action plan for implementation must be developed within six (6) months thereafter;
- k) Adoption of 4IR and smart urban innovative urban agriculture approaches; and
- Food resilience is a transversal function which is applicable to all departments and entities in the CoJ.

7 INSTITUTIONAL ARRANGEMENTS FOR POLICY IMPLEMENTATION - ROLE CLARIFICATION

7.1 Roles and Responsibility of Stakeholders

- a) The Department of social Development is the custodian of this policy and all powers are vested in the Accounting Officer (City Manager) to ensure legitimate implementation thereof.
- b) In the event of a shock, i.e. unforeseen occurrence of emergencies; it shall be left at the discretion of the Unit Head to decide on who can assist the City, e.g. with donations, without being impeded by processes undertaken during normal circumstances;
- c) It is the responsibility for all the CoJ departments and entities to design annual implementation programmes and action plans to give effect to this policy. The programmes and action plans will be based on regular feedback from the recipients of the programmes.
- d) The DSD is responsible for monitoring this policy and ensuring that adequate training and awareness-raising is provided on this policy.
- e) The implementation of this policy is the shared responsibility of the entire CoJ's Line Departments and MEs.

7.1.1 The CoJ Social Development Department

The DSD is thus mandated to:

- a) Facilitate the implementation of the Food Resilience Programme;
- Fulfil a key role in the development and reporting of indicators and targets to promote the Food Resilience programme;
- c) Facilitate a process to engage with other directorates/departments to mainstream the directives of the Policy if needs be;
- d) Assist with opportunities to enable indigent communities to manage their many challenges and achieve a dignified standard of living and, where possible, reduce household dependency on the CoJ;
- e) Improve access to free basic services (all other support programmes) for indigent households and communities across the City;
- f) Work with indigent families and communities in order to assist them to obtain access to other City services to enable them to improve their living conditions;
- g) Activate the private sector and civil society to act in a positive and transformational manner in alignment with the programmes of the City to address the needs of poor communities;

- h) Identify potential economic opportunities at the community level, design and deliver community-based training programmes and provide the necessary post-training support for the unemployed, particularly youth within communities;
- Following a multi-dimensional approach in servicing and supporting poor communities in the City, and
- j) Articulate specific multi-sectoral partnerships, including, but not limited to public and private sector entities.

7.1.2 Other Stakeholders

Support from the following departments and entities is vital for the implementation of this policy

- a) Joburg Property Company
- b) Housing Department
- c) Joburg Zoo and City Parks
- d) City power
- e) Joburg Water
- f) PikiTup
- g) DED
- h) Planning Department
- i) EISD
- j) Health Department

8. PUBLIC CONSULTATION

The public consultation for this policy will comprise the identification and selection of participants, instruments designed to gather the required data and information, data-gathering processes, data capturing and arrangement, analysis and interpretation, and final presentation of the obtained data. As guided by the interpretive paradigm and its subjectivist epistemology, the public participation process will adopt a qualitative methodology. The process will employ criterion sampling in the context of purposive sampling strategy to gain an in-depth understanding of the policy phenomenon under review.

9. MONITORING AND EVALUATION

The City of Johannesburg established the "The City of Johannesburg Monitoring and Evaluation Framework" in line with the policy framework for the Government-wide Monitoring and Evaluation (GWM&E), and the National Evaluation Policy Framework (NEPF) in 2012. The City of Johannesburg acknowledged that there has been a shift in the City's policies, procedures, and systems associated with the inter-related areas of performance management, monitoring, evaluation, and reporting. The City has therefore developed its monitoring and evaluation framework aimed specifically at monitoring and evaluating the outcomes of the Food Resilience policy.

The framework notes that, at a City level changes to the organization's institutional model necessitates a complete review of many organizational activities including the way in which the planning, decision-making, monitoring and evaluation occurs. Thus, based on the above, this policy will be monitored and evaluated on a continuous basis in order to ensure that there is greater transparency and accountability based on evidence-based monitoring and evaluation. Service delivery will be significantly improved through the continuous generation of sound information for reporting, communication, and the improvement of service delivery.

The City of Johannesburg shall in its quest to monitor and evaluate this policy, employ the results-based monitoring and evaluation approach. The indispensability of employing the results-based (or outcome-based) monitoring and evaluation approach, lies in that, it goes beyond the counting of the policy outputs, activities and resources to enable the City to measure and evaluate the results of the policy, and then provide information for decision-making. Results-based monitoring and evaluation of this policy will provide feedback on the actual outcomes and goals of the City's actions. Thus, it further addresses the goals of the Food Resilience policy, how they are being achieved in respect of the budgetary, schedule and quality performance and how corrective actions can be done proactively.

Monitoring and evaluation of this policy shall involve the following ten activities or steps as depicted in sequential form below, i.e.:

Monitoring

a) Step one: conducting a readiness assessment;

- b) Step two: agreeing on outcomes to monitor and evaluate;
- c) Step three: selecting key performance indicators to monitor outcomes;
- d) Step four: setting baselines and gathering data on indicators;
- e) Step five: planning for improvement selecting results targets;
- f) Step six monitoring for results;

Evaluation

- g) Step seven the evaluation in M&E, using evaluation information to support a resultsbased management system;
- h) Step eight reporting the findings;
- i) Step nine using the findings, and
- j) Step ten Sustaining the M&E system within the organization.

The monitoring and evaluation function of this policy seeks to address the following aspects regarding the performance of interventions emanating from this policy, i.e.:

- a) Compliance with monthly and quarterly reporting of data;
- b) Supporting the department's interventions through provision of formative feedback on progress towards attainment of targets (monthly and quarterly targets);
- c) Providing recommendations on way forward (possible policy expansion), and
- d) Providing an assessment of possible contributions to long term impacts of the policy, and the department.

The aforementioned M&E process will be an inherent part of the City's IDPs and designed to enhance accountability. Furthermore, this process will be conducted annually or at any time necessary to keep abreast of best practices and methodological changes, as well as for other corrective actions.

10. CONTRAVENTION OF POLICY

The City of Johannesburg is the custodian of this policy and that all powers are vested in the Accounting Officer (City Manager) to ensure legitimate implementation thereof. The CoJ reserves the right to act in case of breach by any party responsible for the implementation of this policy and in case of contravention the CoJ may:

- a) Evaluate the performance of the government officials involved and reserves the right to suspend and/or re-instate until investigation is completed;
- b) Enforce the law in case of any criminality involved; and
- c) Withdraw partnership agreements in case of stakeholders and beneficiaries breaching the terms of this policy.

11. DELEGATION OF AUTHORITY

Sections 59 to 65 of the Local Government: Municipal Systems Act 32 of 2000 provide as follows: "59". Delegations – "(1) A municipal council must develop a system of delegations that will maximise administrative and operational efficiency and provide for adequate checks and balances, and, in accordance with that system, may delegate appropriate powers." In terms thereof Council hereby delegates all powers and duties to the Accounting Officer which are necessary to enable the Accounting Officer:

- a) to discharge the policy responsibilities conferred on Accounting Officers in terms of the Municipal Systems Act 32 of 2000 and this policy;
- b) to maximize administrative and operational efficiency in the implementation of this policy; and
- to enforce reasonable cost-effective measures for the implementation of this policy; and proper monitoring and evaluation; and
- d) to comply with his or her responsibilities in terms of Section 115 and other applicable provisions of the Municipal Systems Act (Act 32 of 2000).

Provision for sub-delegation:

a) The Accounting Officer may in terms of section 79 of the Act sub-delegate any Child Development powers and duties, including those delegated to the Accounting Officer in terms of this policy, but any such sub-delegation must be consistent with herein above.

12. POLICY REVIEW

The policy will be reviewed every 5 (Five) years or when advised to so by the political principals.