Copyright is owned by the Author of the thesis. Permission is given for a copy to be downloaded by an individual for the purpose of research and private study only. The thesis may not be reproduced elsewhere without the permission of the Author.

Massey University Library New Zealand & Pacific Collection

BANKING ON FOODBANKS FOR POVERTY ALLEVIATION? A CRITICAL APPRAISAL OF PALMERSTON NORTH FOODBANKS' DEVELOPMENT PRACTICES

A thesis presented in [partial] fulfilment of the requirements for the degree of Master of Philosophy in Development Studies at Massey University

> Helen Margaret Leslie 1996

> > i

ABSTRACT

Foodbanks entered New Zealand's voluntary welfare sector in the early 1980s when structural adjustment programmes, introduced by the fourth Labour Government, resulted in an increase in poverty amongst certain groups in New Zealand society and concurrently placed greater responsibility on the voluntary sector for the provision of welfare services.

While previous foodbank research has focused on examining the issues related to the utilisation, development and growth of this voluntary welfare provider throughout New Zealand, this thesis aims to take such enquiry a step further by analysing the effectiveness of Palmerston North foodbanks' development practice in the alleviation of poverty in New Zealand society.

It achieves this task through the application of a theoretical model utilising contemporary development theories and approaches to the data obtained through fieldwork with four Palmerston North Foodbanks. These are: the Salvation Army Foodbank, the Palmerston North Foodbank, the Saint Vincent de Paul Foodbank and the Saint Mary's Foodbank.

The conclusions deduced from this process will show firstly, that development theory (traditionally reserved for the analysis of development practice in developing countries) is appropriate to the analysis of Palmerston North foodbanks' development practice and secondly, that although the majority of these foodbanks display some features of the community development mode of development practice referenced in the theoretical model, the mode of development practice most dominantly used is a relief mode. This relief mode of development practice is ineffectual in the long term relief of poverty. The challenge issued is for foodbanks to move towards the articulation of an alternative development mode of development practice which seeks not only to effectively alleviate the very real poverty experienced by foodbank clients, but also to sustain this alleviation.

PREFACE

During a period of overseas travel from 1989-1993, I experienced a type of political awakening which saw me, on my return to New Zealand, enrol at Massey University to study the issues of development and underdevelopment which I had observed throughout my travels. In time, however, these studies too became a journey. At the beginning I was fascinated by issues such as colonialism and multi-national penetration which I could see had clearly contributed to processes of underdevelopment in many countries in the developing world, but that was where my perception ended. It was not until half way through my post-graduate diploma in 1994 that I really began to identify political processes in New Zealand as part of the 'big picture' that is global development and underdevelopment. This was the stage in my academic journey when I came across the foodbank phenomena.

Although anecdotal evidence suggests foodbanks have existed on New Zealand's voluntary welfare landscape since the early 1980s, I was not aware of their existence until I returned from my travels in 1993. I was apalled that there were people in New Zealand who could not afford to feed themselves and their families and thus began to question the success story of the economic reforms of the 1980s and 1990s that had become part of every-day discussion in New Zealand society. Studying foodbanks appeared to be an ideal way to not only investigate the social effects of free-market policies, but also to link the study of development and underdevelopment to a New Zealand context.

As providers of food to those who cannot afford to feed themselves, foodbanks are a strong symbol of underdevelopment in New Zealand. The research I have completed on foodbanks has heightened my awareness of underdevelopment in my own country and indeed in the city of my birth and has put me in touch with situations I would never have believed possible. As a result of this I have immense respect for the courage of foodbank clients and for the tireless work done by foodbank volunteers and workers alike.

ACKNOWLEDGEMENTS

The process involved with this thesis has been made possible through the support and assistance of many people. In particular I would like to thank my supervisors, Regina Scheyvens and John Overton for their constant enthusiasm and careful guidance; the Salvation Army, Palmerston North, Saint Mary's and Saint Vincent de Paul foodbanks for their encouragement and assistance as participants in my research; my flatmates Tina Jamieson and Paul Kos for their friendship and belief in my ability; the staff and students of the Institute of Development Studies, Massey University for their helpful comments on my research; my colleagues in CORSO for facilitating my interest in underdevelopment in New Zealand; and my friends (they know who they are) for providing me with that much needed cup of tea in times of stress and anxiety. I would also like to thank my parents Marie and Arnold Leslie, from whose commitment to a special brand of Catholic social justice I have developed a social conscience enabling me to 'think globally - act locally'.

LIST OF TABLES AND FIGURES

TABLE ONE:	Tenents and Features of Structural Adjustment	3
TABLE TWO:	Theoretical Framework	26
TABLE THREE:	Summary of Changes in Benefits and some Key Economic Indicators, 1984-1990	49
TABLE FOUR:	Average Tax Rate Changes (Income tax as a Proportion of Gross Income) Full Time Wage and Salary Earners	50
TABLE FIVE:	Total Taxation - Direct and Indirect Taxes (Tax as a Percentage of equivalent Market Income)	50
TABLE SIX:	Employment Shrinkage 1985 (December) to 1990 (December)	51
TABLE SEVEN:	The Costs of Disinflation	52
TABLE EIGHT:	Growth in Demand for Food Parcels in Salvation Army Foodbanks, First Quarter Figures for 1990-1994	75
FIGURE ONE:	Numbers of Clients Using Palmerston North Foodbank December 1990 to February 1992	103
FIGURE TWO:	Monthly Food Parcel Numbers at the Salvation Army Foodbank, January 1994-December 1995	110
FIGURE THREE:	Monthly Client Numbers at Palmerston North Foodbank, January 1994-December 1995	114
FIGURE FOUR:	Number of Clients by Ethnicity Attending Palmerston North Foodbank	115
FIGURE FIVE:	Selected Incomes of Clients Attending Palmerston North Foodbank	116

TABLE OF CONTENTS

Title Page	i
Abstract	
Preface	
Acknowledgements	
List of Tables and Figures	
Chaper One: Introduction	
Introduction What are Foodbanks? A Foodbank Study with a Difference Foodbank Research Explored Outline of Thesis	1 1 2 5 6
Chapter Two: Development Theory	
Introduction Development Theory: A Definition Development Theory: An Historical Overview Contemporary Approaches to Development NGO Strategies for Development Practice: From Relief to Alternative Development A Theoretical Framework Appropriate to the Analysis of Foodbanks' Development Practice Summary	8 8 10 16 23 25 29
Chapter Three: Structural Adjustment and the Rise of Poverty in New Zealand in the 1980s and 1990s	
Introduction Before 1984: The New Zealand Political Context of the 1970s and 1980s The Fourth Labour Government Defining and Understanding Poverty Linking Government Policy and Poverty The Social Effects of Poverty as a Result of the Benefit Cuts Implications of Policy Changes on the Development of Foodbanks: Summary	31 36 41 48 58 60
Chapter Four: Welfare Provision and the Voluntary Sector in New Zealand	62
Introduction The Voluntary Sector Explored Roles and Responsibilities of the State for the Provision of	62 62
Welfare Services	65

Exit the State; Enter the Voluntary Sector	68
Foodbanks as Voluntary Welfare Providers	74
Foodbanks' Legitimation Crisis	80
Summary	82
Chapter Five: Methodology	84
Introduction	84
Research Philosophy	84
Qualitative Research Techniques	89
Research in Practice	94
The Research Impact	96
Summary	97
Chapter Six: Poverty and Poverty Alleviation	
in Palmerston North	99
Introduction	99
The Palmerston North Social Context	99
Poverty Alleviation in Palmerston North	104
Foodbanks in Palmerston North	107
The Salvation Army Foodbank	107
The Palmerston North Foodbank	111
Smaller Palmerston North Foodbanks	117
The Saint Vincent de Paul Society Foodbank	118
The Saint Mary's Foodbank	119
Additional Small Foodbanks Operating in Palmerston North Summary	120 121
	10000
Chapter Seven: An Analysis of Palmerston North Foodbanks'	
Development Practices	122
Introduction	122
Features of Palmerston North Foodbanks' Development Practices	123
The Palmerston North Foodbank	123
The Salvation Army Foodbank	126
The Saint Mary's Foodbank	129
The Saint Vincent de Paul Foodbank	131
Modes of Development Practice: The Relief Mode	132
The Community Development Mode	134
The Alternative Development Mode	137
Foodbank Clients' Comments on the Effectiveness of Foodbanks'	120
Poverty Alleviation Strategies	139 141
Summary	141
Chapter Eight: Conclusion	142
Summary of Thesis	142
Conclusions	145
Implications of Research	147
Appendix I	149
Bibliography	151