

Funding Criteria and Project Performance of the Food Security Projects in the Sedibeng District Municipality

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Abstract: This paper assesses the criteria for funding food security projects and the performance of the respective projects in the Gauteng Province with reference to the Sedibeng District Municipality. Food security is often described as one of the fastest growing social movements. This study seeks to understand the criteria applied to fund the projects. Furthermore, the study assesses the project performance which is a requirement for outcome measurement frameworks. A qualitative research is applied to comprehend the context of pro-poor funding and project performance. Semi-structured interviews were conducted in the Gauteng Department of Agriculture and Rural Development and the Sedibeng District Municipality. The paper concludes with a set of recommendations to enhance food security initiatives. Conducting successful funding on projects, consistently and repeatedly, is still a challenge for many organisations. The paper concludes that structured financing on food security projects leads to a proportionally higher investment in poverty alleviation. The study suggests that it is necessary to increase funding on investment for sustainable food security projects.

Keywords: Food security, Food security programme, Funding criteria, Project performance

1. Introduction

This paper assesses the criteria for funding food security projects and the performance of the respective projects in the Gauteng Province with reference to the Sedibeng District Municipality. Food security is often described as one of the fastest growing social movements. The area has overwhelming public support, growing interests from local governments, and is formally included in the public policy mandates. Actions to address food security in a country where levels of unemployment and poverty are high have grown and multiplied. Duclos and Gregorie (1998:3) define poverty as a 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. The South African government is progressively engaging in the fight against unemployment and poverty through its policies and programme interventions since the democratic dispensation of 1994. The South African government provides funding and support for food security projects in the low-income communities. Many citizens resort to food security projects as a means of providing food and creating income. Hundreds of people have become engaged in food security programmes in order to venture into alternative forms of income generation to better their livelihoods. Therefore, the government has been

actively supporting food security projects as a means of fighting poverty and unemployment. The establishment of food security projects is aimed at reducing poverty and creating opportunities for income generation. Funding of these projects along with performance management is crucial for their success. Poor performance assessment of these food security projects limits the potential of them attaining their objectives. It is against this backdrop that this paper assesses the funding criteria and performance assessment of food security in Sedibeng district municipality.

The paper begins with an outline of the methods used for collecting data. This is followed by a brief literature review which describes the concept pro-poor funding and project performance. There is a discussion on issues of poverty alleviation: municipal budget and expenditure. This is followed by a description of the criteria for funding food security programmes, which further elaborates on the two mechanisms, namely: geographical targeting mechanism and the menu and eligibility criteria. The manner in which food security programmes are funded is discussed in the subsequent sections to outline the context of South African. The findings of the study undertaken are presented and a section is dedicated for discussing the inputs of the authors. The paper concludes with the inputs and recommendations for enhancing project funding.

2. Study Area and Data Collection

A qualitative research method was applied for this study. In terms of the theoretical part of the study, literature review on funding food security projects and their performance was conducted using previously published work on the topic. This included sources such as journal articles, municipal reports, desktop research and university library. Information was gathered from both municipal offices (LED and Agriculture) through a structured questionnaire to gain more insight on the study. In a quest to reduce poverty in Gauteng, the Gauteng Department of Agriculture and Rural Development (GDARD) mission is to enable and support transformation of the agriculture sector to actively contribute to economic growth, inclusion, equality and the creation of decent work, boost food security for all and ensure the sustainability thereof; and ensure comprehensive socio-economic development in Gauteng's rural and urban areas (GDARD, 2011:v).

The aforementioned mission statements are also channelled to all municipalities in the Gauteng province. In this case the SDM was approached to schedule an interview with the authors of this paper. The questionnaire was administered in a semi-structured interview to probe questions directed respondents in the municipality.

3. The Concept Pro-Poor Funding and Project Performance

The concept of pro-poor funding and project performance is looked at here in relation to food security projects.

3.1 Pro-Poor Funding and Expenditure

Since poverty is multi-dimensional and can be defined in various ways, the concept 'pro-poor' can have various meanings to different people. Pro-poor growth is a strategic approach whereby economic growth is specifically used to reduce poverty in human social settings. The focus is on promoting the economic potential of the poor and disadvantaged people through pro-poor project financing. Project Finance is defined as "the raising of finance on a Limited Recourse basis, for the purposes of developing a large capital-intensive infrastructure project, where the borrower is a special purpose vehicle and repayment of the financing by the borrower will be dependent on the internally generated

cash flows of the project" (Gardner & Wright, 2010:1). Project financing is booming. In recent years, many countries and corporations have moved towards the use of limited-recourse financing techniques for purposes of undertaking major capital-intensive project developments (Buljevich & Park, 1999:xvii). Pro-poor expenditure came to be identified in broad and unselective terms, usually spanning all expenditure within a certain sector or major programme (Simon, 2012:8). "Pro-poor financing reforms are a core part of health sector development in low and middle income countries. The existing mix of financing mechanisms and sources used in food security varies greatly, both, between and within municipalities" (Bennett and Gilson, 2001:1). Project financing is usually chosen by project developers in order to *inter alia* to: eliminate or reduce poverty, maximise the leverage of a project, avoid any negative impact of a project on the credit standing of the sponsors and allow the lenders to appraise the project on a segregated and stand-alone basis (Buljevich & Park, 1999:xvii). Political economists have argued that the basis for expenditure decision determine the allocation of resources (Fozzard, 2001). In project financing, those providing funding place a substantial degree of reliance on the performance of the project itself.

3.2 Project Performance

Project performance is part of the overall project performance management system (PPMS) which encompasses all stages of the project cycle. Brudan (2010:109) defines performance management as "a discipline that assists in establishing, monitoring and achieving individual and organisational goals". Shane (2010:6) further notes that performance management is a systematic effort to improve performance through an ongoing process of establishing desired outcomes, setting performance standards, then collecting, analysing and reporting on streams of data to improve individual and collective performance. Measuring the performance of public engagement in food security provides a variety of two benefits such as establishing accountability with the public, improving performance, increasing transparency, and building trust as well as to measure the five performance of public engagement in food security since such has proved difficult due to a variety of issues, including unclear goals, limited funding, and the situational nature of engagement activities (Wagner, 2012:2).

Project Performance refers to the systematic and objective assessment of an on-going or completed project. The aim is to determine the relevance and fulfilment of objectives, development efficiency, effectiveness, impact and sustainability. Project performance assessment provides information that is credible and useful, enabling the incorporation of lessons learned into the decision (Khandkeret *et al.*, 2009:20). Furthermore, it refers to a critical factor in optimising performance. However, the project is sustained achieving multiple, often conflicting objectives under changing conditions.

On the surface, project performance seems to be easy to measure on the track, time, cost and scope are measured as the main factors of project performance and in other words, project performance can be described as an on-going review of the efficiency and the importance of a given project. The framework for managing project performance states that the organisations performance should be measured to see if it meets its aims and objectives. It promotes accountability and transparency by providing parliament, provincial legislature, municipal councils and the public with timely accessible and accurate performance information. It further defines roles and responsibilities for managing project performance information to provide guidance on the management of project performance. It furthermore states that government institution should develop assessment systems to collect, collate, verify and store information (National Treasury, 2009). The following is the picture taken in Tshepiso, Sharpeville during the field observation for understanding project performance.

The picture below is a true reflection of project performance as echoed by Cohen (2002:9) who stated

that a community food assessment is necessary because it assists in providing understanding of local food systems, it provides a framework for setting of goals to improve local food system, it further assist in decision making regarding policies and actions that needs to be taken in order to improve community food security. Lastly it assists in establishing a long term monitoring system that has clear indicators. Assessment is critical in the public sector for determining whether the Organisation can carry on providing goods and services to the citizens. This includes external and internal evaluations (Alnoor, 2003:815). Evaluations are used to measure progress towards the achievement of policy objectives; to provide political or financial accountability; and for public relations purposes (Cloete *et al.*, 2006:248). Performance management as a mechanism for feedback from policymaking activities may be used to measure the performance of projects. Performance measures may provide useful information for subsequent rounds of policy choices (Peters, 2007:19).

Gauteng Province has a numerous number of food security projects which try to deal with poverty issues throughout the whole province. According to the Gauteng 20 Year Food Security Plan published by the Gauteng Department of Agriculture and Rural Development (GDARD, 2011), Gauteng aims to reduce the figures published in 2011 by half in 2030. These figures show the poverty index percentage in each municipality around Gauteng. These figures are a percentage of people who are experiencing food insecurities. According to this plan, food insecurity is caused by structural poverty and inequality. It further states that to improve food security, strategies and policies need to be developed that will assist in rapid economic growth with



improved income distribution (GDARD, 2011: 29). This means that in households or areas that have low economic growth which is caused by unemployment and poverty, governmental strategies and policies will be developed in order to create food security projects that will increase the economic growth. What all this shows is that poverty and unemployment are contributing factors to food insecurity, not only in South Africa, but in all affected countries. In order to alleviate poverty and unemployment and to achieve food security by alleviating the former, the performance of food security projects must be assessed. What this means is that performance measures on the criteria for funding food security projects and the performance of the respective projects in the Gauteng Province must be evaluated and monitored to see to it that food security projects yield the desired outcomes.

4. Issues of Poverty Alleviation: Municipal Budget and Expenditure

The single most important problem facing the post-apartheid South Africa; as noted by Bhorat *et al.* (2003:4) is breaking the grip of poverty on substantial portion for the majority of its citizens. According to the constitution of the Republic of South Africa (Section 152 and 153), local government is in charge of the process of development in municipalities and also municipal planning. The constitutional mandate of municipalities are, to relate their management, budgeting and planning, functions to their objectives, gives a clear indication of the intended purpose of the municipal integrated development planning. Local government is a key role player in development of South Africa as a developing country. Some of the ways to ensure a developmental South Africa is through the reduction of poverty and this can be done through food security projects, among other ways. Municipalities are required to set aside a huge amount of money for food security projects as they deal not only with one but a few social issues; poverty reduction, food security and income generation. Substantial resources are being made available to the local government sphere to provide for poverty relief, to extend the infrastructure delivery and to further strengthen the local government system through skills development and capacity building. The distribution of resources to local governments was not addressed explicitly in the Financial and Fiscal Commission (FFC) formula before 1998. The Financial and Fiscal Commission (FFC, 1996:29) states that the intergovernmental

transfers from the national government to local authorities (which were included in the global amounts going to the provinces), were unsatisfactory, because the criteria on which such grants were made, were subject to doubt. The FFC favoured a mechanism for transfers to local government based on similar considerations to those used in the provincial grants formula. The Reconstruction and Development Programme (RDP) were formulated by the South African government in response to the issue of poverty. The programme was aimed at alleviating poverty and reducing inequalities that exist among the rich and the poor in the country (Galbraith, 2006:557). Policies are being formulated by the government that deal with social issues such as poverty but they cannot be formulated without the knowledge of which the poor are, how poor they are and where they are located. Municipalities come in here; as the local sphere of government closest to the people, to provide data needed for the successful implementation of policies aimed at poverty reduction.

According to the National Strategy and Plan of Action for Capacity Development towards Good Local Governance, many municipalities face both financial and human resource constraints (National Treasury, 2000:12). Without proper management of resources, the municipality cannot meet their goals as stipulated in their strategic documents. Even though municipalities implement a range of food security interventions, the concern is that some may not be effectively implemented or sufficiently funded. Therefore, potential coordination challenges need to be assessed more systematically and their performance as well as their impact studied. Improving food security enables the poor to be more resilient, participate in economic activities and to contribute to social development.

According to National Treasury (2000:51) local government expenditure constitutes one-fifth of total government expenditure. Ever since 1999, when local government was included in the division of revenue process national transfers to local government have consistently grown faster than total government expenditure. As a result, local governments share has been increasing from year to year. The growth in grants is intended to assist municipalities meet the operating and capital costs of providing basic services to poor households and fulfilling their other functions. National transfers are not a substitute for a municipality's own

revenue (National Treasury, 2000:52). Financial management in the public sector has evolved over a period of time, from a centralised, controlled, prescribed and bureaucratic process that allowed little scope for managerial discretion (financial administration) to a modernised system that encourages effective, economic and efficient utilisation of resources (Visser, 2005:163). Budgeting system is a very crucial instrument to translate the priorities and strategic plans of a municipality into public services and goods. Effective planning, budgeting and financial management is essential for effective service delivery (African Fiscal Research Centre, 2001:2). Budgeting must always be linked to strategic management planning. Strategic planning is a very important component of the budgeting system in the public sector. In terms of the Municipal Systems Act, a municipality must undertake developmentally oriented planning so as to ensure that:

- it strives to achieve the objects 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 organs of state, contribute to the progressive realisation of the fundamental rights contained in section 24-29 of the Constitution.

5. Criteria for Funding Food Security Programmes

The income generated is invested in different development activities, including pro-poor programmes. Good financing policies must be supplemented by good policies on the organisation and delivery of health care (Bennett & Gilson, 2001:2). Sometimes financing mechanisms are seen as being intrinsically pro-poor or anti-poor, but there is frequently a gap between theory and reality. The context and manner in which a financing mechanism is implemented may lead it to have effects quite different from those predicted on a priori basis (Bennett & Gilson, 2001:2). 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). In order for the

funds to reach the relevant people, the government needs to know who the poor are and where they are located. The best funding mechanism will reflect local context, including institutional framework, availability of information, the degree of inequality, governance factors, and the demographic profile, including the presence of ethnic minorities. A funding mechanism may change over time responding to evolving objectives, targeting performance feedback, availability of resources, development of new data sources or shifts in government's overall priorities. The effectiveness of the targeting mechanism chosen will depend on the capacity of the programme managers to design, implement and monitor its performance.

Van Domelen (2007:27) identified three forms of funding criteria which are standard pillars of poverty targeting mechanism, such as geographical targeting, the menu and eligibility criteria and an inclusive and participatory micro-project identification and implementation process. It is important to note that any funding allocation will depend on program objectives. The sections below describe the geographical targeting mechanism and the menu and eligibility criteria.

5.1 Geographical Targeting Mechanism

Geographical targeting is the most common form of targeting method used in social fund and community-driven programs. It has also been used to help pioneer the practice of using poverty maps for programme allocation. Several programs use a two-stage approach to geographical targeting. This consists of using one method for identifying poverty levels between geographical units at the highest levels and then another for identifying priority zones within these zones. The first stage is typically based on national poverty maps. The second stage can either be objective indicator-based determination of priority areas or it can be subjective, community-based targeting which transfers control over defining priority communities to local stakeholders. The community-based method relies on local knowledge of poverty conditions to accurately identify priority areas (Van Domelen, 2007:20). The geographical targeting is used to:

- identify eligible or priority zones of intervention: this can be done either in absolute terms i.e. to designate zones of exclusion, or in a relative sense to prioritise zones;

- transmit national priorities: geographical targeting can identify priority zones that reflect evolving national investment priorities or other aspects like vulnerability;
- develop pro-poor resource allocation targets: the demand driven nature of these programs requires that there be rules of the game for future resource allocations; and
- orient promotional and facilitation efforts: geographical targeting is often used to direct program effort to inform communities and to build capacity.

Using objective criteria to allocate resources fosters transparency and minimises political interference. Geographical allocations help reserve resources for those communities that may need more time to organise and carry out initial planning prioritisation activities.

5.2 The Menu and Eligibility Criteria

When developing a menu of eligible investments, there are two characteristics that can affect targeting results. Firstly, results will be more pro-poor to the extent that the menu can be constructed to include those types of infrastructure of services with a high propensity of use by the poor, or conversely to limit types that have a lower propensity of use by the poor (Van Domelen, 2007:35).

6. Funding Food Security Programmes in the South African Context

The Constitution of the Republic of South Africa (1996) establishes national, provincial and local government as autonomous spheres which are "distinctive, interdependent and interrelated". It identifies function areas of concurrent and exclusive competence. In order to give effect to the requirements of the Constitution, budgetary procedures and other institutional arrangements have undergone dramatic changes. The Constitution also recognises local government as a separate sphere of government entitled to an equitable share of nationally raised revenue. A local government's equitable share of national revenue should at no time be confused with the total share of national revenue flowing to local authorities. Substantial capital grants such as the CMIP funds also flow to a local government,

defined in constitutional terms as "additional conditional grants". The Intergovernmental Fiscal Review – IGFR (2001:131) states that the local government's equitable share provides general budgeting support to municipalities, while conditional grants support capital programmes and institutional needs. Local governments depend considerably on transfers from the national government to finance its development strategies. Unconditional equitable share transfers and conditional infrastructure transfers from especially the Department of Provincial and Local Government (DPLG), can be highlighted in this regard. The municipal budget should also be used as a tool to execute these policies of the local government. The local government's equitable share is influenced by section 214 of the constitution. It is to empower municipalities to provide basic services to the poor. Substantial resources are being made available to the local government in the budget, to provide for poverty relief.

As mentioned by the Gauteng 20 Year Food Security Plan, numerous projects are implemented in Gauteng that focuses on the poorest communities. Some are inter-sectorial programmes, coordination between departments needs significant strengthening to use resources most efficiently, avoid duplication and ensure impact. The Funding Practice Alliance (2010) notes that the National Development Agency sources applications for funding in two ways. The first takes the form of a competitive request for proposals in the media and is targeted at well-established organisations. The second 'programme formulation' method involves the National Development agency (NDA) provincial offices identifying Community-based Organisations and Non-government organisations working in poverty stricken areas and asking them to develop proposals for economic development or food security (Giese *et al.*, 2011:28).

Following in from 2011 Gauteng Food Security Summit, the food security situation in Gauteng was established through a desktop situational analysis of available data. Six pillars were identified through two facilitated consultative workshop-one with national, provincial and municipal participants, and the second with community members from the Community Rural Development Programme (CRDP) sites in Gauteng. The starting point for identifying targeted beneficiaries is to identify these people from existing

service delivery records and identified poverty sites, namely the:

- Priority townships identified by the Gauteng Department of Health;
- 50 poorest wards identified by GCRO (2012) in 2010;
- Four Comprehensive Rural Development Programme (GRDP) nodes (Devon, Bantubonke, Hekpoort and Sokhulumu).

This is complemented through information from the Community Oriented Primary Health Care Programme, Gauteng Department of Social Development's household profiles, the war on poverty register, food bank registries and indigent registries with municipalities. Liaison with municipalities is essential as these too have prioritised areas targeted food security interventions. The overall budget for this plan is R50 million per annum with inflation adjustments from year 4 to 21 years. The national Department of Agriculture, Forestry and Fisheries (DAFF) is the transferring agent for the three agriculture conditional grants, while provincial departments are responsible for implementing and reporting to the DAFF on the spending of these grants.

Ferroni and Kanbur (1990:1) have sought to construct a decision making tool that 'permits' the establishment of the opportunity cost in terms of poverty alleviation of allocating a marginal dollar to a particular sector or spending programme. This entails three stages of analysis. The first stage is the quantification of the impact each dimension of the standard of living on the social valuation of the standard of living. The second stage is the quantification of the link between public expenditures and dimension of standard of living, essentially a measure of the cost effectiveness for incremental changes in outcome, whilst the third stage is an assessment of the proportion of public expenditure that reaches the poor. Using this approach, it would be possible to assess the relative cost effectiveness of alternative allocations of public expenditure in improving the standard of living of the poor. While there is a tendency for economists to regard the existence of market failure as the fundamental rationale for public expenditure, it is now accepted that the reduction of poverty and inequalities is also a legitimate concern of government and goal of economic policy (Fozzard, 2001:18).

7. Results and Discussions

The authors of this paper take into account the role of the municipality in a quest to help improve the economic, social and environmental well-being of its citizens. Municipalities are required to establish a legislative, planning and policy framework that supports sustainable development in its communities. Furthermore, municipalities are required to promote and participate and assist in alleviating poverty and in this quest may partner with other stakeholders. Semi-structured interviews were conducted in ELM and they were, open-ended as to give the respondents/officials a platform to answer the questions without being led by the interviewer.

There are many food security projects in the region, the municipality tries its best to fund them all but there is an issue of not having enough funds to do so. Another question posed to the municipality was to determine whether the municipality assess the intended beneficiaries before approving the fund to the respective projects. The response received from the municipality informed that the process ensures that applicants have the relevant skills and competencies to successfully run food security projects. The response conveyed identified that there are two categories funded, namely Category 1 and Category 2. Category 1 beneficiaries were identified as those applicants with less skills and knowledge on running a business. The municipality provide training for such in order to be able to participate in the respective projects. Category 2 participants were identified as those participants with business experience and who have been taking part in the projects. In terms of Category 2 the municipality indicated that there is training (refresher course) offered to them in order to ensure that they remain sustainable towards project enhancement in their communities. It was pointed out that the municipality is aware that community members have knowledge about alternative ways of reducing poverty and creating employment opportunities and it is assisting with such. The municipality's concluding remarks were:

"We have invested a lot into Agriculture through infrastructure, production inputs and also Emfuleni Local Municipality has been declared, as an Agricultural Hub means there is potential for farming in this area of ours. There is water reticulation hence Agriculture is an economic node that includes Agro-processing".

From the municipality's responses, it is clear that agriculture is amongst the top priorities of the municipality. The following are pictures of a food garden in Tshepiso, Sharpeville, though it is not particularly funded by ELM but Gauteng Department of Agriculture plays a huge role in supporting and ensuring that the project is operational. The department offers support in the form of agricultural tools which includes, (spades, hose pipes, pruners, garden rakes, trowels, forks, gardening gloves, wheelbarrows and seeds). Other projects were visited but their pictures were not included.

7.1 Discussion

The funding criteria for food security were found to be transparent and consultative. This was a surprising finding, whilst there are complaints about the high rate of poverty and corruption of social issues and finance. The present finding clarifies that their sound investment made by government towards alleviation of poverty. The investment of pro-poor funding in food security projects indicates that the state considers pro-poor programmes as one major activity for developing the nation. Improving the living conditions of the urban poor is an explicit priority of both governments and international development agencies. The Millennium Development Goals (MDGs) include a target to improve the lives of at least 100 million slum dwellers (Mitlin, 2013:2).

The authors found that pro-poor funding help low-income communities overcome persistent systemic barriers to progress. Pro-poor funding is also considered as a mechanism that can overcome systemic barriers (Devendra, 2013:7). The funding invested also link government and community stakeholders to bring improved living conditions among low-income households. It is also evident that government applies a structured finance model to fund the local projects. A structured finance model was developed to allow funders to determine the requirements of a project. It also seeks to fulfil the funding needs of a project. In terms of the benefits, the authors found that this model is flexible and it is a great way to fund pro-poor projects. The funding model allows urban poor to determine their own future. It was observed that funding mechanisms may not be suited to all global goals and targets, but they are uniquely suited to some, particularly those that rely on local people taking action to improve their own environment. Project funders always ask

questions to ascertain whether their assets are performing? Further project funders are anxious to find whether they gaining value or losing value? One of the aims of structured finance is to mitigate risk and improve liquidity. All funded projects must be able to meet the objectives, contribute especially to food security and increased income among low-income households. Devendra (2013:7) believes that the poor project results impede the incorporation of the technology to enhance scaling up and wider development of sustainable production systems, whilst failed projects are an unfortunate waste of funds, resources and reflective of poor project formulations (Devendra, 2013:7). Therefore, Pro-poor funded projects must also demonstrate potential to contribute to self-reliance, stable households, and sustainable development. So the criteria for funding these projects are geared towards verifying that there will be value for money on allocated funds. Close monitoring of projects was also seen as an essential process for ensuring that projects goals are met.

Improving project performance in the construction industry poses several challenges for stakeholders (Otaibi, Osmani & Price, 2013:85). In terms of project performance, the SDM has developed a scorecard to measure project performance. The scorecard is organised by principles, objectives, measures, and goals, with a column for results (Wagner, 2012:10). We found that every project is different therefore the funding will differ. For instance, the household food security project requires less funding as compared to community food projects and the school based projects. Project funding is ranked according to the order of priority.

8. Conclusion and Recommendations

The central objective of this paper was to study municipal budget and expenditure. This was, in a broader effort, to examine and determine the project funding and performance. Local government is fundamental in the development the country as a whole both politically and economically. Municipalities throughout provides pro-poor funding for poverty reduction strategies in their budgets. Food gardens have been selected for research because of their successful history as providers of food security and alleviators of hunger. This paper 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.

Van Domelen (2007:27) explains that there is no 'one size fit all' targeting strategy. Poverty targeting mechanisms should be simple, explicit, monitorable and based on common objective criteria. As a pro-poor approach, food security projects are in a position to enable poor citizens to actively participate in the country's economy and promote growth. Pro-poor growth is helping in halving the number of people living in poverty (Millennium Development Goal 1) which is also important in ensuring that other MDGs are met. Performance management is crucial in any project and should be a continuous process aimed at improving the performance of food security projects. Performance management as a managerial tool is imperative in the effective implementation of any project and food security projects are no exception. There are therefore opportunities for further research in this area.

After embarking on this study, the authors have come up with the following recommendations for the improvement of food security projects in ensuring that they reduce poverty and function effectively. For most of the food security projects, encountered in this study, finance is not the main challenge but skills development is up there with it. Therefore, the municipality and Department of Agriculture should offer continuous training and develop capacity among the community members involved with food gardens. The municipality and the Department of Agriculture should embark on a partnership to educate community members about the role of agriculture in reducing poverty and creating employment or generating income, particularly the youth and the unemployed masses.

The law requires that specific performance goals be established and that annual measurement of these output goals be undertaken to determine the success or failure of the program. Struggling food security projects should be assessed and proper measures taken to boost the support given to them. Continuous and frequent follow-ups with leaders or representatives of the food gardens should be a priority of both the municipality and the department. Such assessments may improve program effectiveness and public accountability by promoting a new focus on results. Continuous assessment of project performance will allow project managers to monitor project performance management, track

issue resolution, resolve conflicts by transparently sharing information, motivate workers and work groups by showing them how their contribution supports the "big picture", align tasks with goals on both individual and team-based levels and provide on-going feedback and coaching.

Urban agriculture, in the form of food gardens should be prioritised. A risk management team should be allocated to deal with identifying, analyzing and responding to any expected or unexpected funding and performance risks that may be encountered by food security projects. This will enhance service quality, and customer satisfaction.

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