

**DEPARTMENT: AGRICULTURE
REPUBLIC OF SOUTH AFRICA**



THE INTEGRATED FOOD SECURITY STRATEGY FOR SOUTH AFRICA

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LIST OF ACRONYMS

FANR Food, Agriculture and Natural Resources (Unit of SADC)

FM D Foot and Mouth Disease

GEAR Growth, Employment and Redistribution

IFFS Integrated Food Security Strategy

IRDP Integrated Rural Development Programme

MALA Ministry of Agriculture and Land Affairs

SADC Southern African Development Community

SPS Sanitary- and Phytosanitary Measures

RDP Rural Development Programme

EXECUTIVE SUMMARY

Food security is part of the section 27 Constitutional rights in South Africa. On these rights, the Constitution states that every citizen has the right to have access to sufficient food and water, and that “the state must by legislation and other measures, within its available resources, avail to progressive realisation of the right to sufficient food.

The Reconstruction and Development Programme (RDP) in 1994 identified food security as a priority policy objective. As a result, the Government reprioritised public spending to focus on improving the food security conditions of historically disadvantaged people. That policy resulted into increased spending in social programmes of all spheres of government such as school feeding schemes, child support grants, free health services for children between 0-6 years, for pregnant and lactating women, pension funds for the elderly, working for water, community public works programmes, Provincial community food garden initiatives like Kgora and Xoshindlala, land reform and farmer settlement, production loans scheme for small farmers, infrastructure grant for smallholder farmers and the Presidential tractor mechanisation scheme.

By 2000, changes became necessary to improve the unsatisfactory situation that was occasioned by the implementation of many food security programmes by different Government departments in all spheres. As a result, Cabinet decided to formulate a national food security strategy that would streamline, harmonize and integrate the diverse food security programmes into the Integrated Food Security Strategy.

South Africa faces the following key food security challenges: The first is to ensure that enough food is available to all, now and in the future; the second, is to match incomes of people to prices in order to ensure access to sufficient food for every citizen; the third is to empower citizens to make optimal choices for nutritious and safe food; the fourth is ensure that there is adequate safety

nets and food emergency management systems to provide people that are unable to meet their food needs from their own efforts and mitigate the extreme impact of natural or other disasters on people; finally, to possess adequate and relevant information to ensure analysis, communication, monitoring, evaluation and reporting on the impact of food security programmes on the target population.

The vision of the Integrated Food Security Strategy is to attain universal physical, social and economic access to sufficient, safe and nutritious food by all South African at all times to meet their dietary and food preferences for an active and healthy life. This statement is also a definition of food security by the Food and Agricultural Organisation of the United Nation (FAO).

Its goal is to eradicate hunger, malnutrition and food insecurity over 2015. And its strategic objectives are to:

- a) Increase household food production and trading;
- b) Improve income generation and job creation opportunities;
- c) Improve nutrition and food safety;
- d) Increase safety nets and food emergency management systems;
- e) Improve analysis and information management system;
- f) Provide capacity building;
- g) Hold stakeholder dialogue.

The IFSS approach is the development approach. This approach entrenches public private civil society partnerships and focuses on household food security without overlooking national food security. It operates on the following basis. Firstly, food security interventions will ensure that the target food insecure population gains access to productive resources; secondly, where a segment of the target food insecure population is unable to gain access to productive resources, then food security interventions will ensure that segment gains access to income and job opportunities to enhance its power to purchase food; thirdly, food security interventions will ensure that the target

food insecure population is empowered to have nutritious and safe food; fourthly, where another segment of the target food insecure population is still unable to access sufficient food because of disability, extreme conditions of destitute – food security interventions will ensure that the state provides relief measures that may be short-term to being medium-term and sustained basis, depending on the nature of given interventions; fifthly, food security interventions will proceed from an analysis that is grounded on accurate information and the impact of which - in eradicating hunger, malnutrition and food insecurity - is constantly monitored and evaluated.

Under the current Minister's Social Sector Cluster Plan of Action, the Special Programme for Food Security will deal with all interventions that pertain to food production trading strategic objectives of the IFSS; whilst the job and income creation opportunities objectives will be dealt by the Community Development Programme; nutrition and food safety by the Integrated Nutrition and Food Safety Programme; safety nets and food emergencies management by the Comprehensive Social Security system and Disaster Management; capacity building by the Food Security Capacity Building Programme; stakeholder dialogue by Food Security Stakeholder Dialogue Programme; finally, analysis, information and communication by the Food Security Information and Communication Programme, with the Social Indicators initiative from Statistics South Africa as the main input.

A core of Social Sector Cluster departments will support the IFSS. These will include Departments of Health; Social Development; Public Works; Water Affairs and Forestry; Transport; Education; Housing; Provincial and Local Government; Land Affairs; Environment and Tourism; Arts, Culture, Science and Technology. The list is not exhaustive. More than one department may lead and co-chair an IFSS programme. Lead departments will present the details of their programme and the IFSS lead department will, in turn, consolidate these into the Integrated Food Security Programme (IFSP). It is proposed that IFSS lead departments be as follows:

- a) Special Programme for Food Security - Department of Agriculture;
- b) Community Development Programme - Department of Public Works;
- c) Integrated Nutrition and Food Safety Programme - Department of Health;
- d) Comprehensive Social Security Programme - Department of Social Development;
- e) Information and Communication Programme - Statistics South Africa;
- f) Food Security Capacity Building Programme - all departments; and
- g) Food Security Stakeholder Dialogue Programme - All departments.

IFSS lead departments are chosen from Social Cluster departments to, among other reasons, enable greater oversight within rather than outside the Ministers' and DGs' Social Sector Cluster. It will be task of lead departments to ensure linkages within Social Cluster sub-themes. Similarly, lead departments have to lead the Social Cluster to engage other Clusters, the private sectors and civil society.

Lead and co-lead departments will formulate the details of their respective programmes. Within the current Social Sector Cluster Plan of Action, many of these programmes are at different levels of implementation, development and planning. Some have been costed and discussions about their funding are underway. The IFSS proposal will entail dealing with the Comprehensive Social Security System in a combined fashion with Food Emergency Management that properly resides under Disaster Management.

The issues that will be embraced by the above programmes in order to advance food security are extremely wide ranging. They include strategic and sensitive issues like land reform; production of food; procurement and marketing of food products; processing, storage and transportation of food; development and micro finance; infrastructure development; human resource development; education and training; research and technology development; food prices; international trade; fiscal and monetary policies; ailments related

to hunger and malnutrition; social security grants and food emergencies and access to food legislation.

The IFSS proposes the following institutional arrangements and organisational structures (see Figure 2). The Minister of Agriculture and Land Affairs should convene and chair meetings of core Ministers that lead and are core members of food security and nutrition programmes. They will provide political leadership to the IFSS and its programmes; set policy; direct and control operations; establish strategies, set institutional arrangements and organisational structures; set the norms and standards of service delivery; and report to the Ministers' Social Sector Cluster that is chaired by the Minister of Health.

Similarly, the Department of Agriculture is the convenor and chair of the core of Social Cluster DGs responsible for the IFSS. Specifically, it will provide the IFSS with secretariat services; establish a food security unit to coordinate food security activities within national and provincial government spheres. The structure also proposes components for consultative forums. These consultative forums will be a representation of stakeholders from the public, private and civil society sectors. The implementation of the strategy will require frequent dialogue with stakeholders, but most important synthesis of feedback to inform food security policies and programmes.

In line with the directive of the Constitution and in conformity with its international obligations, South Africa has to consider the proposal of the Food and Agriculture Organisation of the United Nations (FAO), that member states should consider the enactment of legislation on the right to access to food. More research needs to go into this matter before a firm position.

The expected outcome of the IFSS is the following:

- a) Greater ownership of productive assets and participation in the economy by the food insecure;

- b) Increased competitiveness and profitability of farming operations and rural enterprises that are owned and managed by or on behalf of the food insecure;
- c) Increased levels of nutrition and food safety among the food insecure;
- d) Greater participation of the food insecure in the social security system and better prevention and mitigation of food emergencies;
- e) Greater availability of reliable, accurate and timely analysis, information and communication on the conditions of the food insecure and the impact of food security improvement interventions;
- f) Enhanced levels of public private civil society common understanding and participation in agreed food security improvement interventions; and
- g) Improved levels of governance, integration, coordination, financial and administration management of food security improvement interventions in all spheres of government; between government and the private sector and civil society.

1. INTRODUCTION

The right of access to sufficient food is enshrined in Section 27 of the South African Constitution. The Constitution obliges the State to provide legislation and other supporting measures to ensure that all citizens are enabled to meet their basic food needs.

The strategic framework for action to achieve food security was first outlined in the Reconstruction and Development Programme (RDP, 1994), which identified food security as a basic human need. It recognized poverty and food insecurity as the legacy of the apartheid socio-economic and political order. The RDP food security framework was then refined in subsequent policy papers, such as the Agriculture White Paper (1995), BATAT, and the Agricultural Policy Discussion Document (1999). The policies outlined in these documents were consolidated and updated in the Integrated Rural Development Programme (IRDP, 1999), which is the policy of the Government of South Africa.

In 2000, the Cabinet decided to launch an updated national food security strategy to streamline, harmonize and integrate diverse food security sub-programmes in South Africa into the Integrated Food Security Strategy (IFSS). Given the complexity of food security issues, the proposed strategy requires a comprehensive and multisectoral approach of all spheres of government, and the active participation of the private sector and civil society. To this end, a number of important players from national and provincial governments, public agencies, universities, NGOs and community-based associations, were involved in the development of this food security strategy, with the Ministry of Agriculture and Land Affairs (MALA) taking in the lead.

The IFSS, once launched, will have to be integrated into other government programmes, most of which followed the first democratic elections in 1994 when the Government of South Africa reprioritised public spending to focus on improving the food security conditions of the historically disadvantaged. This

reprioritisation policy saw increased spending in government social programmes such as school feeding schemes, child support grants, community public works programmes, free health services for children between 0-6 years, for pregnant and lactating women, pension funds for the elderly, production loans support scheme for small farmers, infrastructure grant for smallholder farmers and the Presidential tractor mechanisation scheme.

South Africa's food security policy is located within a broader regional and international context. At the regional level, South Africa, together with Southern African Development Community (SADC) countries is working to achieve regional food security. SADC targets national, household and individual food security. SADC's Food, Agriculture and Natural Resource Unit (FANR), based in Harare, Zimbabwe, was established in the early 1980s specifically to address food security issues in Southern Africa. In recent years, public institutions that were charged with a food security mandate have increasingly realized the importance of 'smart partnerships' with the non-public institutions.

On the international level, South Africa pledged to support the World Food Summit Plan of Action that was encapsulated in the 1996 Rome Declaration on World Food Security. The Declaration, in its broadest sense, urged the promotion of optimal allocation of natural resources, and the efficient use of public and private sector resources to achieve global food security goal. South Africa further committed itself to creating an enabling political, social and economic environment and to implementing policies to eradicate poverty. It pledged to ensure that technology development, farm management, trade and growth policies and distribution systems foster food security. As a response to the Rome Declaration, the government appointed a Food Security Working Group to investigate options to achieving food security in South Africa. The IFSS builds on the proposals made in the 1997 Discussion Document on Food Security.

Vision and Strategic Objectives of IFSS

The vision of the Integrated Food Security Strategy is to attain universal physical, social and economic access to sufficient, safe and nutritious food by all South African at all times to meet their dietary and food preferences for an active and healthy life. This statement is also a definition of food security by the Food and Agricultural Organisation of the United Nation (FAO). Its goal is to eradicate hunger, malnutrition and food insecurity over 2015. And its strategic objectives to realise this goal and the vision of the Integrated Food Security Strategy are to:

- h) Increase household food production and trading;
- i) Improve income generation and job creation opportunities;
- j) Improve nutrition and food safety;
- k) Increase safety nets and food emergency management systems;
- l) Improve analysis and information management system;
- m) Provide capacity building;
- n) Hold stakeholder dialogue.

Approach of the IFSS

The IFSS approach is the development approach. This approach entrenches public private civil society partnerships and focuses on household food security without overlooking national food security. It operates on the following basis.

Firstly, food security interventions will ensure that the target food insecure population gains access to productive resources; secondly, where a segment of the target food insecure population is unable to gain access to productive resources, then food security interventions will ensure that segment gains access to income and job opportunities to enhance its power to purchase food; thirdly, food security interventions will ensure that the target food insecure population is empowered to have nutritious and safe food; fourthly, where another segment of the target food insecure population is still unable to access sufficient food because of disability, extreme conditions of destitute – food security interventions will ensure that the state provides relief measures that may be short-term to being medium-term and sustained basis, depending on the nature of given interventions; fifthly, food security interventions will proceed from an analysis that is grounded on accurate information and the impact of which - in eradicating hunger, malnutrition and food insecurity - is constantly monitored and evaluated.

The overarching principles of this approach are that:

- a) Food security objectives are an effort of all concerned departments;
- b) The objectives need to be comprehended by the totality of government, the private sector and civil society;
- c) The food-insecure should be made agents of their own development;
- d) The necessary interventions should be targeted to achieve clear, simple and realistic goals and performance targets – with costs justified by delivering greater social benefits;

- e) National food security policies, supporting legislation, norms and standards must support national priority programmes and action plans;
- f) Implementation of strategy to be harmonized with the three tiers of government system;
- g) The food security strategy should contribute to regional food security efforts; and
- h) The strategy maintains a household level focus, but not oblivious to the national and regional focus.

Structure of the Paper

The structure of this document is that section 2 defines food security, and then outlines the complex dimensions of food systems that are required to achieve food security. Section 3 provides a brief sketch of the historical forces that have contributed to entrenched food insecurity in South Africa. Section 4 highlights the current situation of food security in South Africa. Section 5 identifies the many challenges to achieving food security and section 6 outlines priority areas for food security. Section 7 presents institutional arrangements and the organisational structures that will be required to implement the IFSS. Finally, section 8 presents a preliminary implementation plan to attain food security.

2. DIMENSIONS OF FOOD SECURITY

The Definition of Food Security

In order to achieve food security, it is important to understand what the term constitutes. For the purposes of this paper, food security is defined as physical, social and economic access to sufficient, safe and nutritious food by all South African at all times to meet their dietary and food preferences for an active and healthy life.

This definition has three distinct but inter-related components:

- *Food availability*: effective or continuous supply of food at both national and household level. It is affected by input and output market condition, as well as production capabilities of the agricultural sector.
- *Food access or effective demand*: ability of nation and its household to acquire sufficient food on sustainable basis. It addresses issues of purchasing power and consumption behaviour.
- *Reliability of food*: utilisation and consumption of safe and nutritious food.
- *Food distribution*: Equitable provision of food to points of demand at the right time and place. This spatial/time aspect of food security relates to the fact that a country might be food secure at the national level, but still have regional pockets of food insecurity, at various periods of the agricultural cycle.

Elements for Food Systems

There exist certain necessary characteristics of a food system that help achieve food security effectively and efficiently. These include:

- a) The capacity to produce, store, distribute and if necessary, to import sufficient food to meet the basic food needs of people;
- b) A maximum level of robustness to reduce vulnerability to market fluctuations and political pressures; and
- c) Minimal seasonal, cyclical and other variations in access to food,

The Costs of Food Insecurity

The costs of food insecurity are high, since they affect all levels of social and economic life. At the household level, food insecurity leads to disproportionately high health and medical costs, high funeral expenses and low labour productivity. Within the household, food insecurity often affects the more vulnerable members of the family, namely children and women. The costs associated with food-insecurity at the intra-household level relate to slow educational development (often of female children), stunting, etc. At the national level, food insecurity can lead to social costs as diverse as high policing, criminal and justice expenses, and low investor confidence, and its resulting loss of capital investments.

Food Security Interventions

Food security policy is a set of government interventions, both direct and indirect, that are used to promote the agriculture and food sector objectives by influencing the organisational and economic environment within which the food system functions. Food security policies must address all aspects of the food system, affecting the entire conceptual spectrum, ranging from production, marketing, distribution, all the way to consumption and nutrition.

Food policy interventions require that both micro- and macro issues be addressed. They have to be designed in such a manner that they:

- Resolve issues of malnutrition and food security,
- Involve policy and programme design and implementation that cut across departmental divisions,
- Consider a wide array of data that can be disaggregated down to the household level (or even to the intra-household level), and
- Deal with conflicting policy objectives that arise between producers and consumer interests, urban and rural differences, primary and secondary

production, budgetary prioritisation between consumption support and investment in agriculture, and short- and long-run decisions.

3. HISTORICAL ORIGINS OF FOOD INSECURITY IN SOUTH AFRICA

Poverty and food insecurity in South Africa is the result of several centuries' worth of colonial and apartheid policies, designed specifically to create general conditions unfavourable to the well being of black people in all its aspects, especially in the former homelands. In order to design effective policy interventions to redress the injustices of the past, it is important to better understand these historical processes.

Contemporary South Africa evolved at the turn of the 20th century from an agrarian setting through the rapid growth of commodity markets that sprung around major industrial mining, urban population and commercial agriculture centres. Initially, African farmers and entrepreneurs had successfully participated in the growing commodity markets under conditions of relative land abundance, low population size, low production, processing and distribution technologies, weak government interventions and relatively undistorted markets.

Food insecurity and poverty among the majority African population, which at the time was largely constituted of independent producers and entrepreneurs, was almost non-existent.¹ With political and economic forces that led blacks to become the expected providers of wage labour to mining, industry and large-scale agriculture, this situation of relative food security in South Africa among the majority population was to change.

Impelled by its social and economic imperatives, successive white governments throughout the greater part of the 20th century transformed agrarian 19th century society through a two-pronged strategy that set in motion a process that would simultaneously cripple and debar African farming and

¹

entrepreneurial development. The strategy enabled and entitled white farmers and industrialists as leaders and chief beneficiaries of industrial development.

The decline of African farming led to a gradual loss of agricultural and rural capital, wealth, farming and entrepreneurial skills and experience. Farming and rural enterprise activities ceased to be a window of African entrepreneurial opportunity, management and technical development. The process of modern industrial development in South Africa thus became the driving force that created the contemporary poverty and food insecurity among black people in South Africa.

The position of African people in the urban areas was not much better than in the reserves and former homelands. They were located far from places of work and from the general white population. The primary purpose of urban areas was to provide labour to the mines, industries and the general white population. They had very limited access to education, health and social services.

To a greater extent these historical legacies led to the current situation, in which a majority of citizens (particularly Africans) are vulnerable to food insecurity. This is in spite of the good food security conditions at national level.

4. CURRENT FOOD SECURITY TRENDS IN SOUTH AFRICA

The current food security challenge in South Africa consists of two dimensions. The first dimension seeks to maintain and increase the ability of South Africa to meet its national food requirements. This involves meeting these needs from domestic agricultural resource, import food items that cannot be produced efficiently, and to export commodities with comparative advantage.

The second dimension seeks to eradicate the widespread inequalities and grinding poverty among the majority of households that is manifested by inadequate and unstable food supplies, lack of purchasing power, weak

institutional support networks, poor nutrition, inadequate safety nets, weak food emergency management systems and unemployment.

National Food Security

At the national level, South Africa is food secure. It produces its main staple foods, exports its surplus food, and imports what it needs to meet its food requirements. National food security indicators reveal that South Africa has been meeting its food needs of its growing population from domestic sources in the past 20 years (Tables 1 and 2).

Except for rice, for which the country has no domestic resource base and is imported, the country has met the needs for its main staple food, such as maize by over 100% from domestic resources. The country also met its requirements for wheat, the second most important food product, by up to 95%, livestock needs by 96% and its dairy products (excluding cheese) by 100%. The small shortfall of livestock products and cheese were filled by imports from SADC and EU countries.

Food security indicators for horticultural products and sugar are over 160% and underscore the strong position of South Africa as an exporting country of fruit and wine products to the EU. The country has generated foreign exchange to fund the importation of food products it cannot produce adequately or efficiently. The occasional maize exports have largely been confined to the neighbouring SADC countries. Within the SADC region, South Africa is the leading food exporter.

Future trends: Projections indicate that should current production trends hold, domestic wheat production would be outstripped by domestic consumption by nearly 60% in 2010, and by over 100% in 2020 (Table 3). Maize consumption is expected to exceed production by 2010, again assuming that current trends continue. Beef demand is expected to increase to 150% of production, and mutton to more than 130%, if production trends continue.

Demand for poultry products has already outstripped domestic production by an estimated 22% in 2000, and is expected to increase to 92% in 2010 and to 192% in 2020. Fresh milk production is expected to fall short by 207% in 2020, if current production trends are not changed. The production shortfall of horticultural products and potatoes in particular, is expected to increase by 74% by 2010, and to 152% by 2020. A Department of Agriculture study concludes that the national food security status of South Africa will remain if current production trends continue.

Economy-wide and international trends affecting national food security: At the international level, there are several trends that warrant close scrutiny and must be factored into any forward-looking food security policy package.

The outbreak of Foot-and-Mouth Disease (FMD) in Kwa-Zulu Natal and Limpopo Province in August 2000 resulted in significant losses in livestock trading. Furthermore, South Africa lost its FMD-free trading status that will affect livestock exports for some time in the future. This episode demonstrates the increasing importance that trading partners are placing on sanitary- and phyto-sanitary (SPS) requirements. In order to preserve agricultural trade that has a direct impact on the food security status of South Africa, the IFSS must factor in policies that specifically address these internationally mandated SPS measures.

The recent erratic fluctuations in the value of the Rand have also underlined the close relationship between macroeconomic, or economy-wide, factors and food security in South Africa. The impact of fall in the value of the Rand between November and December 2001 was immediately evident: domestic food prices increased by up to 30% by February 2002.

At the national level, tariff policy is also significant, and needs to be constantly examined in light of its effects on national food security policies. Lower tariffs on poultry products from the USA in the late 1990s caused a severe crisis in

the South African poultry industry. South African consumers, on the other hand, enjoyed more affordable poultry products. In order to appease both producer and consumer interests, the Government intervened to raise tariffs on US poultry to a level, acceptable to both sides.

These macroeconomic trends have profound implications on household food security. Unlike the relatively positive picture of food security at national level, the situation at household level commands a different view.

Household and Intra-household Food Insecurity

According to Statistics South Africa, currently about 35% of the total population, or 14.3 million South Africans are vulnerable to food insecurity. Among these, women, children and the elderly are particularly more vulnerable (Stats SA: Measuring Poverty in SA, 2000).

Table 4 shows that in 1996 nearly a third or 2.8 million of households spent less than R1 000 per month, while only 18% or 1.63 million households spent more than R3 500 per month. These figures disguise the bi-polar mode of income distribution that characterizes South Africa; simply put, however, South Africa has many poor, food-insecure people and a few wealthy ones.

As Table 5 shows, the distribution of poverty in the country is uneven in its spread and intensity. Gauteng and the Western Cape are wealthier provinces with the least number of poor households at less than 12% each. On the other extreme end, the Free State, Eastern Cape and Northern provinces have the worst of poverty in South Africa. In the middle group are Mpumalanga, KwaZulu-Natal, Northern Cape and North West Provinces. The average household of Gauteng spends about R7 742 per month compared to R2 665 in the Eastern Cape. Within the provinces there is an also unequal level of poverty according to urban and rural location, race and gender.

Table 2 also reveals that households in the Eastern Cape are the relatively the poorest in the country because nearly 70% or nearly a million of the total 1.33 million households in the province spent less than R1 000, whilst only 7.6% or slightly more than 100,000 households spent more than R3 500 per month. Gauteng province households, on the other hand, are relatively the richest because a third or 648 thousands spent more than R3 500 per month and only 21% or 410 thousand spent less than R1 000 per month.

Nearly one third of all South African households are female-headed which are considerably poorer than male-headed households. Nearly 52% of female-headed households spent less than R1 000 per month in 1996, in contrast to 35% of male-headed households that spent less than R1 000 in the same period. Nearly 25% of male-headed households spent more than R3 500 per month compared to only about 8% of female-headed households in the same quintile. The relative poverty of female-headed households who spent less than R1 000 per month was nearly 80% in the Eastern Cape, compared to only 26% of relative poor Gauteng female-headed households that spent less than R1 000 per month. About 73% of all households receive monthly incomes of less than R2500 in and only 27% receive incomes of more than R2500 per month. Almost half of South African households earn a monthly income of R1000 or less.

The best available direct measure of food insecurity is an estimate of the adequacy of daily energy intake. Using seven-day recall expenditure data, the PSLSD² (1994) estimated that 39% of the population (14,8 million people) did not meet their daily energy requirement (2000 kcal/day). Compared to international ranges³ protein energy malnutrition, as measured by stunting levels, is a moderate public health problem in South Africa. The national stunting rate for young children ranges between 23% and 27%. This means

² Project for Statistics on Living Standards and Development (PSLSD). 1994. South African Rich and Poor: Baseline Household Statistics. South African Labour and Development Research Unit (SALDRU). Rondebosch.

³ WHO. 1995. *Physical Status: The Use and Interpretation of Anthropometry*. Report of a WHO Expert Committee. Geneva. World Health Organisation.

that approximately 1,5 million children under the age of 6 years are malnourished.

Among the ultra-poor (the poorest twenty percent of households) the rate is 38%, while it is only 6% among the rich. The highest stunting rates occur in the Northern Province (34,2%), Eastern Cape (28,8%) and Free State (28,7%). In contrast, Western Cape (11,6%) and Gauteng (11,5%) exhibit low stunting rates by international standards. Whereas the three provinces of the Eastern Cape, KwaZulu-Natal, and Northern Province house 52% of the country's children, an estimated 60% of all stunted children and two thirds of poor people live in these three provinces⁴.

Anaemia and marginal vitamin A status are widespread micronutrient deficiencies, affecting between 20 and 30% of young children. Children in rural areas and those of mothers with limited education are worst off⁵. Additional information on food security is on Appendix of tables.

The major challenge for national policy-makers implementing the IFSS is to keep abreast of and prioritise the most important trends, at any given time, that affect food security in South Africa. It is crucial that a flexible approach be adopted in incorporating these into the implementation strategy.

5. FOOD SECURITY CHALLENGES IN SOUTH AFRICA

South Africa faces a wide spectrum of food security challenges, conceptually ranging from national-level to household issues. At the national level, challenges undermining South Africa's ability to achieve food security is inadequate safety nets and weak disaster management systems. These challenges have implications for vulnerable households, in addition to a range of other household level challenges.

⁴ PSLSD, op cit., South African Vitamin A Consultative Group (SAVACG). 1995. Children aged 6 to 71 months in South Africa, 1994: Their anthropometric, vitamin A, iron and immunisation coverage status. Isando; RDP 1995. Key Indicators of Poverty in South Africa. Ministry in the Office of the President. Reconstruction and Development Programme. Pretoria.

⁵ SAVACG, op cit.

Inadequate Safety Nets

Poor households are typically characterised by few income-earners, and many dependants. They are also often primarily dependent on migrant remittances and social security grants, making them vulnerable to food insecurity. Rural households are particularly vulnerable because of their reliance on the remittances from the urban areas. In South Africa, they are also frequently constrained by a lack of economic activities in close proximity to their communities, inappropriate farmer support services, and face constraints to gaining access to employment elsewhere, such as a lack of information and transport.

At the national level, the challenge is to create the economic conditions that favour poor, food-insecure households. This means instituting changes that actively foster the participation of all in the mainstream economy, and thereby minimizing poor households' dependency on government assistance. In other words, social safety nets should be viewed as a policy of 'last resort', helping those food insecure households that have not benefited from the enabling, pro-poor economic environment that Government has supported.

Weak Support Networks and Disaster Management Systems

In order to develop new policies and implement food security programmes, policy-makers at all levels of government require considerable information on the conditions of food demand and supply in different parts of the country. This information can be used to identify risky and vulnerable areas, with respect to food access and use. Food security information is multi-sourced and, when using existing data collection systems through established agencies, cooperation and coordination is key to establishing efficient and cost-effective systems.

One such example of weak institutional support networks relates to disaster management systems. South Africa does not yet have a structured system of dealing with food security disasters, such as droughts or floods. These disasters, which occur at regular intervals, can substantially threaten the food-security position of agriculture-based households. With few reserves to draw on, these households are hit hard by crop failure and asset loss.

Inadequate and Unstable Household Food Production

Hunger and malnutrition in South Africa stem from insufficient, unstable food supplies, at the household or intra-household level. The majority of producers in the former homelands are unable to feed their families from their narrow production base. They are deficit producers, and hence, net consumers of purchased food, and rely on non-farm income to meet most of their household needs. Even non-catastrophic events such as seasonal, climatic variation are enough to push many of these households onto the verge of a food crisis. Government assistance is often a major source of income for many of these households, given the high level of rural unemployment and dwindling migrant income transfers. As a result, many rural areas experience periodic bouts of hunger.

Lack of purchasing power

The majority of households in South Africa lack cash to purchase food. Underlying the lack of purchasing power is the limited scope of income opportunities, especially in the rural areas. Unemployment rates have remained high at 38%, despite other decent economic indicators (Statistics SA, 1998). Black households have the lowest standards of living and are much more vulnerable to poverty, and food insecurity. Although food insecurity is highest among Africans, it also affects a significant number of Coloured and Indian households. There are also some pockets of food insecurity among urban whites. The HIV/AIDS epidemic and other communicable diseases have further undermined food-insecure households.

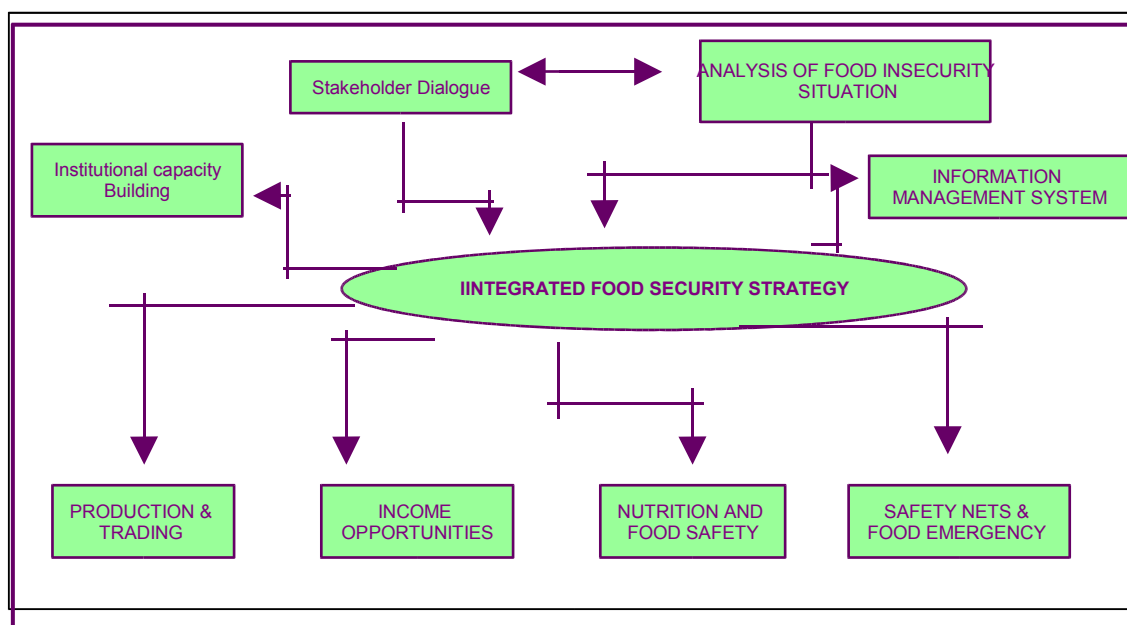
Poor Nutritional Status

According to the Lund Report on Child and Family Support (1999), one child in four under the age of six years (which translates to approximately 1.5 million children) is stunted due to chronic malnutrition. These figures dramatically highlight the vulnerability of children in South Africa. Food insecurity and malnutrition are highest in provinces with large rural populations such as KwaZulu-Natal, Northern Province, Eastern Cape and the Free State.

6. PRIORITY AREAS

Given the enormity of the task ahead, it is important for the IFSS to concentrate on a few priority areas that yield the highest social returns with regard to achieving food security in South Africa.

Figure 1. Programmes and Processes⁶



The strategy follows on the framework shown in Fig 1. The framework implies that the integrated strategy is composed of two elements. The fundamental component is the set of programs whose purpose is to improve food security

⁶ Adapted from EU Food Aid and Food Security Programme, Brussels, 1998/99:32-33

conditions. The process of institutional arrangements and interactions ensures that the programs are implemented to realize the objective of food security.

This section outlines priority areas of implementation. The institutional arrangements and issues of implementation are then presented in the subsequent sections.

Improve Household Food Production, Trade and Distribution

One of the primary objectives of the IFSS is to overcome rural food insecurity by increasing the participation of food insecure households in productive agriculture sector activities and thereby creating both forward and backward linkages that will spread resulting in growth and development benefits to all South Africans. The Department of Agriculture will be the lead agency in this area. Other members who will form part of the cluster in this area will include the Departments of Land Affairs, Health, Public Works, Water Affairs and Forestry, Trade and Industry.

Following the conclusion of the Uruguay Round of GATT, countries committed themselves to gradually reduce tariff levels. These changes activated increased global competition and export opportunities. However, unfair competition could damage local food production capacity.

Possible policy interventions for consideration:

- Increase access to productive resources such as land, technology, credit and training.
- Promote small-scale irrigation and other rainwater harnessing technologies.
- Invest in productivity-enhancing, environmentally sustainable technologies for the agriculture and agro-processing sector, targeting small-scale producers.

- Link land/water and tenure reform to other farmer support services, including access to financial services and markets.
- Improve access to credit by the poor, including the women.
- Promote the use of idle agricultural land through agrarian reforms
 - Improve access to food production and food processing technologies, and any other time and labour saving technologies by food insecure households, particularly technologies for women.
 - Improve extension services and shift its emphasis to comprehensive extension, where the extension worker responds to the needs of the small-scale farmers who often practice mixed farming and undertake a variety of enterprises.
- Support extension agents to disseminate information through the media, particularly the radio.
- Improve trade by monitoring the impact of liberalised trade regimes on the incomes and welfare of food insecure groups, and indicate possible adjustment costs to non-competitive sectors.
- Enhance the ownership and exchange entitlement of the poor in the trade of agriculture and food sectors (e.g. reduce producer taxes).
- Protect the agriculture and food sector against unfair trade practices, including dumping.
- Remove import duties through a support scheme that ensures that government expenditure on social development and empowerment of the vulnerable groups does not diminish and conforms to the WTO regulations.
- Improve household food security by commercialising agriculture to increase income and employment generation among food insecure households.
- Improve rural infrastructure by a proportional cost-sharing approach, which involves the Government, private sector and local communities.
- Invest in food distribution facilities to move food to deficit areas.

Increase Income and Job Opportunities

In addition to implementing policies that directly support household producers improve their technology base, assets and involvement in the market, it is important for the IFSS to support measures that create a labour-intensive and diversified agricultural sector with strong links to the other economic sectors. The Department of Trade and Industry is proposed as the lead agency in this area. Other members who will form part of the cluster in this area will include the Departments of Agriculture, Public Works, Water Affairs and Forestry, Minerals and Energy, Public Enterprises, Transport and Communications.

Possible policy interventions for consideration:

- Support diversified job creation through local economic development, including the growth of small and medium scale enterprises.
- Support labour-intensive public works programmes in rural, agricultural areas to simultaneously address chronic problems of food insecurity, unemployment and poor infrastructure, and create productive assets.
- Strengthen off-farm income generation.
- Strengthen access to rural credit facilities.
- Strengthen market systems, i.e. information, infrastructure, etc.
- Support skills training to create viable income generation activities

Improve Nutrition and Food Safety

Food insecurity results in poor nutritional status. However, food security does not necessarily guarantee good nutritional status. In order to improve the nutritional status of food-secure and food-insecure South Africans alike, a multi-pronged approach should be considered. The Department of Health is proposed as the lead agency in this area. Other members who will form part of the cluster in this area will include the Departments of Agriculture, Water Affairs and Forestry, and Trade and Industry.

Possible policy interventions for consideration:

- Enhance public education.
- Improve monitoring methods and support stronger multisectoral partnerships.
- Support targeted interventions (e.g. micronutrients, vitamin supplements) for the chronically vulnerable groups.
- Strengthen household food security (HFS) and nutrition training at both pre- and in-service training level and equip the trainees with skills to integrate HFS and nutrition concerns in development programmes.

Enhance Safety Nets and Food Emergency Management Systems

One overarching principle of the IFSS is to create an economic environment that is pro-poor, that enables food-insecure households to insert themselves into the economic mainstream. Smart partnerships between the private and public sector are encouraged; however, many needed policies rely on the provision of public goods, such as safety nets, information management systems, and emergency management systems. The Departments of Social Development and Provincial and Local Government are proposed as the lead agencies in this area. Other members who will form part of the cluster in this area will include the Departments of Agriculture, Public Works, Water Affairs and Forestry.

Possible policy interventions for consideration:

- Strengthen public goods, such as infrastructure, information, research and extension and technology development to the benefit of farmers and rural dwellers.
- Create effective cost-recovery programmes when services are provided by the private sector.

- Strengthen the co-ordination and management of emergency relief operations at national and provincial level.
- Compile baseline information to assess the food insecurity and vulnerability situation of the country. The information will be compiled and presented in the form of summary tables, charts and maps. Baseline information reports will generally need to be updated at least once in every five years.
- Ensure periodic programme evaluations and feasibility studies. At the national level, information will help in the design or reorientation of food security policies and programmes and at provincial level the studies will guide the formulation of participatory community action programmes.
- Include mapping techniques and Geographic Information System (GIS) to analyse complex food insecurity and vulnerability information in ways that greatly facilitate understanding and decision-making.
- Ensure effective product dissemination. This is critical for to ensure that the information reaches those who need it. The participation of decision-makers in the preliminary stages of planning is crucial. The reports will then be prepared keeping in mind the specific needs, interests and perspectives of the appropriate target users.
- Establish a technical team for food security data and establish a National Food Security Steering Committee to monitor and evaluate progress of the IFSS.

7. INSTITUTIONAL ARRANGEMENTS

One of the fundamental problems standing in the way of targeting and effective delivery of food security initiatives is the lack of institutional capacity in poor areas. This is particularly the case in rural areas, where a lack of representation, a lack of training and a lack of institutions make it very difficult for poor people to put their interests forward, to find out about available resources, or to interact fully with service providers. Lack of institutional capacity and insufficient co-ordination make it difficult for government

structures, NGOs and the private sector to channel their interventions towards the neediest, and to monitor the effects of their interventions. This requires institutional reforms and establishment of special organisational structure to allow initiation of action and appropriate response to address the food insecurity plight.

Strategic Issues for institutional arrangements

Institutional reform for food security should enhance co-ordination on food security programs by, among others:

- Enhancing intergovernmental relations and improving co-ordination among Regional, National, Provincial and Local governments in support of food security goals.
- Strengthen existing decentralized planning systems by backing them up with resources and technical support.
- Enabling co-ordination among political and administrative structures.
- Fostering co-operation among government, parastatals, private sector and NGO's.
- Enabling co-ordination among Departments at national and provincial levels.

Institutional reform should also build capacity to manage food security options that includes:

- Developing local capacity to monitor and respond to food insecurity.
- Supporting provincial food security initiatives.
- Investigating alternative organisational arrangements to maintain focus on food security concerns, and to facilitate co-ordination. Approaches to consider include establishing an interdisciplinary unit in government and supporting the establishment of a limited number of Food Security Institutes and Centres of Excellence countrywide.

- Setting up units dealing with household food security dynamics at national up to provincial level and linking them to farmer settlement through growth strategies.

Proposed organisational structure

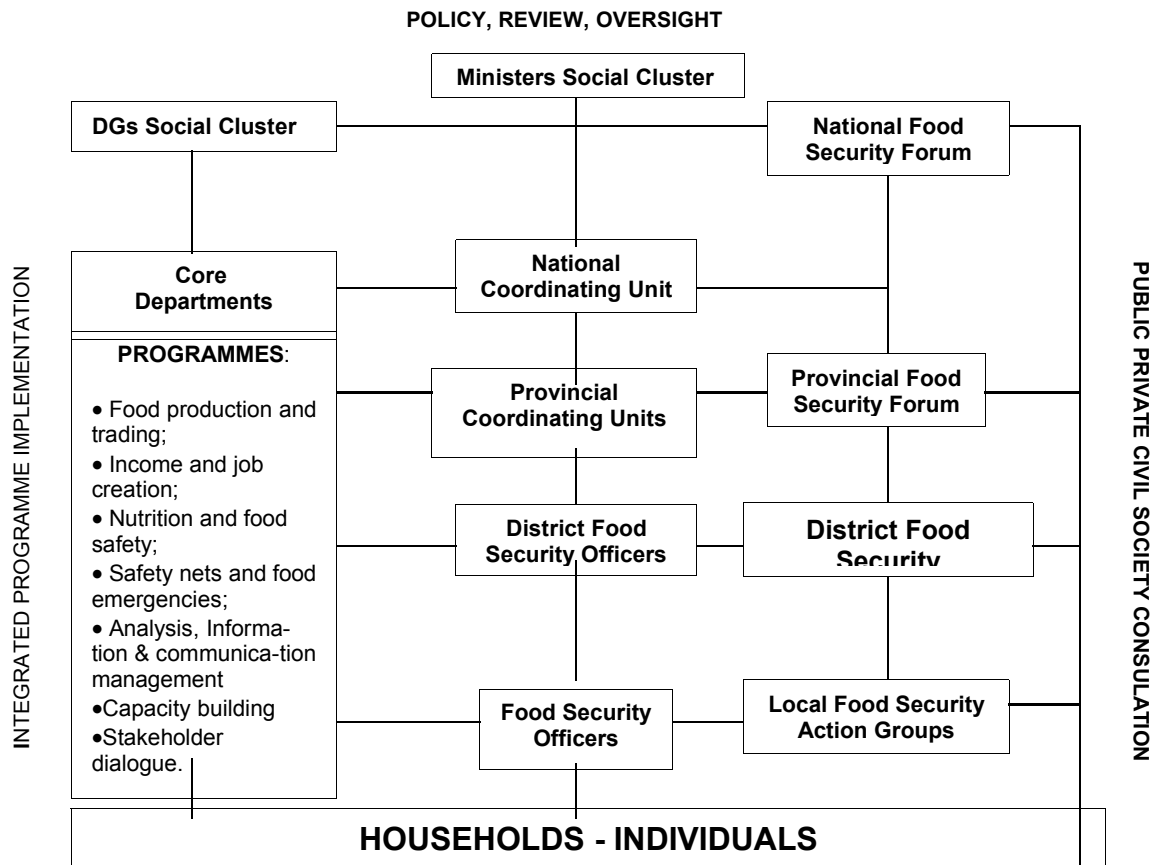
The proposed structure follows on the guidelines of inclusivity and integration of program leaders. The structure provides for a range of functionaries, whose activities are integrated to accommodate delivery line mandate, advisory (monitoring and setting objectives), as well as coordination. The structure is also compatible with the three tier levels of governments.

At the highest level of the structure is the Inter-Ministerial Committee composed of two clusters of social and economic cluster. The minister of agriculture will chair the team. The role of the team is to give a political direction by making policy decisions and report to the President and to parliament about food security targets (progress).

Stakeholders from public sector, private sector and civil society will constitute the National Food Security Forum (NFSF). The forum will give strategic leadership and advisory service on food security. It will also set standards and recommend policy options.

The National Coordinating Unit (NCU) will be the technical support unit in the MALA. The Chief Food Security Officer, Food Security Manager and Food Security Specialists will run the NCU. The NCU will be responsible for coordinating the activities of the IFSS. The Unit will coordinate the activities of National Programme Managers (NPM) from national departments, who will be overseeing specific programs. The NPM will perform line mandate programme activities for all three tiers of delivery. The activities of the line functions will be linked to the NCU on the basis of the food security. The Unit will also coordinate the activities of provincial food security coordinators.

Figure 2. Institutional Arrangements & Organizational Structures



Provincial Food Security Forums (PFSF) will be constituted by stakeholder from government, private sector and civil society at each of the nine provinces. The major role will be to prioritise projects and disburse funds. The forum will work with the Provincial Coordinators (PC) whose role will be to coordinate the activities and provide technical support.

District Food Security Committees (DFSC) will be responsible for identifying food insecure areas within the district. They will further compile and recommend projects for funding. They will also monitor and evaluate the effect of the projects on food security.

Local Food Security Action Groups (LFSAG) will consist of local government officers, traditional authorities, churches as well as locally based ngo's. These action groups will identify and quantify vulnerable and insecure households. The Food Security Officers (FSO) will provide technical support to the LFSAG

in compiling business plans and submitting them to the district. The officer will also provide training and counselling to vulnerable groups.

Household and individuals will be urged to report their fate and suggestions to the LFSAGs and FSO.

8. IMPLEMENTATION PLAN

The basic tenet of the IFSS is sharing and overlapping with goals of government departments. It involves a lengthy process of consultation with stakeholders. The basic issue is to bring various sectors to work together to achieve food security objective by harnessing resources necessary to make the efforts a success. While the strategy takes a long view and is designed to have an enduring impact on food security, it is viewed as a living approach that will be updated as changes come in the rural economy, national priorities, and external factors.

Government has adopted this broad-based (integrated) approach to address food security problems at both household and national levels in recognition of the multidisciplinary nature of food security problems. In pursuance to this, a one-day workshop was organised with various national departments and other stakeholders to discuss the approach in order to reflect both the policy statement as well as possible interventions.

Strategic Issues for Implementation of IFSS

To implement food security policies and to develop new policies, considerable information is required on the situation of food supply and demand in different parts of the country. This information can be used to identify risk areas, with respect to food access and use. Further, certain actions are required to sensitise and organise stakeholders. This will be supported by detailed discussions among stakeholders to ratify the proposed interventions, objectives and targets. The components of the strategy should be finalised at the national intergovernmental workshop

Some strategic issues to be considered for implementation include:

- Developing and implementing appropriate Food Security Monitoring Systems at local, provincial and national level, linked to other information

systems, including disaster management, poverty and health information systems.

- Developing systems and incentives to share information among ministries and departments concerned with food security. For example, more resources should be earmarked for cross-cutting programs and projects.
- Establishing and maintaining a register of food-insecure households as part of a larger food security information management system. To this end, food-insecure households shall be encouraged to become active members of a network of consumer/producer organizations.
- Categorization of food security problems according to their nature and scope, e.g. whether they should be addressed in the short-, medium-, or long-term. In the short-term, policies such as income support measures will be considered. For medium- or long-term problems, policy packages to improve the multi-faceted nature of food security – with links to nutrition, education and sanitation, for instance – will be designed. The emphases of these policy packages lie on increased food production, employment generation and income creation.
- Establishing and maintaining food security monitoring and evaluation systems as part of a broader system to mitigate, prevent and respond to food emergencies.
- Providing support to improve institutional and organisational development, with special consideration for human resource capacity. The goal is to improve programme planning, implementation, monitoring and evaluation.

Action for Implementation

A set of actions will be undertaken to put the strategy into effect

- Design priority programmes
- Set key performance indicators
- Set service delivery standards
- Pass food security legislation
- Design management and administrative structures

- Design information and communication systems
- Design monitoring and evaluation systems
- Formulate the disaster management plan
- Formulate public private partnership framework
- Secure human and financial resource requirements
- Obtain approval for priority programmes
- Obtain approval for the plan of action
- Appoint the national steering committee

LIST OF TABLES

Table 1. Production and consumption and Food Surplus Indices of major agricultural commodities in South Africa, 1985 - 1994.

Commodity	Imports	Exports		Consumption**		Food Surplus Index"		
				Total Human		91-94	85-90	85-94
	1991 – 1994 (1 000 ton)							
Wheat	310	203	1808	1904	1502	95.0	115.5	107.4
Maize (White and yellow)	957	1622	7958	7518	3278	109.5	121.1	116.5
Potatoes'	4	11	1219	1112	1027	100.6	100.3	100.4
Vegetables	9	26	1817	1800	1620	100.9	101.3	101.1
Sugar '	34	647	1656	1013	1176	163.5	162.5	162.9
Beef	69	26	578	621	615	93.1	89.9	91.2
Mutton, goat's meat and	32	0	146	178	176	82.0	93.3	88.8
Lamb	8	2	122	128	127	96.1	100.9	99.0
Pork	9	3	663	669	662	99.1	99.4	99.3
Chicken	0	4	239	235	179	101.7	101.7	101.7
Eggs	421	755	1169	747	679	156.5	152.3	154.0
Deciduous and subtropical	NA	NA	NA	NA	NA	NA	101.0	NA
l fruit	13	112	379	307	307	123.5	105.5	112.1
Dairy products	0	0	2411	2411	1153	100.0	100.0	100.0
Condensed milk	0	0	35	35	35	100.0	100.3	100.8
Fresh milk	1	2	14	14	14	100.0	100.0	100.7
Cheese	66	0	126	209	190	60.3	87.5	76.6
Butter	1	501	869	369	365	235.5	254.0	246.6
Sunflower seed oil	363	8	0	355	351	0.0	0.0	0.0
Citrus fruits'								
Rice								
COMMODITY GROUP								
Grains and field crops						88.2	97.2	94.0
Horticultural crops						164.3	169.2	167.2
Livestock products						96.0	99.0	99.3

Note: Food Surplus Index = (Supply ÷ Total consumption) × 100

Source: Van Rooyen and Ngqangweni, 1996

Table 2. Average production and consumption and Self-Sufficiency Indices (SSI) of selected agricultural commodities in South Africa

Note: Self-Sufficiency Index = (Total production / Total local consumption) x100
 Maize = White and yellow maize

Commodity	Imports	Exports	Total Production	Local Consumption		Self-sufficiency Index1 95-99
				Total	Human	
1996 – 2000 (1 000 tons)						
Grains & field crops:						
Wheat	479	134	2222	2513	2458	88.41
Maize	183	1621	9496	7754	4213	122.47
Potatoes	5	19	1598	1584	1350	100.88
Vegetables	20	47	1976	1949	1754	101.42
Sugar	50	1121	2453	1410	1260	174.01
Sunflower seed oil	159	35	207	331	301	62.42
Rice	531	25	0	506	501	0.00
Livestock goods:						
Beef	82	19	525	589	523	89.19
Mutton, goat's meat & lamb	61	0	105	165	164	63.36
Pork	11	2	122	131	129	93.12
Chicken	58	3	774	829	820	93.36
Eggs	0	3	305	303	288	100.86
Deciduous & subtropical fruit	0	635	1849	1214	1093	152.30
Citrus fruits	7	771	1432	668	661	214.43
Dairy products:						
Condensed milk & powder milk	66	60	302	313	313	96.74
Fresh milk	0	0	2724	2724	1565	100.00
Cheese	4	2	37	39	39	96.37
Butter	5	2	11	14	14	77.94

Source: Directorate Statistical Information of the Department of Agriculture

Table 3 Expected requirement for basic food products in South Africa by the years 2000, 2010 and 2020⁷

Product	Per capita consumption (kg)	Expected demand growth by years (%)			Expected requirement by years: ('000 ton)			Current Production ('000 ton)	Estimated difference between projected consumption and current production ('000)					
		2000	2010	2020	2000	2010	2020		2000		2010		2020	
									Ton	%	Ton	%	Ton	%
Fresh milk	28	1.96	1.85	1.65	1192	1345	1665	1082	110	10.2	263	24.3	583	53.9
Maize	174.6	1.74	1.64	1.46	7965	8371	10363	7299	666	9.1	1072	14.7	3064	42.0
Wheat	55.9	1.34	1.26	1.12	2365	2670	3307	1763	602	34.1	907	51.4	1544	87.6
Potatoes	31.4	3.75	3.53	3.14	1360	1533	1895	1218	142	11.7	315	25.9	677	55.6
Beef	18.3	3.26	3.07	2.73	789	889	1099	685	104	15.2	204	29.8	414	60.4
Mutton	5.0	1.96	1.85	1.65	212	240	297	177	35	19.8	63	35.6	120	67.8
Pork	3.2	3.26	3.07	2.73	137	156	192	121	16	13.2	35	28.9	71	58.7
Poultry	19.3	5.00	4.71	4.19	845	953	1176	747	98	13.1	206	27.6	429	57.4
Eggs	5.4	4.71	1.72	1.53	229	258	321	264	(35)	-	(6)	-	57	21.6

⁷ The calculations take into account the effect of an increase in per capita disposable income during the three periods

Table 4. Monthly household expenditure by province and household head

Province and Household head		Total	R0-R600	R601- R1000	R1001- R1800	R1801- R3500	R3501- or more	Total
		N	%	%	%	%	%	%
Eastern Cape	M	665007	29.0	30.8	15.6	11.9	12.7	100.0
	F	667341	37.8	39.5	13.3	6.8	2.6	100.0
	T	1332348	33.4	35.1	14.4	9.4	7.6	100.0
Free State	M	411122	34.5	22.8	15.8	12.2	14.7	100.0
	F	213890	47.8	25.1	16.6	7.7	2.9	100.0
	T	625011	39.0	23.6	16.1	10.7	10.7	100.0
Gauteng	M	1394032	5.2	13.8	20.2	22.1	38.7	100.0
	F	570136	8.4	17.7	24.4	30.2	19.3	100.0
	T	1964168	6.1	14.9	21.4	24.4	33.1	100.0
KwaZulu- Natal	M	1007409	12.5	21.6	24.6	18.9	22.4	100.0
	F	653525	13.9	35.8	29.4	14.6	6.3	100.0
	T	1660934	13.1	27.2	26.5	17.2	16.0	100.0
Mpumalanga	M	388397	13.4	21.4	28.6	20.8	15.7	100.0
	F	215613	12.9	28.3	40.2	15.4	3.2	100.0
	T	604010	13.2	23.9	32.7	18.9	11.3	100.0
Northern Cape	M	132288	23.3	22.0	21.1	14.3	19.3	100.0
	F	54696	18.0	30.1	30.4	15.9	5.5	100.0
	T	186984	21.7	24.4	23.8	14.8	15.3	100.0
Northern Province	M	470055	15.4	28.6	32.7	13.4	10.0	100.0
	F	512402	15.8	43.8	32.5	6.3	1.6	100.0
	T	983457	15.6	36.5	32.6	9.7	5.6	100.0
NorthWest	M	452040	19.7	27.4	22.9	14.5	15.5	100.0
	F	268604	20.3	38.4	24.8	11.7	4.8	100.0
	T	720643	19.9	31.5	23.6	13.5	11.5	100.0
Western Cape	M	710424	4.8	10.8	20.2	27.4	36.8	100.0
	F	272591	5.2	13.1	28.4	34.6	18.6	100.0
	T	983015	4.9	11.4	22.5	29.4	31.7	100.0
Total	M	5630774	14.4	20.5	22.0	18.7	24.4	100.0
	F	3428797	19.9	31.9	25.4	15.4	7.4	100.0
	T	9059571	16.5	24.8	23.3	17.4	18.0	100.0

Source: Statistics South Africa: 2000:60

TABLE 3. Provincial per capita consumption for selected commodities, South Africa

Province per capita	Income de facto Rand	Total Population	Average per capita consumption			Maize			Wheat [tons]	Potatoes [tons]
			Maize Kg	Wheat Kg	Potatoes Kg	Total [tons]	White [tons]	Yellow [tons]		
Western Cape	14 304	3 771 867	97.05	39.01	25.66	366 052	311 144	54 908	147 150	96 798
Northern Cape	8 309	776 744	95.01	38.38	25.73	73 797	62 727	11 070	29 811	19 985
Free State	7 621	2 903 304	94.39	38.09	25.44	274 038	232 932	41 106	110 586	73 861
Eastern Cape	3 985	7 057 398	92.25	36.39	22.11	651 060	553 401	97 659	256 833	156 013
KwaZulu-Natal	5 924	8 881 487	94.91	37.92	25.12	842 903	716 467	126 435	336 803	223 067
Mpumalanga	6 353	2 835 318	94.23	37.60	25.08	267 180	227 103	40 077	106 621	71 117
Northern Province	2 288	5 332 402	92.89	35.50	21.18	495 310	421 014	74 297	189 318	112 964
Gauteng	19 961	7 915 023	91.92	40.13	29.51	727 542	618 410	109 131	317 668	233 555
North West	4 995	3 646 365	94.49	37.16	24.96	344 553	292 870	51 683	135 483	91 007
TOTAL	8 418	43 119 908	95.06	38.40	25.77	4 099 000	3 484 150	614 850	1 656 000	1 111 000

Table 3. Monthly household expenditure in urban and rural areas in each province

Province and Household head		Total	R0-R600	R601- R1000	R1001- R1800	R1801- R3500	R3501- or more	Total
		N	%	%	%	%	%	%
Eastern Cape	Urban	665007	29.0	30.8	15.6	11.9	12.7	100.0
	Rural	667341	37.8	39.5	13.3	6.8	2.6	100.0
	T	1332348	33.4	35.1	14.4	9.4	7.6	100.0
Free State	Urban	411122	34.5	22.8	15.8	12.2	14.7	100.0
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	T	1660934	13.1	27.2	26.5	17.2	16.0	100.0
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	Rural	215613	12.9	28.3	40.2	15.4	3.2	100.0
	T	604010	13.2	23.9	32.7	18.9	11.3	100.0
Northern Cape	Urban	132288	23.3	22.0	21.1	14.3	19.3	100.0
	Rural	54696	18.0	30.1	30.4	15.9	5.5	100.0
	T	186984	21.7	24.4	23.8	14.8	15.3	100.0
Northern Province	Urban	470055	15.4	28.6	32.7	13.4	10.0	100.0
	Rural	512402	15.8	43.8	32.5	6.3	1.6	100.0
	T	983457	15.6	36.5	32.6	9.7	5.6	100.0
Northwest	Urban	452040	19.7	27.4	22.9	14.5	15.5	100.0
	Rural	268604	20.3	38.4	24.8	11.7	4.8	100.0
	T	720643	19.9	31.5	23.6	13.5	11.5	100.0
Western Cape	Urban	710424	4.8	10.8	20.2	27.4	36.8	100.0
	Rural	272591	5.2	13.1	28.4	34.6	18.6	100.0
	T	983015	4.9	11.4	22.5	29.4	31.7	100.0
Total	Urban	5630774	14.4	20.5	22.0	18.7	24.4	100.0
	Rural	3428797	19.9	31.9	25.4	15.4	7.4	100.0
	T	9059571	16.5	24.8	23.3	17.4	18.0	100.0

Source: Statistics SA: 2000:63

Table 4. Monthly household expenditure by population group and household head

Spending range in Rands	Male in %				Female in %			
	African	Coloured	Indian	White	African	Coloured	Indian	White
3501-more	5.8	22.7	55.4	79.1	2.6	13.8	32.0	42.6
1801-3 500	16.6	32.1	35.7	15.8	11.1	34.1	43.1	36.6
601-1000	28.9	13.2	1.0	0.7	36.9	14.7	4.9	3.4
600- less	20.2	8.1	0.6	1.4	23.3	7.0	1.4	1.5

Source: Stats SA: 2000,