

UNIVERSITY OF KWAZULU NATAL

Trends and challenges of food security policy implementation: A Case study of
uMgungundlovu District Municipality

By

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DECLARATION


I, NOKUBONGA SINDISWA CYNTHIA MBATHA, declare that:

- (i) The research reported in this dissertation, except where otherwise indicated, and is my original research.
- (ii) This dissertation has not been submitted for any degree or examination at any other university.
- (iii) This dissertation does not contain any other persons' data, pictures, graphs or other information, unless specifically acknowledged as being sourced from other persons.
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Name Nokubong Sindiswa Cythia Mbatha

Date 11/03/2021

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Signature 

DEDICATION

This dissertation is dedicated to the following special people in my life:

To my mother, Mrs Thandiwe Mbatha, for all the love, support, care and protection shown
over the years.

My son, Lubanzi Mbatha for the love and inspiration.

My sister Mrs Kholeka Mbanjwa for all the undying support always shown.

My partner Lunga Madondo for constantly pushing me and supporting me with all means
necessary.

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List of Abbreviations

DAEA	Department of Agriculture and Environmental Affairs
DOA	Department of Agriculture
FAO	Food and Agriculture Organisation
ADA	Agricultural Development Agency
FS	Food Security
GERRDP Programme	Growth Employment and Radiation and Reconstruction Development
GMF	Genetically Modified Food
GMO	Genetically Modified Organisms
HGPI	Human Genome Project Information
HPI	Human Poverty Index
IAAKSTD	International Assessment of Agricultural Knowledge, Science and Technology for Development
IDP	Integrated Development Plan
IFAD	International Fund for Agricultural Development
LED	Local Economic Development
MDG	Millennium Development Goals
RASET	Radical Agrarian Socio-Economic Transformation
SDG	Sustainable Development Goals
SDBIP	Service Delivery Budget Implementation Plan
UMDM	uMgungundlovu District Municipality Manager
MEDA	uMgungundlovu Economic Development Agency
WGI	World Governance Indicators

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Abstract

South Africa faces many food security policy challenges. The main aim of this study is to investigate the governance arrangements for food security policy. This study answers the question, “what are the trends and challenges faced by food security/poverty alleviation policy implementers within uMgungundlovu District Municipality”. The objective was to analyse the current food security policy implementation challenges. This is part of a larger investigation into food security governance in KwaZulu Natal. The theory of good governance was used as the basis of the examination, with the conceptual framework presented by the World Bank and its keys elements, being used as the lens for analysis.

The empirical study was undertaken by conducting interviews with respondents responsible for overseeing food security policy implementation in the Kwa-Zulu Natal Department of Agriculture and Environmental Affairs (KZN DAEA), and the District Manager in uMgungundlovu District Municipality. The data was analysed using content thematic analysis, with the themes deriving from the key elements of good governance. It was found that whilst food security policy implementers are well skilled, their knowledge of policy is limited, with some unable to understand or recognise the interaction between the legislative frameworks within which they operate. There were several key recommendations from the investigation: It is recommended that the Department of Agriculture and Environmental Affairs along with uMgungundlovu District Municipality cooperate in their efforts towards food security programmes. Secondly, the Department of Agriculture and Environmental Affairs should offer workshops to uMgungundlovu municipality experts so that they have a shared understanding on strategies to support farmers. Thirdly Government bodies should be offered programmes and courses that are more relevant for the implementation of public policies. Fourthly, it calls for the implementation of a comprehensive more universal and all-inclusive assessment of poverty and food insecurity as the achievement of food security can no longer be an agricultural issue only. This also seeks to broaden understanding of policy implementation and its challenges through a case study of food security policy.

CHAPTER ONE: OVERVIEW OF THE STUDY

1.1. Introduction

South Africa is food secure nationally but quite high levels of food insecurity exist at the household and individual levels (Hendriks 2013). In South Africa, the right to access to adequate food is entrenched in the Bill of Rights of the Constitution of the Republic of South Africa (RSA 1996). "The government of South Africa has committed itself to promote and protect the right to access to adequate food, and to directly afford this right to people who are unable to enjoy it for reasons they cannot control. According to Koch (2011) this reflects a commitment by government to promote the eradication of hunger towards the achievement of food security. Pretty (2003), states that despite these initiatives, the rate of poverty remains high, and levels of food insecurity have not reduced. This suggests that there are challenges related to the implementation of policies. The aim of this research is to examine the trends in the prevalence of food security and poverty in the uMgungundlovu District Municipality, to explore the governance arrangements for food security policy implementation, and in so doing, identify the challenges and opportunities for improved implementation. The investigation is part of a broader study into food security policy implementation that is seeking to understand the challenges municipalities are faced with in the implementation of national food security and poverty alleviation policy guidelines (Hendriks 2014)."

Public policy is well-defined as a course of action implemented and followed by a government, which is similar the above definitions (Hill 2014). Public policy is the action taken by government to maintain order or addresses the needs of its people through actions interpreted in the bill of right and by its constitution. According to Malone (2005), definition of what public policy is may sound confusing merely because public policy generally not a physical thing but somewhat it is a term used to define a collection of laws, mandates, or regulations established through a political process. Therefore, in summary public policy is government activities that have a great influence on the lives of people. Basically, public policy is a process that directs society in a direction that policymaker's want (Snider: 2008). Since policies are principles, they therefore are what are to be done or not to be done as Dye defined public policy.

1.2. Background and justification of the study

Poverty and food security are both the causes and consequences for each other (Hashim 2019). According to Wight (2014), the relationship between poverty and food insecurity is a complex one where several key dimensions could be found. This position was supported by Akram (2014). According to the 2014 report of the Food and Agriculture Organisation (FAO) on the state of food insecurity vulnerability in South Africa 19.7% are at hunger risk. Public policy therefore plays a role of addressing the issue of food security. Rivera stated that food security comprises several sectors, policies need to be corresponding across several sectors to substitute an 'empowering environment' that offers the right motivations for all sectors to recover their influence on food security, (Rivera 2003).

Within the South African context, several policies and programmes guide the constitutional right to food. This includes Section 27(1) (b) of the Constitution of the Republic of South Africa "the right to food requires that food be available, accessible and adequate for everyone at all times". South Africa National Development Plan (NDP) is a vision that guides the country's development policies and actions until 2030 (National Planning Commission 2013). World Bank Group (2014) states that through Sustainable Development Goals (SDGs) which clearly are articulated in Vision 2030, whereby South Africa has devoted to bringing the percentage of people living beneath the national poverty line from 39% to zero, and to reduce income disparity.

The goal of the food policies and programmes is to advance South Africa's capability and stability of access to safe and nourishing food equally, national and household level (Stewart 2003). Despite the prevalence of these, poverty and food insecurity are still prevalent. UMgungundlovu District Municipality has nothing substantial in their Integrated Development Plan (IDP) about food security specifically other than rural development strategy related to land reform and food security. There have been previous studies by Sayeed (2014) about good food security governance extension worker in KwaZulu-Natal (KZN). Another study by food security policy context in South Africa by Koch (2011), these two studies has stated that food security and good governance aim to eradicate poverty in South Africa. Food insecurity has become a global issue and the government is using food security as poverty alleviation (Nesengani 2016) therefore it is in best interest of every district municipality to have food security Programs.

The confusing reality is that despite South Africa's national "food-secure" status, about 14% of the population was predicted to be vulnerable to food insecurity (Koch 2011). The outcome is that questions are elevated over policy implementation, and contained by the context of the global agenda calling for good governance, highlights the necessity to ask question about the governance arrangements for the implementation of these policies. Mohamed Sayeed (2013) highlighted that despite the reform in a post-apartheid South Africa concerning food security policies and programmes, substantial policy implementation gaps constrain policy implementation effectiveness. Lang (2012) highlights that food has a significant conservational impact, less consideration has been given to mapping and analysing the emergence of policy responses.

Good governance is an essential requirement for sustainable development goals. Ansell (2008) highlighted that "governance theory that sets some basic principles according to which a good government is shaped and the method which is followed". The principles of good governance include accountability, control, responsiveness, transparency, public participation, economy, efficiency etc. Comprehensive food security governance is crucial for enforcing the right of food security for all citizens. Ansell (2008), according to FAO "food security governance" talks to formal and informal guiding principle and measures over which interests are expressed and conclusions relevant to food security in a republic are completed, implemented, and executed on behalf of members of society. This study seeks to examine the trends and challenges of poverty and food security in the uMgungundlovu District Municipality. Further, the study seeks to identify the current governance arrangements for food security policy implementation as means of identifying opportunities for improved implementation.

1.3. Background to uMgungundlovu District Municipality

According to the IDP of uMgungundlovu District Municipality it shows that this district municipality is situated in the KwaZulu-Natal Midlands, (SEDLA Plan 2013). This district has seven local municipalities, which are: Impendle, Mkhambathini (Camper down), Mpofana (Mooi River), Msunduzi (Pietermaritzburg), Richmond (Richmond), uMngeni, Howick and uMshwathi (New

Hanover/Wartburg). The capital city is Pietermaritzburg, which is also the legislative capital of KwaZulu-Natal. Challenges that uMgungundlovu district Municipality is facing currently includes poverty and land issues among other things. Foremost economic sectors: community

service (25-30%), finance (15-20%), manufacturing (10-15%), agriculture, forestry and fishing (10-15%), wholesale and retail trade (10-15%), transport and storage (10%).

The rate of poverty continues to grow worldwide (Statistics SA 2017). There is more than 6% of South African families and 4% of the KwaZulu-Natal families going through severe inadequate food access situations as measured by questions linking to food ingesting practices (Stats SA, 2014). There are many proportions of poverty which may include poor access to health, education, housing; poor infrastructure; access to food; and poor access to opportunities for development, remain a challenge to reducing poverty (Anger 2010). Food security has increasingly come to the fore of discussion around mechanisms for reducing poverty. Achieving food security for all has recently moved to the forefront of the international policy agenda, due to its potential contribution to improving the lives of the poor (Baiphethi 2009). Food security as poverty reduction strategy was inspired by the several food security programmes by dissimilar government departments (Republic of South Africa, Department of Agriculture Forestry and Fisheries (DAFF) 2002: 5), the purpose was to reorganize and combine the current strategies. Furthermore, the South African government has committed itself to the right to suitable food through the National Development Plan towards 2030.

More than 814 million people in emerging countries are malnourished, (Lang), of these publics, 204 million live in states of sub-Saharan Africa, as well as South Africa. The current global agenda outlined in the Sustainable Development Goals (SDGs) and within the context of Africa through Agenda 2063, highlight the importance for food security for all and with an emphasis on good governance. These agendas require public policies to frame the actions of government officials. The Reconstruction and Development Programme (RDP) in 1994 recognized food security as an importance policy objective.

1.4. Background to regulatory framework on poverty and food security.

Human right, states are challenged to work inside the framework of the Millennium Development Goals (MDGs) and the global agenda of good governance (Mohamed Sayeed & Pillay, 2011:5). The breakthrough of Universal and National Growth is the Millennium Development Goals (MDGs), there are eight global development goals with splitting extreme poverty, cautious of the spread of Human Immunodeficiency Virus (HIV)/Acquired Immunodeficiency Syndrome (AIDS), safeguarding environmental sustainability and providing

worldwide primary education etc. Though the MDGs of sharing thriving poverty and providing clean drinking water have been achieved ahead of agenda, still there many existing challenges (UN, 2013). South Africa faces quite few challenges in the quest of socio-economic development which are connected to the universal calls for poverty alleviation and good governance.

Millennium Development Goals (South Africa Country Report 2010) reported that, a review of the MDGs specifies the amount of public living on a lesser amount of \$1 per day has reduced, nonetheless on earlier review of this data, one need to anticipate that this could be accredited to the increase in the number of peoples benefitting from social grants. In order to ensure food security and for reduction of poverty, it requires strong commitment by policy makers and the implementers of food security policy.

1.5. Purpose of the study

South Africa faces many food security implementation challenges, this study looked at those challenges at municipality level and made recommendations. The main aim of this study was to investigate the governance arrangements for food security policy implementation challenges in uMgungundlovu District municipality.

1.6. Problem statement

South Africa faces quite few challenges in the quest of socio-economic development which are connected to the universal calls for poverty alleviation and good governance.

1.7. Delimitation of the study

The problem examined in this study was limited to the food security policy implementers within uMgungundlovu District Municipality in Pietermaritzburg, KwaZulu-Natal. This study explored the theoretical perceptions that underpin public policy, poverty, food security and those issues that determine good food security governance. This study is part of a larger investigation into food security governance in KwaZulu-Natal.

1.8. Research problem, research objectives and research questions.

1.8.1. Problem statement

South Africa faces quite few challenges in the quest of socio-economic development which are connected to the universal calls for poverty alleviation and good governance.

The following objectives guided this study:

- To investigate the current policy context for food security within South Africa and in the uMgungundlovu District Municipality.
- To examine the trends in food security and poverty in the uMgungundlovu District Municipality since 1994.
- To identify the current governance arrangements for food security policy implementation.
- To explore the food security implementation challenges of the uMgungundlovu District Municipality and identify opportunities for improved implementation.

Research Questions:

- Determine the status of food security policy arrangements in the uMgungundlovu District Municipality?
- What are the main trends in poverty and food insecurity relative to policy in the uMgungundlovu District Municipality?
- To what extent do the current governance arrangements in the District comply with the call for good governance?
- What are the main challenges in implementing the food security policies, programmes and strategy in the uMgungundlovu District Municipality?

1.9. Definition of key terms

1.9.1. Public policy

The term public policy “always refers to the actions of government and the intentions that determine those actions” (Cochran 2003). According to Thomas Dye Public policy is Whatever governments choose to do or not to do (Dye , and according to Guy Peters,

public policy is the sum of government activities, whether acting directly or through agents, as it has an influence on the life of citizens (Birkland 2001 p25).

1.9.2. Governance and good governance

Governance is demarcated as the backgrounds and establishments by which expert witness in a state is implemented. This consist of;

- The procedure which administrations are nominated, observed and substituted;
- The capacity of the administration to successfully formulate and implement sound policies; and
- The admiration “of peoples and the state for the institutions that oversee economic and social relations among them”.

The above mentioned description of governance inspires six essential dimensions of governance which are the Voice and Accountability, Political Stability and Absence of Violence/Intimidation, government Effectiveness, Regulatory Quality, Rule of Law and Control of Corruption, (World Governance Indicators (WGI) “Methodology and analytical issues”).

1.9.3. Food security

Food security refers to the availability of food and one’s access to it (Pinstrup-Andersen 2009). According to Hamelin (2002), a home can be considered as food-secure when its residents do not live in malnutrition or fear of undernourishment.

1.9.4. Poverty

Poverty can be defined as a state whereby people’s basic needs for things like food, clothing, and shelter are not being met. Other author defines poverty as deprivation of common necessity that determines the quality of life which includes food shelter clothes etc, (Sachs: 2012).

1.10. Research Methodology

The research methodology allows the person who reads the thesis to be able to critically evaluate a study’s overall rationality and reliability (Kothari 2004). This study was conducted in the uMgungundlovu District Municipality, which is one of the 11 District municipalities of

the KwaZulu-Natal province (Wahl 2011). According to Lewis (2015), research methods determined the type of instruments for the researcher used in the process of data collection. It also determined how participants were selected from the population and how they were be sampled. This study answers the questions under research problems and objectives, and it used a qualitative methodology based on the population number of the participants.

1.10.1. Qualitative Method

Qualitative research is about understanding some aspect of social life, and its methods generally generate words, rather than numbers, as data for analysis, (McCuskey 2015). According to Aronson (1995), “qualitative methods include focus groups, in-depth interviews, and analyses of documents for themes categories.” These methods intend to answer questions about ‘what’, ‘how’ or ‘why’ of a spectacle rather than ‘how many’ or ‘how much’, which are responded to by quantitative methods (Fisher 2007). To use qualitative methods means that you will be producing data that is primarily in the form of words, not numbers.

1.10.2. Study Location

There are three categories of municipalities according to South African Constitution, Metropolitan-A, District-C and Local-B. This study is based on uMgungundlovu District Municipality (UMDM). UMDM has the municipal Legislative authority, executive and it is in an area that includes more than one municipality; therefore it falls under category C, and it is located in the KwaZulu-Natal Midlands, (SEDLA Plan 2013). The district is comprised of the following seven local municipalities, which are based in the accompanying towns: Impendle (Impendle), Mkhambathini (Camper down), Mpofana (Mooi River), Msunduzi (Pietermaritzburg), Richmond (Richmond), uMngeni, Howick and uMshwathi (New Hanover/Wartburg).

The main city of the area is Pietermaritzburg, which are both the capital city and the legislative capital of KwaZulu-Natal.”

1.10.3. Target population

The target population of this study are municipality managers who are responsible for overseeing food security policy implementation in the municipality. According to the uMgungundlovu District Municipality organogram structure, the district municipality has 20 managers. This is the total population.

1.10.4. Sampling

According to Frankfort (2007) sampling is the process of selecting elements for example the people or organisations from a population the research aims to use as a sample so that by studying the sample a reader may objectively simplify the results back to the population from which they were selected. In this research non-probability sampling was used. According to Uprichard (2013) the main advantage with non-probability sampling is that it does not cost the researcher much as it is not take so much time as it is manageable compared to probability sampling. Using Purposive Sampling, allows the researcher to pick the sample based on their knowledge about the population and the study itself. Participants of the study are chosen based on purpose of the study, best used when studying groups, (Tongco 2007). As purposive sampling allows the researcher to choose participants based on their knowledge/experience and study purpose, this research used this method. In the uMgungundlovu District Municipality, from a population of 20 managers, 1 District municipality manager, 3 local municipality employees who are part of implementation process and 1 employee from the Department of Agriculture and Environmental Affairs within Pietermaritzburg was part participants interviewed. The sample number was 5 participants sampled but only 4 participants were interviewed, 1 withdrawn.

1.10.5. The significance of one on one interviews and semi-structured

Interviews- Interviews can be defined as the person's daily conversations, even though they are more focused (to a greater or lesser extent) on the researcher's needs for information. This study used **in-depth interview/ Semi-structured interviews** because it consists of several key questions that help to define the areas to be explored and allowed the interviewer or interviewee to diverge to follow an idea or response in more detail (Prairie 2001).

1.10.6. Sources of Data

The study employed primary and secondary data collection methods. Primary data was collected through interviews. Secondary data was collected through journals, articles books and published data sets. An extensive use and analysis of secondary data presented through reports, Statistics South Africa Surveys and other relevant data sources was used to examine poverty and food security trends in the District.

1.10.7. Data analysis method

For this study, a thematic analysis was used. The key elements of good governance was used as the key themes.

1.11 Ethical considerations

According to Oliver (2010), research ethics can be defined as an application of professional codes of conduct and moral rules to the collection, reporting, analysis and publication of data gathered on this research subject, particularly the confidentiality (right to privacy) and informed consent of participants. Ethical considerations are fundamental for academic research; thus, several ethics are keys for commencement and continuity of this research. This ethical consideration includes:

- Permission to conduct the study was obtained by the University Ethics Committee,
- Gatekeepers letter was obtained,
- Confidentiality of participants was ensured,
- Informed consent forms were signed before conducting the interviews and
- Participants were informed of their right to withdraw

The researcher applied for Ethical Clearance from the University of KwaZulu-Natal Ethics Committee and got it back ethical clearance in order to go ahead with the research. Ethical clearance is important for the involvement of human subjects in the research; therefore, it was obtained prior the research work being done including interviews in this study. The researcher also got the gate keepers letter through contacting relevant participants from uMgungundlovu District Municipality. Formal gatekeeper's permission was gained through this process. In ensuring confidentiality for participants, the real names of participants were not revealed. For informed consent participants were required to sign a consent form (see attached). They were informed of the ability to withdraw if they feel they no longer want to participate in the interview. The importance of voluntary participation is important, participants must be willing to participate in the research without being forced, bribed, pressured or threatened. According to Crow, Wiles, Heath and Charles (2006), voluntary participation guarantees accurate results. The research ensured the level of confidentiality to the participants.

1.1 Structure of thesis

- **Chapter 1-** General contextual to the study: introduction, food security, research questions, research objectives, research hypothesis and methodology.
- **Chapter 2-** Literature review. background of the prior studies research Introduction; provides background/ context to research; documents value of research)

- **Chapter 3-** Theoretical Framework: The food security and poverty in South Africa focusing on Pietermaritzburg UMgungundlovu District Municipality. Governance, importance of implementation of policies. National food policies and the role of the Department of Agriculture in ensuring food security policies are implemented within the UMgungundlovu district Municipality.
- **Chapter 4-** Methodology that will be used to collect data. Qualitative methods, nonprobability and interviews (face to face).
- **Chapter 5-** Research results, results reported, data presented, conceptual framework described, historical analysis defined, or comparative studies explained
- **Chapter 6-** Conclusion: recommendations or suggestions for future research.
- **Conclusion**

1.13 Conclusion

This chapter provided an overview of the entire study by discussing background and interrelation of poverty and food security in South Africa. It briefly highlighted the purpose/aim of the study, study objectives, problem statement and key questions the study responds to. Furthermore, it discussed research approach used complete this study. The importance of this study was explored, definition of terms was defined including limitations of the study.

2. CHAPTER 2: AN OVERVIEW OF PUBLIC POLICY AND GOVERNANCE

2.1. Introduction

For public organisations to exist, they need to render quality services to the public, build internal capacity to effectively formulate policies for change and on a continuous foundation also assess or analyse such policy creativities. According to Halasz (2011), this implies that awareness, knowledge and skills are needed at all levels in order to implement sound policies and ‘make change happen’ (Halasz 2011). A better understanding of the public policy-making process, the stakeholders involved, as well as the role and responsibilities of those involved in policy assessment could ensure a greater degree of professionalism when public policies are formulated, and the implementation of such policies considered. An example in South Africa, is that the 1996 Constitution, preceded by the 1993 Interim Constitution, reflects a significant change in political thought, if compared with the separate development policies of the previous apartheid regime. In contrast with previous constitutions, in which Parliament was the supreme authority, Parliament is now subordinate to the Constitution and the 1996 Constitution is indeed the supreme law or ‘authority’ in South Africa. This chapter looks at process of policymaking focusing on policy implementation. It examines what is policy is, and its background. Secondly, it will define Public Policy and its importance along with the role it plays within different departments of government. It will then look at policy process which are the stages on which every policy goes through before becoming public policies. It will also look at public policy theories and it will then decide on which phase of policy process this research will focus on and give reasons for that decision. It will then explain the study approach, its advantages and disadvantages. Public policy and governance are inseparable this chapter will also define governance, its framework and compare good and bad governance. Lastly this chapter will conclude.

2.2. Understanding Public Policy

It is important to know what policy is before defining what public policy is. Policy is defined by different authors as a guide to make decisions and rationale by governments throughout any hemisphere adopt and enact policies for the benefit of citizens and society (Carroll 2015). Although according to uMgungundlovu District Municipality Integrated Development Plan (IDP) doesn’t have specific policy/policies that address food security but they do have programmes that speaks to poverty (IDP 2020). Such as Operation Sukuma Sakhe (OSS) is a flagship programme spearheaded by the Office of the Premier. At the municipal level is championed by the mayor, while at ward level the ward councilors are the champions. The

aim of the programme is to bring together all stakeholders in a fight against HIV/AIDS, poverty and underdevelopment by speeding up service delivery. According to Jenkins, “public policy is a set of interconnected decisions taken by a political actor or group of actors concerning the selection of goals and the means of achieving them within a specified situation where those decisions should, in principle, be within the power of those actors to achieve” (Hall 1995). Policies are important and they play significant role in controlling and guiding the government, policies plays a role of making the country governable, and they and they address important matters in societies that need to be addressed by government. policies work hand in hand with the law of the country and they cannot be contrary to the law of the country entails (Dunn 2015). Public policy cannot be defined by single term, but it has many different meanings by different authors, according to Thomas Birkland there is a lack of a consensus on the definition of policy (Birkland 2001).

Policies are the government’s instrument tools that shape the country), the more government create and implement sound policies, the more the country grows consequently policies determines the future of countries (Gibbs 2003). As stated in the IDP of Umgungundlovu District Municipality that the President Cyril Ramaphosa launched a new integrated district led approach to enable development and accelerate service delivery in the 44 Districts and 8 Metros that constitute the country, called the District Development Model. Operating in silos is a challenge that has led to a lack of coherence in planning and implementation of government initiatives. Through this model government is determined to improve coordination and action so that we don’t operate in silos. This will also enhance coherence in planning and budgeting. The President explained that the District Development Model seeks to adopt an approach to development that is more practical, achievable, implementable and measurable. Through this approach, development is pursued through a single, integrated plan per district that outlines the role of each sphere of government. The new district-based coordination model also ensures that all spheres of government, working alongside social partners, synchronise plans to deliver services and address economic development challenges

2.3. Defining Public Policy

The term public policy “always refers to the actions of government and the intentions that determine those actions” (Cochran 2003). According to Thomas Dye Public policy is "Whatever governments choose to do or not to do" (Dye 1976), and according to Peters, “public policy is the sum of government activities, whether acting directly or through agents, as it has an influence on the life of citizens” (Birkland 2012). Peters further states that “public

policies in modern political systems do not by and large just occur, they are instead intended to accomplish specific goals or create definite results, although these are not always achieved” (Peters 1998). Therefore, the government through uMgungundlovu District Municipality has the obligation to act towards addressing trends and challenges of food security policy implementation challenges as actors of government.

2.4. Relationship between Policy and Law

There is connection between policy and the law, according to Dean (2016). He defined public policy as “a system of laws, programmes, regulatory measures, courses of action and funding priorities concerning a given topic promulgated by government entity or its representatives”, (Priefer 2016). The different definitions of public policy that have been mentioned conclude that public policies can be said to be those that the government implements to address certain specific problems of its people. uMgungundlovu District Municipality needs to address the challenges of food insecurity by looking at the challenges that the municipality face when implementing food security policies. The aim of the government is to fight poverty and promote food security in every household as it is the biggest challenge in South Africa, a policy might plan to offer every household with crops and seeds or projects that teach the community on how to farm the soil. An example of national policies is National Agriculture Policy, the purpose of the third National Agricultural Policy are to improve food security, to upsurge productivity and affordability of the sector, to expand connections with other sectors, to generate new sources of growth for the sector and to preserve and utilise natural resources on a sustainable basis (Koch, 2011).

2.5. Public Institutions

For public organisations to survive, grow productively and provide quality services to the public, the ability to successfully formulate policies for change and on a constant basis evaluate or investigate such policy initiatives, is of supreme importance (Roux: 2002 421). This would suggest that responsiveness, knowledge and skills are needed at all levels in order to implement sound policies and ‘make change happen’. An improved capacity of the public policy-making method, the stakeholders involved, as well as the role and responsibilities of those overseeing policy valuation could safeguard a better degree of competence when public policies are formulated, and the implementation of such policies considered. While policy is an active spectacle, it should be note that objectives, by themselves, are still. This suggests that policy covering the extensive guidelines or courses of action of government must change according to need, whilst purposes will be fixed in terms of time (Roux 2002). To know public

policy nonconcrete thinking is obligatory. Policy is not visible unless inscribed or confined in a document. it can still be argued that it is not the policy, which can be seen or evaluated, but merely the written word or the document. Some policies followed by established organisations might not even be in writing (Richardson 2000, 1008). This is because, over time, officials advance a mind-set, structural culture and perception on how and where and when to do things.

2.6. The Public Policy Background

Even though the study of politics has a long history, the methodical study of public policy, on the other hand, is said to be a twentieth century creation (Birkland 2001). “It dates, according to Daniel McCool, to 1922, when political scientist Charles Merriam so connect the theory and practices of politics to understanding the actual activities of government that is public policy” (McCool 1995). As far back as 1887, Woodrow Wilson had specified that policy making was the purpose of the political executive and policy implementation was the concern of the enduring executive (McCool 1995). In the twenty-first century, collective attention is paid to the idea of 'global public policy' and how globalisation means that public policy is not only a feature of the nation-state. currently, the relationship between politics and government has taken a new turn and construal. Grounded on practical experiences, it has been contingent that there cannot be a separation between politics and government in so far as the governmental functioning, reproduced through the policies formulation and implemented, is concerned (Epstein 1999).

Public policies are those policies which are public in nature, they are created and implemented by experts in a government political system. Those policies aim at the implementation of certain detailed goals for the improvement of the citizens (Edquist 2000). These policies may be directed towards either the wellbeing of the whole society or for the improvement of a specific section existing within that society.”

Hence, policy is a logical understanding among colleagues of the course to follow to attain objectives most efficiently, as established by experience (Roux 2002). In order to avoid such possible confusion, it should be specified that policy manifests on different levels, i.e.

- Political party policy
- Governmental policy, or cabinet policy
- Departmental policy

- Operational or administrative policy (Botes 1996 311-312).

Public policy includes a variety of actors and takes place in many forums with results entering the public area through means such as government statements, newspaper editorials, nongovernmental briefings and academic articles. Regardless of apparently never-ending inspection and claims 'policy has been effective, impressive closure on the issue of a policy's success or otherwise can be difficult to achieve (Dye 2005).

The scientific tradition related broadly with the rationalist element of policy evaluation (Gupta 2001) leads towards seeing achievement being a fact agreeable to positive identification. the government can aim to build a school and do so or present a new tax and achieve this instant goal (Fischer 2003). The approach here is a practical mixture of elements of these two approaches. The more concrete feature of policy success relates to goal accomplishment. Hence, it is rational to propose that a policy is successful as far as it attains the goals that proponents set out to achieve.

However, given the positive connotations of the word success, only those who regard the original goal as desirable are likely to perceive its achievement in this way. The two approaches are combined in arriving at the following definition of policy success: A policy is successful if it achieves the goals that proponents set out to accomplish and attracts no criticism of any meaning and/ or support is efficiently worldwide.

2.7. Importance of Public Policy

Public policies are imperative for mere fact that they primarily capture the goals of the government, without a policy there can be no governance (Dolowitz 2000). Therefore, in order to govern there should be guidelines to be followed, that means that policies provide guidelines. Policies allow the public to evaluate the achievements of the government, measuring whether the government is good or bad government. It is important for the government to implement policies that are going to be more effective to the public. Policies are created to solve social and economic issues of the public's therefore government should make sure that these policies achieve that goal of solving social and economic issues. If there is public policy, it can be critiqued, and government can be pulled up for not implementing its policies.

According to Lafferty (2003), policy document lists out the intentions or objectives of the government for a department. Take for example food security, the Agriculture Department should know what its long term and short-term objectives are. There is poverty which results

to food insecurity, therefore in order to create effective policy for food security, poverty reduction plan should be created. Many members of the community are unemployed therefore they are poor which always result in not having access to enough healthy food. Even those who are always employed many have other responsibility to pay for they do not have access to healthy food. Despite the rate of unemployment in our communities, government has not been able to motivate public to make sure that every household does have garden and have access to nutritious food at all time (Rose 2004). This obviously means that additional intervention and incentives are required in the communities at large to make food security a lifestyle for everyone, rich or poor. Since food security policies implemented have failed, we would not be able to take on board suggestions put forward by NGOs specialising in agricultural research about the gaps in agricultural food security.

The relevance of public policy analysis and administration as disciplines rests largely on their success in developing methodologies that question conventional wisdom, breaking away from traditional pedagogies, creating new and integrated approaches to research and learning, and marketing the value in the application of these approaches to other disciplines (Dunn 2015). Many of the policy challenges that policymakers confront arise from prominent, longer-term trends in the far-reaching areas of demographics, social-economic developments, environmental conditions, foreign relations, and scientific and technological change, (Giddens, 2013). Other important determinants include factors with greater potential for shifts over time, including intergovernmental relations, the relative strengths of political parties, and general economic conditions. Schools of public policy and administration must create environments that cultivate sensitivity to and a keen awareness of three fundamental forces that drive the policy scene: The first driver is the state of the union-policy is driven by conditions in the country that lead to problems and opportunities heretofore unaddressed in policy deliberations. The second is the state of the world-international conditions, trends, and policies must be integrated into the academic experience (Barzelay 2001). The third is the state of the policymakers-the research- and information-seeking needs of those who deliberate, make, and oversee policy must be known and accommodated.

2.8. Policy Process

As public policy refers to the actions taken by government, its decisions that are intended to solve problems and improve the quality of life for its public, the term public policy says it all, its policies for public (citizens) therefore these policies are created to solve the issues of the

public. Public policies are created to make the world be the better place for all, without policies there would be chaos, countries would be ungovernable. It is safe to say policies and laws are related because their role is to guide people and creating a governable, independent and developing countries. Bovens (2002) notes that a good thing about laws and public policies they apply and bind every citizen regardless of you race, occupation ethnicity, sexual orientation etc. There are some public policies that are flexible for some circumstances. For example, the road speed limit policy it allows ambulances, blue lights officials to exceed the legal speed limit because of the emergencies. Also, Human rights also play a major role in creating public policies, (Parekh 2001).

Once the government have conferred a right to the citizen it is within his duty to take responsibility of that human right by creating policy that will protect that certain right. According to Howlett, the Policy cycle is a tool used for the analysing of the development of a policy item, it is generally not easy to work without tools even if you try the product will not be as good, with that being said in order to create healthy public policies it is important to have all tools needed to create effective and successful public policies. These tools can also be referred to as a "stagiess approach", (Howlett 2009). One standardised version includes the following stages: Agenda setting (Problem identification), Policy formation, Decisionmaking, Policy implementation (Howlett 2017). A policy established and carried out by the government goes through several stages from inception to conclusion. Stage Approach of Policy Process

- Agenda setting,
- Policy formulation,
- Policy adoption,
- Policy implementation and
- Policy evaluation.

2.8.1.1 Policy cycle (figure 1)

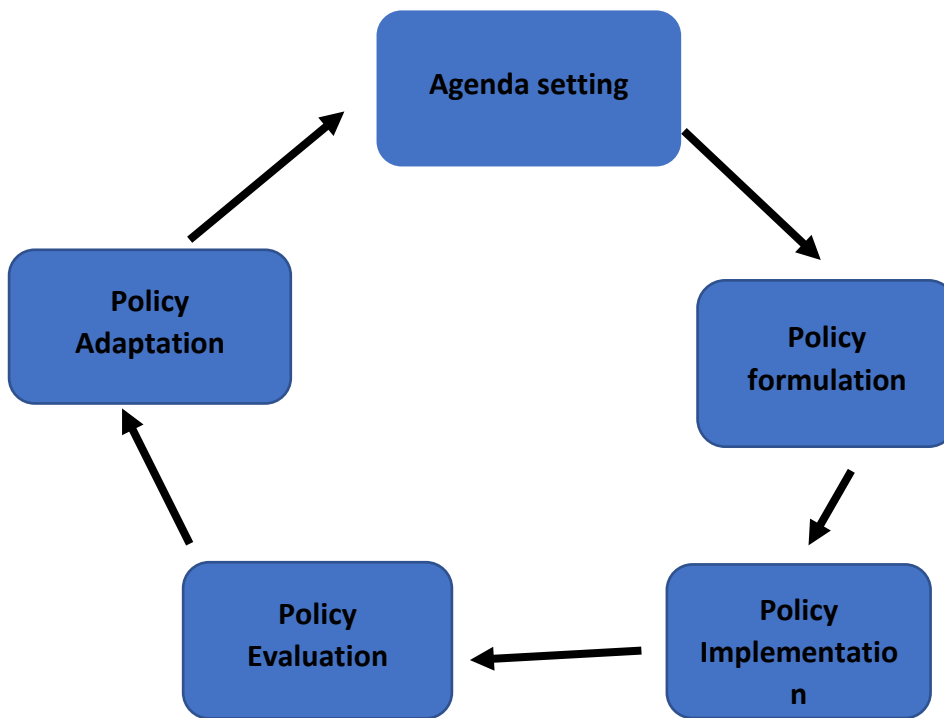


Figure 1 (Howlett and Ramesh 2013) Problem Identification

Problem identification is the opening step of the policy development, in order to be able to solve any problem you need to identify what it is that is a problem. Detecting the problem may seem to be simple, for example, government has identified its city's food insecurity as a problem (Birkland, 2015). Though, problem identification does not stop at such a simple description it goes more to clarify rational-comprehensive model needs that policymakers to do their due conscientiousness before they agree on a course of action. since policy is just like any other tools, some policies are the best for some problems, but not for others you're not going to be effective in using a screwdriver to pound in a nail (Walker 2003). Similarly, suitable problem identification contains defining the source cause of the problem so that one can use appropriate tools to fix it. It is worthless to cut the tree leaving its root as there is a possibility of that tree will grow back again, similar to public policies you need to deal first with the root in order to be able to create policy that will be effective in solving that problem. Consequently, government should take its time to carefully study the problem empirically and accurately to completely understand it.

2.9. Policy Formulation

This step contains the approach(s) needed to resolve the issue, there can be quite a few competing proposals depending on the agendas of stakeholders involved, (Pitayaransarit 2004). This may also include considering other courses of action and anticipating and

modelling the impact of future conditions. The certain endpoint to this step falls along the lines of actions such as when Legislature considers a bill, or a governing agency proposes rules. According to Bennett, in term of administration policy refers to the laws, regulations, and courses of action to a given issue. In policy creation process policy formulation refers to design of policies especially politicians, activists, and campaigners, this is the phase where policy makers recommend courses of action for addressing the agenda issues, (Fowler: 2000).

The first step in the development of policymaking or implementation of policy is determining whether a new policy or policy reform is essential in the first place (Wengrich 2006). As is clear, this is an important step and the first in a sequence of methodical measures. After it has been decided that a new policy must be promoted, or a prevailing one reformed, a inclusive journey of evaluates and analyses is embarked upon. This is the process of detecting the policy down to its very core. The step of formulation adds more details which includes a statement of the problem, the goals and objectives of the policy, a framework that draughts programs in support of those targets, and a statement of the resources needed for this policy.

According to Scherer (2011), “public policy making in democratic countries is a complex process which has a number of not only governmental agencies and actors but also nongovernmental agencies and actors playing an important role. Unless and until the policies formulated are executed in a fair, impartial, and effective way, howsoever good the policy intents may be, the expected results can never be attained”.

2.10. Policy Adoption

The third phase of the policy process is Policy adoption this is the phase in which policies are approved by government bodies for future implementation (Fowler: 2000). When all proposals, changes and negotiations have been made, approval occurs in a certain and public way. normally there is a signing ceremony held by administrator, where government passes the bill into law. On a national level, Parliament passes legislation, proposed regulations from the Securities and Exchange Commission are settled, or the Supreme Court issues a decision (Fowler 2000).

2.11. Policy Implementation

The policy implementation is the third stage of policy cycle, meaning it is the action taken to put the law into effect or that the problem will be solved, (Dunn 2015). Implementation regarded most generally means administration of the law in which many actors, organisation, procedures, and methods work together to put implemented policies into effect to reach

policy goals. In other definition Implementation is in terms of outputs, or the extent to which government's goals are supported or examined, like the level of expenses that dedicated to the programs. Formulating new policy frequently falls to objects that were not the ones that formulated it (Rodrik 2004).

The government and judiciary carry an important role in implementation of policies. The government is not the only forum where the policies are passed nonetheless it has a subsidiary but practically qualitative part in implementing the policies. judiciary is a custodian of the Constitution and makes it a point that no such departure, in formulating and executing the policies, is made which goes against the basic spirit of the Constitution and natural justice (Dayal 1976).

2.12. Policy Evaluation

The topic of role of government in society is widely debated worldwide, it might sensibly create strong interest in public policy posteriori evaluation (Kapiszewski 2013). To ensure that policies are working correctly, effectively and that they are properly implemented Policies need to be monitored, pass a cost-benefit analysis and are not facing unpredicted impediments. The policy evaluation, therefore, applies evaluation principles and methods to study the content, implementation of a policy. When policy is being evaluated, it is checked/examined its effect of the policy, its analyses the existing policy.

Chobanian (2003) stated that, "data suggest that a relatively small share of the evaluated policies were ones that required a complex combination of instruments for implementation". In addition, the data demonstrate that evaluation is useful to all categories of public policy, with a relative prominence on policies using regulation tools. On the other hand, a priori analysis is practical more often to policies involving production of goods and services or economic incentives. Public policy evaluation is a significant tool for promoting accountability of nominated officials and public servants, refining/changing policies, and encouraging education within public sector organisations (Pina: 2007).

The reliability of an evaluation is influenced by the capability of the evaluation team and their personal integrity, the superiority of the evaluation, and prominently, by the level to which the evaluation meets the necessities of independence, (Johnsoon 2009). Evaluation independence, excellence and reliability can be balancing surfaces of evaluation excellence.

Policy evaluation does the following:

- assesses why the intended outcomes were or were not achieved
- observe implementation method
- explore unintended results
- Analyse information in depth- various methods
- assessing specific casual contribution of activities to results.

2.13. Public Policy Theories

There are some theoretical public policy theories (models) that defines how policy making happens, also it explains policies and their development, (Birkland 2015). These theories are used by policy analysts to analyse the creation and application of public policy and to detect important aspects of policy, as well as explain and predict policy and its consequences.

2.13.1. Public Policy Implementation

This study will be focusing in the third stage of the policy process which is called policy implementation. The Policy implementation phase can be considered as the most imperative part of policy cycle, meaning, what transpires after a bill become a law (Eugene 1977) or the arrangements that will be made to put the law into effect or the problem will be solved by following a set of procedure to interpret the law into actions that ensure the achievement of the legislation.

After a policy has been completed it is then Implemented therefore implementation is what happen after a policy is finalised (Kothari 2004). Policy Implementation is the most interesting part of the policy process, it is the point at which ideas are theoretical to be interpreted by actions that will improve outcomes. Although most focus is paid on decision-making, the carrying out of those decisions has been proven to be the most problematic feature of the policy process. Kothari, further argue that "Implementation research started out with detailing why it is so hard to get things done, also moved to a study of the different instruments used to achieve goals, and to studying the things that make public managers more effective" (Kothari 2004). Most common problems faced in implementation including the difficulty of joint action and the several implementation "games" usually played by participants that are experimental and also it look at different solutions including the preparations of the "new public management", the use of improved or more strong policy

tools or implements, and the improved dependence on either quasi-market mechanisms or greater participation opportunities to correct shortcomings in the implementation process (Friend 2012).

According to Finer, in an independent system, the obligation is that each structure should have its specific responsibility and functions, the best way of attaining "competence" and "achieving the anticipated goals" is over the method of "internal change" and "interrelationships" among different structures which are involved in policy making process (Finer, 2018). This simply means that, the principle is not "separation" but "cooperation" amongst different kinds of public policy makers to implement efficiently the goal focused on public policies. Policy Implementation challenges that are faced are by large, are the duty of the administrative (Treib 2006). It is uMgungundlovu District Municipality managers and all those who oversee food security policy implementation to assume this duty as they are expected to have enough capacity experience to their acknowledgement. More often it is believed that, there are liabilities in policy implementation because of which there is interruption in implementation of the policies. Grindle, (2017) stated that "policy Statement; the policy implementers encounter their first problem while executing the policies on account of policy statement". It is because of the following:

- (a) Policy statement is not clearly expressed.
- (b) Legal terms without clarification. It is regularly reported that policy reports use a good number of legal terms. These legal terms are not properly clarified.
- (c) Lack of foresight. The policy formulators must have an indistinct vision and long-term planning while framing policies.

It is the task of permanent executive to implement policies and more so of the lower levels of the same.

2.13.2. Implementation role in Policy Process

The most important surfaces of the general policy process are policy implementation. It is commonly alleged that various problems in policy process are on reason of defective policy implementation, which is mainly, the responsibility and duty of the administrative. The process of policy implementation may possibly improve, in case when the head of the implementing process is working very hard on methodical lines (John 2013). The Role of

Governmental Agencies in Implementation of policies means to come across challenges and solve the problems. Some themes could assist a lot in improving the implementation mechanism if stick to are:

- (a) The Head of the implementing agency must attempt to be clearer about the policy statement, goals, and objectives.
- (b) The implementers must be carefully clear about the targeted areas and groups to be covered under an agreed policy.
- (c) The mandatory at the head of the execution agency must arrange the works to commence.
- (d) The manpower, economic and infrastructural resources essential for the work as per the arrangement should be listed.
- (e) It is compulsory on the part of chief officer of the implementing agency to appropriately teach the people, place on different jobs of policy implementation concerning the elementary statement of the policy, its main goals, the target groups, the target area, the kinds of benefits, the time frame, and the break-up of implementation plan.
- (f) The implementers must have active system of monitoring and evaluation. there could be administrative, political, and educational strategies dealing with the problems of implementation and for safeguarding an effective policy implementation.

2.13.3. Implementation Actors

Characteristically, the main actors of public policy implementers are administrative agencies, yet, there are other issues and administrations that are also involved in the process such as political executive, legislatures and the courts, this is because of the challenges or the difficulty of implementation of policy (Hall. T 2000).

The following are administrative agencies that play different roles in public policy implementation;

- i) **The bureaucracy:** according to Henry (2017), “after a law is formulated by the legislature than signed by the executive (president or other chief executives) the following step is for the several administrative agencies to commence with the process of implementation, these administrative agencies should bring out the policies under authority, and those who partake in the law making process are usually unable to develop accurate guidelines because of

complications, lack of time, interest, or the information of the issue that is under consideration” (Henry 2017).

ii) **The legislature:** characteristically politics concern with the designing the policy, which should be dealt with by the political divisions of government, but this old-style understanding has been transformed currently because the governmental bodies has turn out to be more concerned with the process of implementation by recruiting precise laws which concern with the details and attempt to get rid of lots of administrative discretion. This practice has become a requirement because a lot of unsuccessful policy implementation coming from the problems that were not addressed in the original drafting (Laver 1996). Administrative agencies that are involved in the formulation of policies when drafting regulation in support of current legislation that characteristically reflect as a legislature duty.

iii) **Political executives:** when presidents, executive committee, and other chief executives regularly find themselves challenged with the other political issues to influence officers by using many tools such as executive order to set policy or the nomination of most heads of executive departments who bring their ethics, principles, value, beliefs and resources to their decisions and action. While the executive efforts at control are restricted but the indication demonstrate that president and executive are largely effective in guiding the actions of their subordinates (Golden M 2000).

iv) **The courts:** the role of the court is to interpret laws, administrative regulations and rules therefore they can be involved in policy implementation, their evaluation of administrative verdicts in cases brought to them. it might be the most significant outcome on the implementation of policies and from time to time courts go so far as taking over the management of programs on behalf of the entities who substantive and due process right have been violated (Bovens 2002)

Currently, “various supreme courts find the need of administrative will and flexibility in some kinds of due process ruling, but they keep hold of authority over the actions of national and government agencies” (Romzek 2000). However, there are some other issues that may have impact on policy implementation such as community organisation which could take a part the implementation of policy or programs especially at the local level. Supplementary actors may involve in the implementation of policy that is pressure groups who constantly try to seek to influence the guideline and regulation in the way that will benefit their cause (Richardson 2000).

According to Pawson (2005), “there are policy implementation responsibilities which raise to the obligation of getting new way to implement policies, or what experts should do to avoid the negative aspects and complication of implementation process” (Pawson 2005). This framework gaps the process of implement policies into six approximately successive tasks, these technologies will present with examples of how they arise in apply:

- **Legitimizing**

Legitimation means “getting buy-in reform the appropriate people in the country to thrust the transformation process forward” (Fyson 2009). Furthermore, getting the policy accepted as important, required, and worth achieving, is especially critical for policies that are part of a contributor assistance package, which risks being outwardly imposed. This may result the policy champion or the group of managers and lesser how might believe in this policy and try to achieve to implement it well. Example offers help/assistance to apprehension with the negative aspect of corruption.

- **Resource Growth**

Resource growth means “safeguarding that present and future budgets and human resource allocations are adequate to support policy implementation requirements, this task to secure the resources of the policy implementation process, organisation have different ways to accomplish this task by negotiate with the agencies about the budget allocated, or find a new resources allocation” (Mayne 2017).

- **Organisational Design/Structure**

Organisational design/structure contains of adjustments of objectives, measures, systems, and structures of the agencies responsible for policy implementation. This task consists of establishing new organisations, formal or informal, that narrates some entities with a role in implementation, by creating action planning and results monitoring, it may lead to contribute of structure in the success of reducing poverty trends (Damschroder 2009).

- **Mobilising Actions**

Mobilising actions is said to be built upon the advantageous electorates accumulated for the policy and officers their policy implementation. Commitment and resources participate in actual efforts to make transformation (Duffy 2010). Its concentrations were on detecting, stimulating, and tracking action strategies. Duffy (2010) father stating that “It moved toward

organised public and funds among the structures of organisation, by generate, advance and carry out the steps crucial to interpret aims into results. These arrangements may help to build an agreement between government and civil society stakeholders, roles, responsibilities, and actions to make reorganisation operative”.

- **Constituency-building**

Gaining active support from groups that see the proposed reform as desirable or beneficial, needs to translate into commitment to act toward achieving the policy objectives (Brinkerhoff 2012). The task is to push group to commit the transformation by giving their best effort and resources to make it achieve. So many tools can be used to fulfil this task such as inviting public and private actors to workshops to discuss issues that relevant to each sector and try to resolve the points which are not consensus and try to draft the policies.

- **Monitoring Impact**

Setting up and using systems to monitor implementation progress, is the final policy implementation task (Damschroder 2009). “Monitoring systems not only alert decisionmakers to implementation snags, but also inform them of the intended and unintended impacts of implementation efforts”. According to Foster, “Monitoring may include establish a Policy Analysis and Implementation Unit to assist the president Economic Cabinet to improve policy decision-making with a strong focus on tracking implementation and results achieved (Foster 2000)”. Rising usage of the private sector with faith-based organisation to implement policies increases new challenges for both those who plan and those who implement policies.

2.13.4 Why implementation?

Administrators were thought to implement policies according to the purposes of decision makers, it had remained taken for granted that political mandates were clear (Hill 2002, 42).

The reason this study will be focusing on the implementation policy process is because government actors in uMgungundlovu District Municipality have a significant role to play in making healthy public policies and supportive environments to enable access to safe, affordable, nutritious food and to fight poverty through food security. The Integrated Development Plan (IDP) for 2020/21 of uMgungundlovu District Municipality has nothing substantial to say about food security, other than pointing out Good Governance through service delivery, its strategy linked to service delivery improvement plan. The 2020 Draft Strategic Environmental Assessment for uMgungundlovu District Municipality does contain

several references to food security. however, the report notes that the municipality should take steps to eradicate hunger and malnutrition by year 2020. According to Allen, Food policies were recognised constructed on the idea that several health, environmental, and local economic benefits can be achieved through a strong and varied regional food system. For government to implement more effective policies it is within his duty to make sure that the implementation process of policy is done properly to avoid implementing policies that will not achieve its goal (Allen 1999).

The policy implementers should advance the understanding of the implementation procedure and implementation result by using result of the numerous researches to reformat policies so they can do their work better and that the policy makers and managers should be able to use the knowledge produced from the new finding in the research of policy implementation to facilitate the implementation. Implementation refers to “a detailed set of activities intended to put into practice an activity or program” (Fixsen 2005:5). One would assume that an anticipated program and the one that is ultimately delivered are very similar, that is, that no indispensable differences appear between the planned program and subsequent practice.

A) Quality Implementation Framework

There is an understanding that has been presented by some researchers about the implementation process and lately this data has been created to produce what is called the “Quality Implementation Framework” (Meyers 2012:462). The role of Quality Implementation Framework is to detect the important stages in implementation process, the main goals to achieve in each step, and proposes a four-phase progressive arrangement in terms of when the steps and goals should typically be addressed.

The fourth stage concerns the actual implementation of substitute policies. It is one thing to outline the constraints of new policies in principle. Furthermore, policies are not implemented in separation, and actual implementation needs to involve relevant stakeholders, and strength lead to some regulations in the proposed solutions (Foster: 2000).

DAL’s policy-making role has been gradually restricted to food security and poverty issues with the structural changes in the agriculture sector, at the same time, political imperatives have increasingly conquered technical and economic reality, Lee (1991). The 1997 drastic impact of drought and frosts on food supplies resulted in changes in agricultural policymaking. The main goal of the protective, independence policies of the rapid post-independence period

were the ‘firm kina’ and introduce prohibitions of selected food items. One outcome of the protective policies was the formation of local poultry and sugar industries, both industries have quite capable producers who keep side by side of global trends and performance values.

2.13.5 Study Approach

Implementation theory

A theory may be well-defined as “*a set of logical principles or statements intended to structure our observation, understanding and explanation of the world*” (Denzin 2017). Authors generally point to a theory as being made up of characterisations of variables, a domain where the theory applies, a set of relations between the variables and specific predictions (Wacker: 1998). A “good theory” contains of a clear clarification of how and why particular relationships lead to specific proceedings. Theories can be considered on a notion variety, high abstraction level theories have an almost unrestricted scope, middle abstraction level theories explain limited sets of phenomena and lower level abstraction theories are empirical generalisations of limited scope and application (Nilsen 2015).

Some of public policy theories have been advanced by improving certain features of existing theories or concepts, (Nilsen 2015). The adaptation permits researchers to arrange aspects measured to be most critical to analyse issues related to the how and why of implementation, hence improving the relevance and suitability to the circumstances at hand (Palinkas 2015).

Implementation theory was accepted out of a desire to address challenges associated with the use of research to achieve more Evidence-Based Practice (EBP) in health care and other areas of professional practice (Melnyk 2011). Nilsen (2015), reports that “early implementation research was empirically driven and did not always pay attention to the theoretical underpinnings of implementation”. Weak/Poor theoretical sustaining makes it difficult to understand and explain how and why implementation succeeds or fails, consequently limiting opportunities to detect factors that predict the probability of implementation success and develop better strategies to achieve more successful implementation (Reger 1994).

Implementation research is the scientific study of methods that promote systematic uptake of research findings and other evidence-based practices into routine practice, thereby

improving the quality and effectiveness of health services (Eccles 2009). Over the past few years, the field has overgrown substantial developments continue in the expansion and application of implementation-related theories as well as ground-breaking implementation strategies and methods (Meyers 2012).

2.13.5.1 Top-down Approach

The top-down implementation approach is a straightforward structure of knowledge and regulator from the administration to the development, which apprehensions the people. The top-down system showcases:

- (1) Indistinct and reliable goals expressed at the top of the ranked environment,
- (2) Familiarity of relevant cause and effects,
- (3) clear pyramid of expert,
- (4) Guidelines recognised at the top and policy is ranged with the guidelines,
- (5) Resources or capacity to carry out the instructions from the top (Elder, 2011).

DeLeon (2002), defined top-down approach as a “coherent wide-ranging approach to preparation, and it is also reliable with democracy, while nominated official’s representative implementation expert to non-elected public servants (public sector officials) who are accountable to the legally elected officials”. Nevertheless, DeLeon (2002) argued that the top downers may implement policy with standards that people do not understand which might also avoid their rational biases. top-down becomes a “approach” and not a strategy for implementation When this happens.

Top-downers often pledge their analysis with the legitimate language, which “fails to consider the significance of actions taken earlier in the policy-making process” (Treib 2006). More often, implementers usually involve prompts from different groups, even though that is contrast with intensity and history, none of which may be simulated in the constitutional language. Top-down implementers oversee or eliminate the political aspects of implementation (Treib 2006). top downers specialise in setting strong goals for the policy, whereas the legislation “often requires ambiguous language and contradictory goals” in

direction to advance adequate votes for passage (Treib 2006: 120). Consequently, a Weberian approach may be required in theory, but its practice may affect in “policy failure” (Treib 2006 123). Lastly, top-down implementers see the “statute framers as key actors,” though, local administrators and people impacted by the policy could more rational be measured as the key independent “variable of analysis.

Advantages and disadvantages

Top-down is “still an extensively used approach to development preparation, meaning any decisions and purposes come from superior supervision, who will communicate this to the development managers, who in turn communicates the goals to the development team. this simply means that the development manager creates a development plan first before deciding on which tasks and activities that are needed by development implementors (DeLeon 2002).

Advantages

This approach requires to be made as fast as possible especially when the time is limited, it helps in aligning the policy goals with governments strategic goals as top management is giving instructions and direction, (DeLeon 2002). **Disadvantages** one biggest disadvantage of Top-down policy planning is that the team is not involved in the planning process, that results in the team feeling left out and as if they can’t be vocal about their own opinions. Top-down policy planning requires a clear communication, for it to work. The team doesn’t know the details of the policy because they are no part of the planning process, therefore, “It is then the responsibility of the policy experts to communicate the goals that upper management has set.” (Hupe 2014).

2.13.4 Hybrid Approach a hybrid of top-down and bottom-up theories is a third model, enticements upon strategies of both approaches to answer to one remaining situation within the uncertainty/ struggle framework. Hill (2002) states that “a policy that is considered by high conflict and high uncertainty, this arises when there is important disagreement around a policy, and either its goal is not well-defined and/or there is no clear plan to achieve that goal both likely attributable to contradictory views about what the goal and means should be.” This is the most complicated situation in which to control a way forward and involves drawing upon both approaches. (Hill 2002).

Policies are measured by high levels of indistinctness and conflict incline to have unclear plan of action and depends only on referential goal, stakeholders' interests in most cases are protected by policy definition, even contributing to the creation of opposing corporations proposing to intervene on policy uncertainty in their group's favour (Hupe 2014). the important role that is played by national government implementation, for example, government/stakeholders centrally located actors have influence and can exercise it by providing resources and inducements, focusing on the issue at hand. DeLeon (2002), states that "through creation of strong leadership around the planning and formulation of the policy, engaging with networks and interest groupings. lack of strong/firm implementation of policy, common in a high uncertainty conflict policy environment can recommend the need to reduce either the level of conflict in order to move the policy to a more successful implementation scenario", DeLeon (2002).

2.13.5 Bottom-up approach

To study important bottom-up models the researcher must put precisely importance on implementation as a pressure creating force in society (Smith 1973). This study will use bottom up approach in its focus of implementation.

The bottom-up approach converses where the top-down approach shows its failure, at the acknowledgement of the work of the real implementers. Bottom up not only they identify this behaviour, but government that it is even positive to the growth of the whole development plan as the worker who relates to the actual status quo can judge better than the policy makers who do not have the same information. According to Palumbo (1987), if the local level implementer" is not given the independence to familiarise the program to local conditions it is likely to fail, (Palumbo 1984:61).

Theorists of bottom-up approach disapproved the overvaluation of the grade of unaffected local independency from the policymakers as the implementation could not work without the resources and formal structure provided by the central planners (Romano 2005). "The administrative staff cannot claim any independent power which permits them to decide on their own on how to implement a policy is decided by the designated government of the people" (Matland 1995:150).

DeLeon (2001) revealed that “bottom-uppers are more probable to be perceptive of community interests, whereas top-downers are likely to impose policy barely upon focused interest groups”. It concludes that bottom-up implementation is “more realistic and practical” and much more “democratic” than the top-down approach. Furthermore, surely policies are meant to pressure/ positively influence people’s behaviour, therefore, bottom-up approach might go past informing people of the predicted legislative action to operate behaviour. bottom-uppers might gather the consent of the target group before their representatives’ vote for the law. Bottom-up project planning means that the project manager will create a project plan and schedule.

a) Advantages of bottom-up approach.

According to Talen (2000), advantage of bottom-up planning is that the experts have a say in planning and decisions are made collaboratively. This improve team communication and team building and empowers the team members. As this will encourage the team to do their best to attain their goal. Sabatier (1997) state that “detecting tasks first as well leads to a more detailed plan, with a potentially more accurate schedule”.

b) Disadvantages of bottom-up approach.

The planning stage is more time and effort devastating, compared to the top-down approach. Therefore, bottom-up planning is not suitable for time sensitive projects. Bottom-up research also needs a clearly well-defined scope and control process, if not, it’s at risk of getting out of control (Sabatier 1997).

• Role of top-down and bottom-up

Matland (1995) shaped the top-down and bottom-up approaches, which exposed the states when each would be most advantageous. top-down designers normally use fundamental governmental actors who operate policy implementation from the central level. These actors are analytical and will try to aggregate their data into “generalisable policy advice,” predicated on patterns from articulated policy goals and policy outcomes. This structure seeks to lessen actors, limit transformation, and locate concerned agencies to implement policy. Top downers are likely to present “prescriptive advice” (Matland: 1995:147). Contrarywise, bottom-uppers find and define the level of policy success in relative to the policy goal. Whereas top-downers

evidently explain the goal and try to determine failure or success, bottom-uppers may swindle with the implementation and inspire a policy that will at least partly achieve its goal.

2.14 Governance

Governance is well-defined as “institution of policies, and constant monitoring of their suitable implementation, by members of the governing body of an organisation. It comprises of the mechanisms crucial sense of balance the powers of the members (with the associated accountability), and their main responsibility of enhancing the prosperity and viability of the organisation” (Lascoumes 2007). Lack of food security may result in chronic undernourishment for over 12% of the global population. people who live with chronic starvation and thriving poverty are frequently excluded from political representation, government services, and government benefits (Goodhand 2003).

According to World Bank on World Governance Indicators, governance is labelled as the traditions and institutions by which authority in a country is implemented. Including; a) “The procedure of nominating, removing and monitoring the government.;

(b) The capacity of the government to efficiently formulate and implement comprehensive policies; and

(c) The respect of people and the state for the organisations that govern economic and social relations among them.”

This description inspires six essential proportions of governance which are the Voice and Accountability, Political Stability and Absence of Violence/Intimidation, government Effectiveness, Regulatory Quality, Rule of Law and Control of Corruption.

We live in the era of good governance in South Africa (Hatchard 2004). “Government is the primary actor in the physical, social, and economic aspects of a nation’s food security, therefore any efforts to advance agriculture and food security results must correspondingly reflect the role of governance” (Duffield: 2014). Food security and agriculture have a stable relationship system which can assist in creating more effective and transparent governments, that will contribute more to inclusive food security and agriculture systems. The 2007 and 2008 food crisis developed ostensible that food security required good governance at national and local levels. Positively, some analyses have shown that certain trends are affecting governance on all levels including globalisation, the power of international corporations, and weak public regulation are major problems of food insecurity in the world.

According to South African Government website publication 23 June 2020 the MEC Ravi Pillay in his capacity as uMgungundlovu District champion, he launched the 'One Home One Garden programme in uMgungundlovu. Working together with the Department of Agriculture and Rural Development (DARD), DARD championed this programme as it forms part of the province's inclusive response to poverty and challenges resulted by national lockdown including food insecurity. Through these programmes South African government seek encourage and assists communities to look at gardening as a weapon to fight poverty. This programme targeted 10 needy families which received seedlings and gardening tools.

2.15 Framework

Policymaking is preliminary and foremost about determining objectives and goals (Kornov 2000), meaning opening with a broad understanding of the current status quo and defining what society's needs are for the policy to respond address those needs. "This needs a dependable, wide-ranging and disaggregated data base on food security and insecurity, as well as knowing "who is food insecure? where are they located? and what are the causes of food insecurity in the country?"

- Policy and legal framework- The development of legal frameworks has focused to enhanced contribution of both political and social actors. This is long-established by evaluating the source of the laws. In order to reinforce legal frameworks, a preparation of constitutional decisions have been approved along with specific national policies, and some laws related to production and nutrition have been also official; which, provide acceptable support to achieve the goal of eliminating food insecurity. It must be known to everyone that these methods have remained the element for FNS and the human right to food to be permitted by the constitutions of republics which inspire legal standards that will lead to the achievement of individual rights, (Boeninger 1991).
- Coordination and coherence- the wide-ranging accurate vision for food security policy is basically the foundation for all logical sectoral policies foundation for logical sectoral policies that talks to food availability, accessibility, consumption, and sustainability, (agriculture policies and food safety policies. In other countries food security experts expand amongst some agencies, formal and informal, each with its own purposes and policy partialities, and different functions; this makes the structure of governance massively disjointed, with policies and objectives that may often superimpose and clash with one another. The question of policy consistency in food security also rises amongst

stakeholders who may follow clashing objectives. Even communication and discussion between different actors and different policy goals may help improving constancy, consequently minimising contradictions and trade-offs (Market 2015).

- Implementation and enforcement- the basic statement about policy or agenda making it that it will be repeated in action. Most sound/good food security policies are approved but they are only partly implemented or never implemented at all. In some instances, these policies' accurate objectives and goals may be imitated in applicable institutions actions and practice while more rations that are detailed are overlooked.
- Information and monitoring and evaluation the worth of having data and right, precise, and disaggregated data for good policies, laws, and programmes cannot be exaggerated. For decision-makers to be pushed to act on a given issues, information is needed, and it is needed to improve significance, efficiency and effectiveness of modifications. Information is needed to also safeguard that policies are created based on evidence, and not determined by indifference or short-term policy pressures, (Knill 2000). Having optional and rational inputs, and experimental/baseline surveys encourages the creation of accurate predictions, realistic targets, monitoring progress towards these and evaluating impacts on food security for the country.

The complex acquaintances between agriculture, food security, and governance recommend that challenges to decrease lingering hunger must assimilate all three elements. Firm principles of governance accountability, participation, effectiveness, transparency and the rule of law should be essential parts of programs for agriculture and food security (Karns 2004). Deceptive attention to governance and public policies relating to agriculture can also assist the governments apprehend their food security goals. Thus, in order to help guarantee food security, emerging country governments must implement several strategies including efforts to upsurge production, government involvement in markets, public distribution of food and conservation of national food security stocks. Shifts in agricultural policy over the past two decades, and farmers' reactions to these shifts, have not dented national food security, thus far many South Africans do not live lives free of food insecurity.

2.16 Components of Good versus Bad Governance

2.16.1 Good governance

According to Candel (2014), “good governance, on the other hand, provisions the purposes of agriculture and food security over various ways and a good system of governance must be able to respond to a food emergency and address the multifaceted problems of food insecurity in demand of eliminating hunger” (Candel 2014). “The incorporation of governance permits programs to frame food security strategies that respond to many different and everchanging needs of the country by aligning goals and actions across all levels of the government. Swirnburn (2015) reported that at a local level, the society organisations working with government does make valuable contributions to food security by forging better links between decision-makers and the affected population and by providing resources and knowledge that maybe lacking in government agencies, (Swirnburn 2015). combined programs that addresses political and socio-economic issues that are preventing improvements of nutrition and food security and these programs also does incorporate the ideas of relegated groups together with poor farmers and women who are not part of decision-making process. In 2018 South African Government published on I website that on September 26 the government of KwaZulu-Natal took Operation Sukukuma Sakhe (OSS) to uMgungundlovu District, which was led by former Premier Willies Mchunu and former District Political Champion MEC Bellinda Scott. Mayors and other government officials were also part of the launch of this operation which aim at augmenting government’s service delivery programmes. This programme aim at inspecting, monitoring, launching service delivery programmes and engaging communities in it with regarding to the challenges the community face and that needs urgent attention of the government (South African Government Publication 2018). This show that the government does take initiatives and reasonable measures to address challenges that people within its district municipality faces and that is a sign of good governance.

World Bank and the concept of “good” governance focus on *economic* dimension, and according to Jackson (2006), there are five key principles to it:

- Public Sector management;
- Organisational accountability;
- The rule of law;
- Transparency; and

- Access To information.

Based on uMgungundlovu District Municipality IDP 2020/21, this municipality falls under good governance because of the following:

- District Mayors, Speakers and Whips Forum fully functional.
- District Municipal Managers Forum fully functional.
- Good Governance District Cluster fully functional.
- The Cluster Model has led to the establishment of shared services in the District, which also lead to better utilisation of resources. Shared services are now used in the fields of Internal Audit, Performance Management, Integrated Development Planning and Information and Communications Technology.
- IDP process plans prepared regularly by all Municipalities within the District to articulate the processes for IDP and Budgets.
- Audit Committees and Performance Audit Committees in place in all Municipalities within the District, MPAC.
- Five out of the eight Municipalities have developed Communication strategies, the remaining three needs to be developed. Implementation and monitoring and evaluation to follow.
- Implementation of Batho Pele and customer care.
- Fully effective Public Participation: oversight, izimbizo, stakeholder meetings, forums, websites, newspapers.

2.16.2 Bad governance

Candel, further demarcated “poor governance can be a main driver of food insecurity, certainly, most of the armed conflicts in the world take place in low income, food-deficit states that depend on national agricultural production” (Candel 2014). current policies and programs that are addressing food security are delayed by compound political procedures and communications between government’s stakeholders, private sectors, and farmers who have inadequate powers and access to resources. Generally Agricultural systems are harmed by incapability, conflicts, and poor formulation and implementation of government’s policies. Insufficient of agricultural investment result in experiencing food insecurity. Although uMgungundlovu District Municipality has a lot of good governance characteristics there are some signs of bad governance that exists based on 2020/21 IDP. These signs also mentioned by Candel (2014) are:

- Lack of funding to cater for most vulnerable stakeholders.
- District Communicators Forum not in place.
- Policies and other documents on the use of resources not fully implemented.
- Councilor feedback to communities should be strengthened.
- A poor work ethic exists amongst some staff.

This municipality must work toward fixing the gaps that exist within its district municipality which affect its being good governance.

Continuous and effective agricultural systems and residents that have food security can also provision the goals of governance, as well as more public participation and effective rule of law (Abdellatif 2003). Irvin (2004) sustain that eradicating socio-political interventions and attracting food security increases the government's responsiveness to its citizens, this results in increasing government's rationality and reliability and reinforces the social bond between local stakeholders and their government. involvement of local stakeholders enables them authority to contribute in policy development and to decide and implement local priorities. Such contribution has bared impressive results in other countries, for example, Hendrix (2013) stated that "food security programs in Nepal have advanced community relationships with the government and temporary jobs in agricultural programs stimulated peace in Liberia" (Hendrix 2013). relationship between food security and governance can be a good one or a bad one, food secured citizen are governable while food-insecure citizens can threaten governance."

2.17 Conclusion

This chapter looked at process of policymaking and it focused in policy implementation. It went through the understanding of what policy is then it defined public policy and its background. It also defined public policy and its importance along with the role it plays within different departments of government. It then looked at policy process which is the stages that policies go through before becoming public policies. It looked also at public policy theories and decides on using implementation phase for this research because implementation is the important phase where the policy is put into action, so this is where the policy makes will see if the policy is effective or is a success. It then explained the study approach its advantages and disadvantages. Public policy and governance are inseparable, because government can

be judged by the policies implemented whether it a good or bad government, therefore this chapter defined governance, its framework and compared good and bad governance. Lastly this chapter has concluded that implementation of policies is important and that public policies are important for playing the role in judging whether the state is creating and implementing good, effective and successful policies.

CHAPTER 3

FOOD SECURITY IN SOUTH AFRICA

3.1 Introduction

Food security is a right protected by South African Constitution. This Chapter will examine the food security context of this study. Furthermore, this chapter will discuss food security governance mechanisms in South Africa through an examination of the current existing legislative framework, implications for food and nutrition programs, and highlight some important methodological concerns related to poverty, income, and food security policy implementation.

3.2 Food Security

Food security refers to “the availability of food and one’s access to it” (Pinstrup-Andersen 2009). According to Hamelin (2002), *“a household can be considered as food-secure when its occupants do not live in hunger or fear of starvation”*. Hamelin (1998), also states that Food security was first introduced at the 1974 World Food Conference where it was defined in international and national terms as the “availability at all times of adequate world supplies of basic food stuff to sustain a steady expansion of food consumption and to offset fluctuation in production and price”, (Hamelin 1998). Food and Agriculture Organization’s (FAO) definition of food security as “all people, at all times, having physical, social and economic access to sufficient, safe and nutritious food to meet their dietary needs and food preferences for an active and healthy life” (Schmidhuber 2007). Maxwell (1993 531), further defined food availability, food utilisation, and food access is the principle variables that define home food security and should guide interventions:

- **Food Availability**

Adequate quantities of appropriate, required types of food from domestic manufacture, profitable imports, or benefactors, are reliably available to individuals, are in rational proximity to them, or are within their reach.

- **Food Access:**

Individuals have adequate incomes or other resources to purchase appropriate food needed to maintain eating of an acceptable diet and nutritional level.

- **Food Utilisation:**

Food is properly used, and other fitting methods are employed for storage. At national level, poverty results from political and economic inequality, environmental degradation, unfair trade policies, unsuitable technology, and other contributing factors. Poor variables of access, obtainability, and proper use of food lead to what people and families experience as hunger. There are two types of food insecurity: chronic and temporal.

3.2.1 Importance of Food Security

The term food security was “used in nearly 200 different ways” (Smith 1993). The common FAO definition cited earlier pitches “food security as about three A's: accessibility, affordability and availability” (Lang 2009). According to Kumar (2017), “the definition of food security needs to be widened to 5 A's: Availability, Adequacy, Accessibility, Acceptability and Agency (Kumar 2017)”. The last term refers to the “need for policy actors to 'own' and deliver the term” (Rocha 2008). while food security policy debate is still dominated by productions focus, even conventional 'official' analyses now try to report about sustainability (Godfray 2011) towards the end of the 21st century, there were major reports, events and demands that were directed to policymakers to address the widespread of food security challenges. Those reports and recommendations made influential statements individually; mutually more so. Their sources included the World Bank and United Nations Food and Agriculture Organisation (FAO) (IAASTD 2008b), FAO (2019), reports “current report showed that the decline in hunger the world had enjoyed for over a decade was at an end, and that hunger was again on the rise. This year, the report shows that the global level of the prevalence of undernourishment has stabilized; however, the absolute number of undernourished people continues to increase, albeit slowly.

3.8 Public Policy and Food Security

The government of South Africa has dedicated itself to promote and protect the right to access to adequate food, and to directly afford this right to people who are incapable to enjoy it for reasons they cannot control, (Sunstein 1999). Access to suitable food is one of the props of food security, consistent with food accessibility, food utilisation and constancy of food supply. “The endorsement of the National Policy on Food and Nutrition Security and the Household Food and Nutrition Security Strategy in 2013 by the cabinet specifies an obligation of government to promote the alleviation of hunger and the accomplishment of food security. Nevertheless, there is disintegration in the contemporary and anticipated institutional arrangements appropriate for food security in the Policy and the Strategy”, (Koch, 2011). Attaining food security requires policy and investment transformations on multiple fronts, including human resources, rural infrastructure, agricultural research, water resources, and farm- and community-based agricultural and natural resources management. Advanced policy action must not only upsurge agricultural production, but also increase incomes and alleviate poverty in rural areas where most of the poor families live.

3.11 Food Security and Government

Literature shows that there have been several policies adopted by the international society to overcome food insecurity. Projections by FAO, IFPRI, “the World Bank and others indicate that if governments pursue appropriate macroeconomic and sectoral policies and expand investment in agriculture, agricultural productivity will increase global grain production will keep up with demand, and real cereal prices will continue the downward trend of the last 50 years”.

Food security governance

The right to food is entrenched in Article 25 of the Universal Declaration of Human Rights (UN 1948). As a result, this right must be part of any development agenda. In addition to this human right, countries are challenged to work within the framework of the Millennium Development Goals (MDG) and the global agenda of good governance (Mohamed Sayeed & Pillay, 2011:5). South Africa faces several challenges in the pursuit of socio-economic development which are linked to the global calls for poverty reduction and good governance.

Good public sector governance is about getting the right things done in the best possible way and delivering this standard of performance on a sustainable basis. In order to fulfil and support entities responsibilities which includes the efficient, effective, economical and ethical use of public resources to implement government policy, good governance plays a very important role. Good governance term suddenly been associated with public administrators which is working effectively and efficiently. Nationally, there is a need for improvement of governance, as according to statistics there is a demand for poverty alleviation and food insecurity reduction. As a result, accountability of those that are in charge and tasked to implementing food security and poverty reduction results has become a demand, and the demand requires them to take full responsibility of their accountability and be accountable as per Batho Pele Principles requires public servants to account.

The FAO (2011:5) argues that “food security governance relates to formal and informal rules and processes through which public and private actors articulate their interests, and decisions for achieving food and nutrition security at local, regional and global level are made, implemented and sustained.” Thus, looking at food security through a good governance filter does not propose to present an ideal future state of government, but merely presents a way of understanding food security in relation to governance issues. The role of governance has been receiving increasing attention from food security scholars in recent years. However, despite the recognition that governance matters, current knowledge of food security governance is rather fragmented (Candel 2014). Food security is strongly interlinked with other issues, such as global environmental change and energy markets, and that its policy environment is undergoing transformation and globalization (McKeone 2014). For those reasons, food security has become a concept that finds wide resonance among academic institutions and in policy considerations (Candel 2014).

There are two main identified perspectives on food security, first one is centred on “raising production as the core answer to under-consumption and hunger”. The second one is an “emerging perspective, more social and ecological, accepting the need to address a complex array of problems, not just production”. The first is primarily agricultural-focused; the latter a food systems approach. From its beginning in post-World War 2 global modernisation, the United Nations and governments have attempted to look at hunger a high profile, through a developing and creating package of policy measures (Kapur, 2011). Previous researches have

explored on diversity of perspectives about what is meant by food security, it concluded that the essential 21st-century mission focuses on creating sustainable food systems. Although it requires more coherent policy framework than currently existing policy framework, a goal thwarted by competing solutions contending for policy attention and policy failure thus far to integrate the complex range of evidence from social as well as environmental and economic sources into an integrated policy (Lang, 2012).

3.11.1 Role of governance

Attention on the role of governance has been increasing following that this development is linked to food security approach that doesn't only address technical but also environmental dimensions of the issue, it also takes social, economic, and political aspects into account (von Braun, 2010:11). There is a difference between governance and government. Governance is associated with more hierarchical and state-centered modes of managing public issues (Pierre 2004). In recent years the concept of governance has been increasingly applied to the notion of food security, which is most often defined as all people, at all times, having physical, social and economic access to sufficient, safe and nutritious food to meet their dietary needs and food preferences for an active and healthy life" (FAO 2003), which is established by the elements food availability, food access, and food utilisation, and their stability over time (FAO 1996). These interactions occur inside and outside food systems (Ericksen 2008), it covers factors of poverty reduction, food prices, agricultural trade, education, management crisis and infrastructure. Furthermore the interactions aimed at improving food security and also focus on food security governance, its managing the context which these interactions takes, (Jessop 2003).

"Global Governance for Hunger Reduction" programme identified the lack of progress in reducing global food insecurity by the weakness in "food security governance related to policies, institutions and organisation", (Marsden 2017 184).

3.11.2 The key elements of food security governance

According to Ingram (2012), "there exist certain necessary characteristics of a food system that help achieve food security effectively and efficiently, (Ingram 2012).

These include:

- a) The ability to produce, stock, distribute and import adequate food to meet the basic food needs of people;

- b) supreme level of heftiness to reduce vulnerability to market variations and political pressures; and
- c) Negligible seasonal, cyclical and other challenges in access to food.

The food security government Framework sets priority objectives:

- increasing responsible investment in food systems;
- increasing incomes and quality employment in food systems; and,
- Increasing productivity sustainably to expand the food supply.

According to Wolfenson (2013), food security framework emphasises four cross-cutting themes: “nutrition, smallholder and family farmers, women, and youth. It also ensures continued relevance, the mainstreaming of food security and nutrition across the work of the food security government, an added value-based approach and commitment to address global challenges” (Wolfenson 2013).

3.11.3 Accountability and Transparency

Government actors are called upon to be more accountable and to display improved levels of performance by being transparent (Edwards, 2007). Thus, improving accountability and transparency, is considered to have the potential to improve the extent to which government can respond to the needs of its people and ought to be a focus of any interrogation of good or bad governance. South African government is doing all in its powers to ensure that there is transparency/access to information through promotion of legislation Acts, Act 2 of 2000 and the Promotion of Administrative Justice Act 3 of 2000 (The Promotion of Access to Information). Both these acts make aim at overcoming corruption through inspiring transparency among public servants. Although there are challenges in ensuring code of conduct and principles of the public services are part of everyday activities (Mohamed-Sayeed, 2014 262). Ghaus- Pasha (2007) view transparency as an act that is participatory, consensus oriented, accountable, transparent, responsive, effective and efficient, equitable and inclusive and follows the rule of law.

3.12 Poverty in South Africa

South Africa continues to experience main challenges of poverty, unemployment and, lately, steep increases in food and fuel prices, energy costs and interest rates, regardless of the political and economic developments made since 1994. These adverse circumstances have

placed South Africans, already struggling to meet their basic household needs (Labadarios, 2009). Poverty and food insecurity manifest themselves contrarily in rural and urban areas. According to the 2004 report of the Food and Agriculture Organization (FAO) on the state-run of food insecurity in the world, “more than 814 million people in developing countries are undernourished (Global food insecurity and price increase: 2009”. In 2004 it was reported that various South African families struggled to have a decent income, predicted normal income of the poor is less than R1000 per month, (Du Toit 2004). The 2007 UN “World Urbanization Prospects” highlights an upward trend in urbanisation in South Africa, and in 2010 it projected that over 30 million people (61.7%) will live in urban areas (UN, 2007), (Koch,2011). Labadarios (2000) concluded that “the differences in the presence of hunger by area of residence (urban or rural) and by province were both statistically significant”. Most recently, the Statistics South Africa report on living under food insecurity in south Africa “Higher levels of multidimensional child poverty were found in provinces that are predominantly rural, i.e. Limpopo (82,8%), Eastern Cape (78,7%) and KwaZulu-Natal (75,8%) compared to rates in provinces that are predominantly urban, i.e. Gauteng (33,6%) and Western Cape (37,1%). Gauteng, Western Cape, Northern Cape and Free State had multidimensional poverty rates lower than the national average of 62,1%. Similarly, multidimensional child poverty rates were higher in non-metropolitan areas compared to metropolitan areas. The rate of multidimensional child poverty in non-metropolitan (73,7%) areas was almost double that of metropolitan areas (39,6%) in 2015”, (stats SA 2020). Subsequently food insecurity in South Africa is largely linked to a lack of food buying power and the Human Poverty Index (HPI) is an informative indicator to examine.

3.13.1 Global strategies to reduce poverty through food security

According to Godfray (2010), food insecurity continues to be a main challenge globally, even though as many developing countries have reached the hunger goal of the Millennium Development Goals (MDG) of the United Nations (UN). The percentage of malnourished people in the emerging counties has dropped by almost half since 1990 (from 23.3 percent in 1990-92 to 12.9 percent in 2014-16), nearly 800 million people internationally are still suffering from poverty/hunger and are unable to reach adequate food to gain healthy life (Moser 1998). In addition to severe hunger, lots of people suffer from micronutrient shortages. many people are also overweight, which is a growing trend, including in the global South. impeding and child impermanence display the greatest need in sub-Saharan Africa. At

present almost 3 million individuals graduate out of chronic starvation annually, (Barrett 2010).

Some of the challenges of food security policies being implemented in South Africa are Genetically Modified Food (GMF). In order to ensure the increase in food production, modern agriculture has gone to include not only chemical fertilizers that will ensure rapid growth of crops, but also the intense use of biotechnological systems that include the Genetically Modified Organisms (GMOs) (Borlaug. 2001). Genetically Modified Organisms refers to the biotechnological process of altering genetic material from one organism to another to make other products such as crops and meat products (Human Genome Project Information, 2004). One organism can be replicated to make as many food products or to create a different product, which than create genetically modified foods (GMF).

Proponents of GMFs argue that it is the only way to solve the hunger problems in developing countries. However, there has been quite a high level of resistance from different human rights activists and governments of developing countries against the GMF. They have based their criticism on the health hazards, environmental issues as well as long-term plans and social effects that these GMF could bring (Nottingham, 1998; De la Perriere and Seuret, 2000). Including the serious udder infection called mastitis. metabolic and fertility disorders milk from cows with full-blown mastitis is 110t permitted to be used for human consumption Other critics argue that claiming that GMF can solve hunger "ignore the main causes of hunger and starvation" while pointing out that "increasing the amount of GMF on the planet is not necessarily the solution to feeding the hungry" (Nottingham, 1998 156).

3.13.2 Global challenges need global response.

- The International Assessment of Agricultural Knowledge, Science and Technology for Development (IAASTD, 2009) introduced by the World Bank and the FAO which is drawn in a wide-ranging way the areas for action, including "change in science, technology, policies, institutions, capacity development and investment". public good and Global Nature aspects of the challenges entail corresponding feedback and crucial improvement at both levels of the international governance of food security and national policies and new resolutions of different farmers, (Shiferaw 2011).

- The Agenda 2030 for Sustainable Development, with Sustainable Development Goal (SDG) 2 seeking to “end hunger, achieve food security and improved nutrition and promote sustainable agriculture” and other goals and targets with links to sustainable agriculture such as water, consumption and production, climate change adaptation and mitigation, land use/land rights and gender equality, (Tangcharoensathien 2015). Sustainable agriculture will play an important role in achieving these SDGs.
- The 10-year Framework of Programmes on Sustainable Consumption and Production Patterns (10YFP) and its Sustainable Food Systems Programme, a global framework of action to enhance international cooperation to accelerate the shift towards more sustainable food systems, led by UNEP (Hidup 2012)
- The International Fund for Agricultural Development (IFAD) focuses its investments on the poor in rural areas and contributes to an inclusive rural transformation, with a focus on youth and women.
-

The Committee on World Food Security (CFS) as a unique space for multi-stakeholder dialogue and providing evidence-based policy norms and recommendations as the result of inclusive processes, such as the ones leading to the Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests (VGGT) and the principles for Responsible Agricultural Investments (RAI).

- ***The Human Rights Council and the right to food instruments, including the Voluntary Guidelines on the Right to Adequate Food adopted by the FAO Council***, which provide respectively recommendations and practical guidance to governments to progressively realise the right to adequate food.
- ***The International Agricultural Research Partnership (CGIAR)*** provides high-quality research in the areas of poverty and hunger reduction, improvement of human nutrition and enhancement of ecosystem resilience including addressing adaptation and mitigation challenges in the context of climate change.
- ***On the African continent the Comprehensive Africa Agriculture Development Programme (CAADP)*** provides a policy framework aiming at increased agricultural performance and ending hunger in Africa by 2025, (Cooksey 2013).

3.13.3 Millennium development goals

The Millennium Development Goals (MDGs), as the breakthrough of international and national development, are eight international development goals including splitting extreme poverty. according to SA STAT (2015:44), “the MDGs of halving extreme poverty and providing clean drinking water have been achieved ahead of schedule, there are still many challenges” (UN, 2013). Climate change as one of the serious risks of poverty reduction and threatens to undo decades of development efforts (OECD, 2014). Hallegatte, (2015:40) argue that “it affects all aspects of the development agenda and multi-dimensions of poverty, from hunger eradication to health care, and from drinking water, sanitation to disaster risk reduction. The poorest and most vulnerable groups globally are likely to be most affected, unless significant efforts are made to change paths and models of development that can mitigate and adapt to the negative impacts of climate change”.

It is very important to have knowledge of poverty reduction goal of Development Agenda and SDGs of Post-2015. According to, Sachs (2012), “It is persuaded that poverty reduction, inclusive growth, green growth and the global partnership for development is key areas and the priority direction for global development in the next stage to remain following the development mode of joining poverty alleviation with sustainable development of MDGs” and SDGs” (Sachs: 2012:2206).

3.14 Poverty reduction goals in the Post-2015 Development Agenda

Merging poverty reduction with sustainable development

It is extensively agreed by the systematic community that climate change is already a reality. It has been concluded that human activities are fluctuating our climate system and will remain to do so, (Hoegh-Guldberg 2010). The effects of climate change, and the susceptibility of poor societies to climate change, differ significantly, but largely, climate change is overlaid on current vulnerabilities. According to Bailey (2014), climate change will further lessen access to drinking water, negatively affect the health of underprivileged people, and will pose a real threat to food security in many countries in Africa, (IPCC 2014). Consequently, the finest way to address poverty alleviation is by participating the sustainable development into development agenda and arrangement.

According to the viewpoint of the Post-2015 Development Agenda, it called on the global community to make concentrated efforts to express the SDGs and the development agenda, eradicate poverty in the succeeding fifteen years, respond to the encounter of climate change to leave a more clean and green earth to future generations, and spare no effort to promote world peace and security, (Liu 2015).

3.14.1 Poverty Reduction Goals

Based on generalized poverty reduction, the Post-2015 Development Agenda and SDGs proposed by UN High-level Panel of Eminent Persons can be sorted out, (Chen 2004). According to Panel (2013), consistent to the SDGs planned by UN High-level Panel of Eminent Persons on the Post-2015 Development Agenda, the SDGs, had been under debated, include a total of 17 major goals (UN, 2013). Constructed concept of global poverty alleviation, planned outcome or goal can be divided into three groups:

- multidimensional poverty reduction goals,
- sustainable development goals and
- global partnership goals, (Sachs 2012).

For poverty reduction goal to be achieved in the issue of sustainable development by 2030, according to Sachs (2012), “UN High-level Panel of Eminent Persons on the Post-2015 Development Agenda recommends specific targets of poverty alleviation, bring the number of individuals living in poverty decrease the percentage of people living below national poverty lines”(Sachs 2012: 2209). currently, the UN High-level Panel of Development Agenda has made a proposal on the “poor's land rights”, “property rights”, “social security”, and “how to fight natural disasters”. Post-2015 Development Agenda, the UN High-level Panel of Eminent Persons predicted the poverty alleviation goals from the perception of multidimensional poverty.

Among other goals of the SDGs, its first core goal is still based on poverty reduction in its all forms everywhere. This goal contains five associated objectives, (Le Blanc 2015):

- 1) eliminate poverty for all regardless of located area the person is at, current measured as people living on less than R20.26 a day by 2030.
- 2) By 2030, it aims to reduce at least by half the proportion of each age groups and gender living in poverty in all its scopes according to national definitions.

- 3) To achieve substantial coverage of the poor and the vulnerable and Implement nationally appropriate social protection systems and measures for all and by 2030.
- 4) By ensuring that all genders, more specific the poor and the vulnerable, gain equal rights to economic resources, as well as access to basic services, ownership and control over land and other forms of property, inheritance, natural resources, appropriate new technology and financial services, including microfinance by 2030.
- 5) Building flexibility of the poor and those in vulnerable conditions and reduce their exposure and vulnerability to climate-related life-threatening events and other economic, social and environmental shocks and disasters by 2030, (UN, 2014).

Sustainable Development Goals are resultant from socio economic global challenges, they carry work started by Millennium Goal aiming at developing many countries by year 2030.

Each Goal has its challenge that it addresses as part of long-term goals.

3.14.1.1. Poverty Standard

Post-2015 Development Agenda or the Sustainable Development Agenda, linked with the MDGs, the new goals all have inadequacy, but improvement has been made already. Vandemoortele (2012), states that the inadequacy is that the poverty line set by the goals is too low. Currently, the extreme poverty line which is the poverty standard set by the Post2015 Development Agenda is still \$1.25 a day.

Back in the year 2008, the World Bank composed national poverty lines of 75 countries and accustomed them, the regular poverty line of 15 minimum developed countries was \$1.25 a day, and the average of the poverty lines of 75 countries was \$2 a day. Subsequently, the World Bank and the United Nations Development Programme set the thrilling poverty line of \$1.25 a day. Obviously it was not rational for the Post-2015 Development Agenda to continue using the poverty line of \$1.25 a day set in 2008 for the year 2030, (Sumner 2010).

3.15 Contextualising Poverty and Food Security in South Africa

The right to access adequate food and water is protected in Section 27 of the Constitution of South Africa (RSA, 1996). This act supplementary specifies that “the state must by legislation and other measures, within its available resources, avail to progressive realization of the right to sufficient food”. Furthermore, to this entrenched right, the Integrated Food Security Strategy aims to eliminate hunger, starvation and food insecurity (NDA, 2002).

As previous reports, with the understanding that many of the MDG goals are so far to be accomplished (Statistics South Africa 2011, MDG, 2010:24-25). The 2030 National

Development Plan follows to the previous progress of food for all through its objectives that categorise the role of transparency and accountability as a serious matter that needs to be addressed in the socioeconomic development. Department of Agriculture dedicated itself to fulfilment of this goal as they are subcommittee of FSS, this which repeats the first Millennium Development Goal through this strategy, (Hart 2009,345).

Food must always be available and accessible in South Africa, the truth is that regardless of all the favourable indicators and South Africa's national "food-secure" status, between 14% and 52% of the households, depending on the source, are viewed as food insecure. It has been suggested by South African Statistics that food insecurity percentage is high by 85% as it is more in rural areas compared to urban areas. Therefore, the government has used Rural Agriculture Development as a tool of eliminating poverty and guarantee food security for all. Considering that there is a strong connection between food security and poverty.

3.15.1 South Africa food secures at the national level

- Nonetheless, results relating to household food security show a different condition. –
- “Profound levels of food insecurity occur in rural areas with 85% of rural families incapable to afford even the ‘below average dietary energy costs’” (Jacobs, 2009).
- “Hunger scale proxy show that in 2007 12.2% of children and 10.6% of adults experienced hunger” (Aliber, 2009).
- “Hunger scale index show that 51.6% of people experienced starvation and 33% are at risk of starvation” (Labadarios 2008).

At home level the costs include, among others, the following:

- Replacement of more expensive sources of protein and other nutrient-rich foods for low-cost high-energy foods to sustain a minimum level of efficiency.
- Compromise on health care, education and other non-food household expenditures.
- Trade off assets, e.g. livestock.
- Increased dependence on social programmes.
- Eat less and less nutritious meals per day.

Looking at the given information, south Africa is still food insecure at household level as majority of households doesn't have access to adequate food, therefore food inadequacy and hunger is still a big challenge in our country.

3.16 Poverty indicators

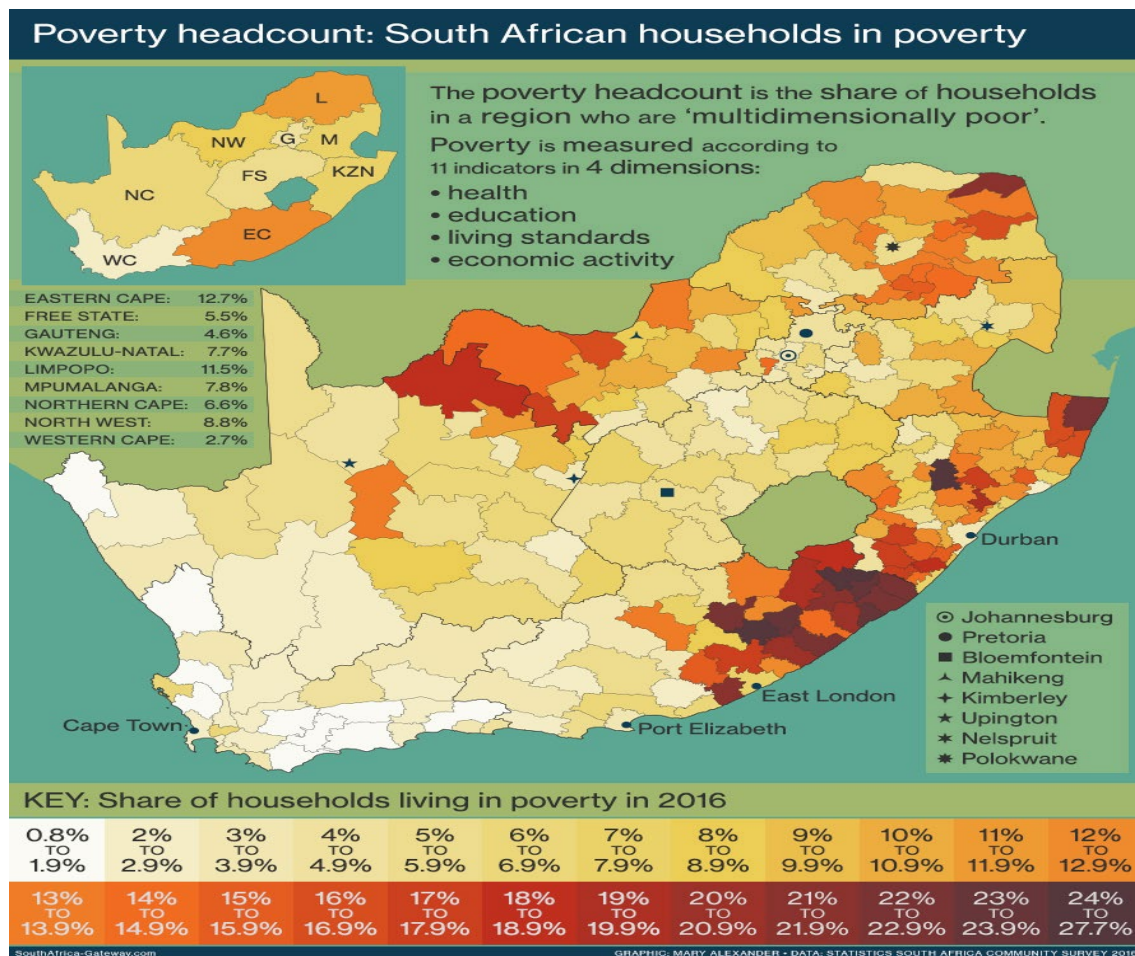


FIGURE 2: Statistics South Africa Community Survey 2016.

The KwaZulu-Natal province which was previously called Natal is amongst nine provinces in South Africa. In KwaZulu-Natal is an reserve of Eastern Cape Province consisting of the eastern portion of the prior Griqualand East (around uMzimkulu), (Archibald 2011). The regional capital of KwaZulu-Natal is Pietermaritzburg, KwaZulu-Natal province contained the non-independent black state of Kwa-Zulu, which served as the legal homeland of the isiZulu speaking communities.

Statistics South Africa (2015), showed that the provinces with the highest headcount of poverty is Eastern Cape (12,7%), Limpopo (11,5%) KwaZulu-Natal (7,7%) and North West (8,8%). For these four provinces, significantly more than half of their population were living in poverty, (stats SA 2016). According to population sizes, Gauteng has the largest population (21,5%) when linked to other provinces, followed closely by KwaZulu-Natal with 20,7% and then Eastern Cape with 13,5%. The province with the lowest population compared to others

was Northern Cape (2,3%), which also had the lowest share of poverty according to provinces (Stats SA 2017).

3.17 Legislative and Policy Framework Regulating Food Security in South Africa.

Section 27 (1), of the South African Constitution, states clearly that “Everyone has the right to have access to sufficient food and water. The state must take reasonable legislative and other measures, within its available recourses, to achieve the progressive realisation of each of these rights” (IFSS, 2002). Critical matters for government accountability are: Who ensures planning? How it is implemented? Who implements it? Who systematises the procedure of accounting? (Zwane 2008:116). Liability within a good food security governance framework requires food security experts to “follow the formal chain of command in decision making to ensure that ethical standards have been maintained” and that they implement participatory approaches in the identification of the needs of communities (Mohamed Sayeed & Pillay, 2013:4).

In “South African constitution the right to food is recognised in two sections, which are section 27 (1) (b) and section 28 (1) (c). Section 27(1) (b) states that everyone has the right of access to enough food and Section 28(1) (c) states that every child has right to basic nutrition. International human rights instruments also recognised the right to food security in the Copenhagen Declaration on Social Development, (CDSD 1995).

Section 24 (b) requires “the sustainable use of natural resources while promoting justifiable economic social development which includes food production”. The state is required to take reasonable legislative and other measures within available resources to achieve the progressive realisation of food security right. In terms of section 7(2) of South African constitution, state must respect, protect, promote and fulfil the rights in the Bill of rights. It is therefore within the state’s duty to ensure equitable distribution of food supplies in relation to domestic needs. Amongst the provisions protected under the constitution are rights designed at ensuring the physical well-being and health of all South Africans, together with the right to food (Love 2003:767). The “implementation of the 1996 Constitution for the Republic of South Africa manifests the presentation of one of the world’s most liberal constitutions, Kende (2003). After 1994, the influenced by the country’s poverty and food insecurity, prominence was placed on emerging a comprehensive food-security strategy. Assumed the lack of a pre-existing and integrated approach, the cabinet decided to articulate

a national strategy (Drimie 2005). The vision of the IFSS is “to attain universal physical, social and economic access to sufficient, safe and nutritious food by all South Africans at all times to meet their dietary and food preferences for an active and healthy life.” This vision is closely aligned with the definition of food security provided by the United Nations Food and Agriculture Organisation (FAO).

The IFSS’s goal is associated with the (MDGs), particularly MDG 1, and is “to eliminate starvation, undernourishment and food insecurity.” IFSS advanced the notion and sympathetic of food security along the lines of four diverse but inter-related mechanisms:

- Food availability: an operative or constant supply of food at both national and household level. This is affected by the production proficiencies of the agricultural sector.
- Food access or effective demand: the ability of the nation and its households to obtain enough food on a sustainable basis. This address matters of buying power and consumption behaviour.
- Reliability of food: exploitation and ingesting of safe and nutritious food.
- Food distribution: unbiased establishment of food to points of mandate at the right time and place. This three-dimensional/time aspect of food security narrates the fact that a country capacity to be food-secure at national level, nonetheless, still have regional pockets of food insecurity at several points of the agricultural cycle.

3.19 Conclusion

In conclusion this chapter has undertaken a review of the poverty as contributing factor to food insecurity in South Africa. The Chapter looked at food security governance mechanisms in South Africa through an examination of the existing legislative framework, implications for food programs, and highlighted some important methodological concerns related to poverty, income, and food security policy implementation.

CHAPTER FOUR METHODOLOGY

4.1 Introduction

According to Tranfield (2003), “methodology play a vital role as the reason being it should detail out the strategy and approach which program has been carried out”. Methodology is the systematic, theoretical analysis of the methods applied to a field of study. This chapter will outline the methodology and methods adopted to respond to the following research objectives and research questions.

Research objectives:

- To investigate the current policy context for food security within South Africa and in the uMgungundlovu District Municipality.
- To examine the trends in food security and poverty in the uMgungundlovu District Municipality since 1994.
- To identify the current governance arrangements for food security policy implementation.
- To explore the food security implementation challenges of the uMgungundlovu District Municipality and identify opportunities for improved implementation.

Research Questions:

- Determine the status of food security policy arrangements in the uMgungundlovu District Municipality?
- What are the main trends in poverty and food insecurity relative to policy in the uMgungundlovu District Municipality?
- To what extent do the current governance arrangements in the District comply with the call for good governance?
- What are the main challenges in implementing the food security policies, programmes and strategy in the uMgungundlovu District Municipality?

This chapter will start by defining methodology and methods and the role they played in this research. Furthermore, this chapter elaborate further on which different tools and case study this research was based on. conducting this research. It will then discuss two method

between qualitative and quantitative choose the best method to use for this study and why. Lastly this chapter will conclude.

4.2 Research Methodology

According to Noor (2008), research methodology can be defined as a systemically solve the research problem. Consequently, it can be understood as the process of studying how research is done in a scientific manner (Noor 2008). Through the methodology, one can study the various steps that are generally adopted by a researcher in studying his/her research problem and the underlying logic behind them, Golafshani, (2003). selection of the research method is very critical for what conclusions a researcher can draw about a phenomenon. Hence, it is very important to limit what kind of data you are researching about and what do you want to achieve the data outcome. Is the information/data the researcher collecting, is it subjective or objective? experimental or interpretive?). Thorough literature review, it is the best starting point for the searchers to decide on what method will work for their research., therefore the literature acts as a guide since evaluating previous researcher's efforts can suggest a direction to answer your own research question. Kothari (2004), argued that when bringing into line the chosen methodology with research questions, aims and objectives, in other words, the researcher needs to ensure that research questions and objectives can be answered through chosen methodology, (Kothari 2004).

According to Yang (2017), the "sufficiency of the research depends upon the validity of the research data, the reliability of measures taken to amass the data, as well as the time taken to conduct the analysis, so it is essential to ensure that there is continuity throughout the research process. It is crucial for a researcher to choose a research method which is within the limits of what the researcher can do. Time, money, feasibility, ethics and availability to measure the phenomenon correctly are examples of issues constraining the" research.

A method "is used as a given, much more like following a recipe in a book whereas methodology can be adapted by a user in a participation situation. Methodology involves the conscious braiding of theory and practice given context, Nunan, (1992). Method can also be defined as way things are done; it is sort of a procedure usually per a definite, established, logical, or systematic plan for example a method of solving a problem. There are two methods in which the research can be conducted:"

- 1) Qualitative and
- 2) Quantitative

4.2.1. Quantitative Research Method

“The Quantitative data collection methods rely on random sampling and structured data collection instruments that fit diverse experiences into predetermined response categories. Quantitative produce results that are easy to review, link, and simplify” “(Palinkas 2015). Quantitative research is concerned with testing hypotheses resulting from theory and being able to estimate the size of a phenomenon of interest. Of course, depending on the research question, participants may be arbitrarily assigned to different treatments, (Kothari 2004).

4.2.1.1 Difference between Qualitative and Quantitative

Qualitative methods	Quantitative methods
Methods comprise focus groups, in-depth interviews, and analyses of documents for types of themes.	Surveys, structured interviews & explanations, and analyses of records or documents for numeric data
Primarily inductive method used to express theory.	Primarily rational process used to test prespecified concepts, constructs, and hypotheses that make up a theory
More subjective: defines a problem or condition from the point of view of those experiencing/experienced it.	More objective: offers experiential effects (interpreted by researchers) of a program on a problem or condition
Text-based	Number-based
More in-depth information on a limited case	Less in-depth but more extensiveness of information across many cases
Unstructured or semi-structured response options	Fixed response options

No statistical tests	Statistical tests are used for analysis
Can be valid and reliable: largely depends on skill and consistency of the researcher	Can be valid and reliable: largely depends on the quantity device or instrument used
Time expenditure lighter on the planning end and heavier during the analysis phase	Time expenditure heavier on the planning phase and lighter on the analysis phase
Less generalizable	More generalizable

Figure 3: Differences between qualitative and quantitative methods (Cleland (2015))

4.2.2 Case Study

A case study is “usually an in-depth description of a process, experience, or structure at a single institution”, Yang (2017). To answer a combination of what are the trends and challenges faced by uMgungundlovu District Municipality, this case study generally involved a mix of quantitative (usage statistics to measure trends of poverty in South Africa) and qualitative (interviews) data collection techniques. The researcher analysed the findings and used qualitative strategies to look deeper into the meaning of the trends identified in the secondary data.”

This research focused more on the issue of food security policy implementation using uMgungundlovu District municipality as a case study. The uMgungundlovu District Municipality accounts for about 13.5% of KwaZulu-Natal’s Gross Geographical Product and 14.5% of the Province’s formal employment, uMgungundlovu District Municipality is amongst 10 other District Municipality located in KwaZulu-Natal Province. uMgungundlovu District Municipality is surrounded by, iLembe, uMzinyathi, uThukela, Ugu and Sisonke District Municipalities. uMgungundlovu District Municipality is in Pietermaritzburg which is declared to be the Capital city of KwaZulu-Natal, this makes uMgungundlovu one of the busiest districts in the Province of KwaZulu-Natal. This district municipality is amongst the few fastest growing areas in terms of population, it estimated 932 131 people between 2001 and 2011 census headcount statistics revealed that numbers were increasing rapidly about 0,88% per annum, total population of 1 017763 people in 2011. Other sub-area includes renowned Midlands

Meander high potential agriculture areas, expansive rural settlements and small towns that serve the rural hinterland (Census 2011).

According to Malomane (2019), an estimated 42.3% of the population in UMDM is living in poverty (thus earning less than R200 a month), high dependency ratios and high expenditure on social grants, the district faces serious challenges to improve overall quality of lives. The high dependency ratio in the District [50.7 (per 100)] indicates an increased burden on the average adult because the needs of the dependents must be met by the rest of the adult population, (Malomane 2019). UMDM also targets relief to those in social distress and should include the enhancement of the health of communities, food security and the advancement of social capital. It is thus necessary to identify areas in the district most in need (e.g. areas with highest poverty levels, under-serviced areas etc.). Lucy (1997), indicated that the highest percentages of people in poverty are in the Richmond municipality (51.3%), Mpofana municipality (58.1%) and Mkhambathini Municipality (58.2%) (Lucy 1997).

UMDM IDP align sustainable household food security given the impact of climate change and rising costs associated with the production and transportation of food supplies, its further states that food security is very important aspect and should be safeguarded. Increasing risks in respect of food security due to increasing urbanization trends need to be addressed.

4.2.3 Research Method

Qualitative methods include focus groups, in-depth interviews, and analyses of documents for types of themes, more subjective because defines a problem or condition from the point of view of those experiencing/experienced it and it is more text based. This research used a qualitative approach as face-to-face interviews took place with municipality manager who oversee food security policy implementation. This study used both primary and secondary data collection, case studies were also used when collecting data. Primary data was originated from the interviews, while secondary data was obtained from books, journals and government document (uMgungundlovu IDP, Stats SA, Constitution of South Africa, Internet etc.).

4.3 Population study

Hungler (1999:37) discuss the population as a collective or total of the entire objects, topics or members that imitate to a set of stipulations. In this study, population of this study is

uMgungundlovu District Municipality, uMsunduzi Local Municipality and Department of Agriculture Experts in charge of food security implementation process during July 2018.

The eligibility criteria

These criteria require the characteristics that individuals in the population must possess in order to be involved in the study (Hungler 1999:278). The suitability criteria in this study were that the participants had to:

- An expert of food security
- oversee food security policy implementation
- be employee at Department of agriculture which is under uMgungundlovu District Municipality or be an employee of uMgungundlovu district municipality and oversee food security policy implementation.

The eligibility criteria

The eligibility criteria in this study were that the participants had to:"

- An expert of food security
- Overseer of food security policy implementation
- be employee at Department of agriculture under uMgungundlovu District Municipality

These principles stipulate the features that people in the population must have to be included in the study (Hungler 1999:278).

4.3.1 Sampling approach and sampling size

Sampling approach

According to, Fisher (2006), this is the best overall group of methods to use as the researcher can then use the most powerful statistical analyses on the results. Sampling can be used in two forms in statistics: there is probability sampling and non-probability sampling:

- **Probability sampling** generally uses random sampling systems to create a sample.

- **Non-probability sampling**, “systems use non-random methods like researcher judgment or any fitting sampling”.

As Fisher (2006) states that the main advantage of using non-probability sampling is that it is does not cost much and it is not time consuming compared to probability sampling, (Fisher 2006). Therefore It is very easy to use non-probability sampling and it is also used when you have small population to work with and it is impossible to use probability sampling. it is easy to use non-probability sampling and it is also used when you have small population to work with and it is impossible to use probability sampling. The main advantage of using non-probability sampling is that it is does not cost much and it is not time consuming compared to probability sampling. It is very easy to use non-probability sampling and it is also used when you have small population to work with and it is impossible to use probability sampling. Like any other methods there is a disadvantage of using nonprobability sampling, which is the impossibility of knowing how well one represented the population and confidence intervals and margins of error cannot be calculated, (Cleland 2015) .

Types of Non-Probability Sampling that will be used in this research, (Vehovar 2016):

- Purposive Sampling (based on determined): this is when the researcher choose to use the sample based on their personal knowledge about that population/study itself. Participants for the study are chosen based on the purpose of the study especially studying groups.
- Expert sampling (seeking 'experts'): the researcher uses this method drawn from the sample from a list of experts in the field. This method is very useful when seeking opinion of an expert.
- This was useful in targeting specific respondents for the study.

4.3.2 Qualitative Research Method

“Qualitative data collection methods play a significant role in impact evaluation by providing useful data to understand the methods behind detected results and assess changes in people’s perceptions of their well-being” (Tracy 2012). Qualitative research identifies nonconcrete ideas while quantitative research collects numerical data. This Qualitative Research investigated a small number of people, it succumbed them substantially the product itself, therefore, collected a great number of behavioural details on a small sample of

users. This study chose qualitative method based on its aims and methods that seem imprecise, (Garbarino 2009). Common criticisms of qualitative include:

- Samples are small and not necessarily representative of the broader population, so it is difficult to know how far we can generalise the results;
- The findings lack rigour;
- It is difficult to tell how far the findings are biased by the researcher's own opinions. (Bricki 2007).

These methods are considered by the following attributes:

- they lean towards open-ended and have less structured protocols, researchers may change the data collection strategy by adding, refining, or dropping techniques or informants.
- they depend more heavily on interactive interviews; participants may be interviewed quite a few times to follow up on an issue, simplify concepts or check the trustworthiness of data
- they use triangulation to increase the trustworthiness of their findings, researchers may rely on multiple data collection methods to check the validity of their results.
- usually, findings are not generalisable to any specific population, rather each case study produces a single piece of evidence that can be used to seek general patterns among different studies of the same issue

Spencer (2002), stated that "regardless of the kinds of data involved, data collection in a qualitative study takes a great deal of time". Therefore, the researcher recorded all possibly useful data carefully, precisely, and methodically, also drafted and audiotaped everything during the interview. The data collection methods detected the ethical principles of research.

The qualitative methods most frequently used in assessment can be classified in three broad categories:

- in-depth interview
- observation methods
- document review

4.3.4 Aim of qualitative method

Generally Qualitative methods aim to understand the experiences and attitudes of participants, (Carr 1994). These methods aim to answer questions about the 'what', 'how' or 'why' of a phenomenon rather than 'how many' or 'how much', which are answered by quantitative methods. The aim of this research was to understand how a participant within it observe an issue, that is why it used qualitative methods because it was more appropriate.

Samples in qualitative research are usually purposive. This means participants were selected because they were more likely to produce appropriate data for this study. It ensured that the sample was trustworthy and covered the main groups that the study was interested in, one strategy is a maximum disparity sample. Sample sizes was small in qualitative work.

The researcher generated data that was primarily in the form of words, not numbers, (Forman 2007). Although some of the most common data collection methods are different types of individual interviews and group discussions:

- **Interviews-** Interviews bear a resemblance to everyday conversations, even though they are focus on the researcher's needs for data. They differ from everyday conversation simply because the researcher is concerned to conduct them in the most rigorous way, we can to ensure trustworthiness and rationality, (Bricki 2007). the researcher and the reader of these findings can be as assured as possible that the findings reproduce what this research was set out to answer, it does not reflect the bias of the researcher, or a very nonconforming group.

In practical terms according to Dubois (2013) this means that our performances should aim to be:

- Reproducible: that is, other researchers, or anyone else could use the same topic guide to generate similar information;
- Systematic: ensured that researcher did not just picked interviewees or data that support their pre-existing ideas about the answers;
- Credible: the questions asked were reasonable ones for generating valid (or 'truthful') accounts of phenomena.
- Transparent: methods were printed up so that person who reads will see exactly how the data was collected and analysed,

- Topic guides
- Asking questions
- Interviewing skills (Dubois 2013).

4.4. Interviews

Qualitative methods, “such as interviews, are alleged to provide a 'deeper' understanding of social spectacles than would be attained from purely quantitative methods, such as questionnaires”, therefore, Interviews were most suitable. Where detailed perceptions were required from individual participants. The purpose of this research interview was to explore the understandings, knowledges, views and/or incentives of individuals on trends and challenges of food security policy implementation.

There are three fundamental types of research interviews:

- Structured • Semi-structured and
- Unstructured.

This research used Semi-structured interviews contain of quite a few key questions that helped in outlining the areas that were explored, also it allowed the interviewer or interviewee to deviate to follow an idea or response in more detail. This format offered participants some guidance on what to talk about which was helpful. The flexibility of this approach, mostly compared to structured interviews, it allowed detection or amplification of information that was more important to participants but that may have not been previously thought of as relevant by the research team.

Esterberg (2002) stated that, interviewing people needs a multifaceted set of skills, which are linked to the following principles:

- participants have valuable views and the ability to respond actively, positively and respectfully. Such an approach is not simply a courtesy, but will encourage fruitful discussions
- The researcher must direct a discussion rather than joining it. If the researcher expresses their own views it usually gives participants indications as to what to say

which may result into bias. Rather let the participants be confident, be open and honest about their own views

- Be prepared for opinions that may be unpleasantly critical of a topic which may be important to you.
- Be yourself. The researcher needs to be cheerful for participants to feel relaxed they need so see you at ease, (Esterberg 2002).

When interview schedule was created, it took into consideration the importance of asking questions that are likely to yield as much information about the study spectacle as possible and that addressed the purposes and objectives of this research. In this qualitative interview, good questions were open-ended, unbiased, sensitive and comprehensible. the best way that was used was to start with questions that participants were able answer easily and then proceed to more difficult or sensitive questions. This really helped in putting participants at ease, build up confidence and understanding and often produces rich data that later developed the interview further.

Before data collection, it is often wise to first confirm the interview schedule on several participants proper, because this allow the researcher to know if the schedule is clear, understandable and capable of answering the research questions, and if, therefore, any changes to the interview schedule are required. The length of interviews differs depending on the topic, researcher and participant.

4.4.1. Choosing an Interview Type for Qualitative Research

According to Statistics Solution researchers (2019), when conducting qualitative research, the researcher may have to decide on the best interview type that is best for that study and that it depends on the research design and what the researcher want to achieve. There are three different types of interviews: structured, unstructured and semi structured, (Statistics Solution 2019).

Semi structured interviews: These are interviews that use an interview protocol to help guide the researcher through the interview process. “This can include conversational features,

generally it is a directed discussion between the researcher and participant". According to Schmidt (2004), it ensured the structure (henceforth the name semi structured), it also offered the researcher with the skill to investigate the participant for extra details. the researcher chose this interview method, because it offers a great deal of flexibility for the researcher. There was no need for the researcher worry about requiring conducting several rounds of interviews because the interview procedure kept them focused on gathering all the relevant information that responded to their research question, (Schmidt 2004).

When face to face interviews was conducted, the interviewer and interviewee were directly reacted on what the other said or did. the interviewer focused more on the questions asked and the answers that were given. Especially since semi structured interview list was used, and the interviewer formulated questions as a result of the interactive nature of communication, Wengraf (2001:194) even speaks of "double attention", which means that

"you must be both listening to the informant's responses to understand what he or she is trying to get at and, at the same time, you must be bearing in mind your needs to ensure that all your questions are liable to get answered within the fixed time at the level of depth and detail that you need".

The Face to face interviews, "this type of interview can be tape recorded, with given consent/permission of the interviewee. There is an advantage when Using a tape recorder, the interview report is more precise than writing down notes. tape recording also carries with it the risk of not taking down notes throughout the interview." Taking down notes during the interview is significant to the interviewer, even if the interview is tape recorded:

- (1) To check if all the questions have been answered,
- (2) In case of broken tape recorder, and
- (3) In case of "malfunctioning of the interviewer", (Wengraf (2001:194).

4.4. Developing the interview

Kallio (2016) states that, prior interview appointment/ schedule, participants were informed and had knowledge of the study details and given declaration about ethical principles, such

as anonymity and confidentiality. This provided the participants with ideas of what they should have expected from the interview, increases the likelihood of honesty and is also a vital aspect of the informed consent process (Kallio 2016).

Interviews for this study took place in their workplace areas where both researcher and participants were free from distractions and during participant's teatime and lunchtime as it more appropriate for participants. For this study this may be at their workplace during their teatime or lunchtime. Whereas researcher had less control over the office environment, it helped to ease participants to relax and results were more fruitful during interview. The researcher created a relationship with participants prior interview which bared positive and effect results during the interview (Kallio 2016).

The researcher made sure that the interview was as productive as possible, researcher acquired collection of skills and techniques prior the interview which ensured that inclusive and illustrative data collected during the interview. most significant skills were being able to listen responsively to what was said, it played a role of participants verifying their experiences as fully as possible, without unnecessary" interruptions as Pedersen (2016) stated on his journal that, in order to develop an interview guide for the individual interviews that covered relevant thematic and dynamic dimensions, we found existing literature insufficient. Thus, we turned our attention to the benefit of the focus group method.

Participant were debriefed about the study after the interview has finished. Towards the end of the interview participants were asked if she was anything that they wanted to add, as this give the participants an opportunity to tackle some of the things relevant to the interview that were not dealt about during the interview session. This often led to the finding new, unexpected" information.

It is important that "all interviews are tape recorded and write out exact afterwards", as this guards against bias and offers a permanent record of what was and was not actually said. Frequently make 'field notes' during and immediately after each interview about observations, thoughts and ideas about the interview, as this can helpful in data analysis process.

4.6. THE SAMPLING PROCEDURE

The procedure of “picking a percentage of the population to represent the total population is identified as sampling” (Haber 1998:250). A total of 5 food security policy implementers out of 20, who oversee food security policy implementation in uMgungundlovu District Municipality was selected. Time and funds were saved by picking a sample to be studied rather than trying to study the whole population of food security policy implementers who oversee policy implementation in KZN. Obtaining data from the selected population of food security policy implementers as well as analysing and interpreting data would have been impossible to achieve in time and with the limited funds which were accessible for conducting this research. An over-all rule of the thumb is to continuously use the main sample probable. The bigger the sample the more demonstrative it is going to be, smaller samples produce a reduced amount of precise results because they are likely to be fewer demonstrative of the population (Haber 1998:263-264). As Breakwell (2006) stated that participants should not be forced to participate, therefore when conducting interview participants who are employees under uMgungundlovu District Municipality and who oversee food security policy implementation at the time when the researcher conducted interviews and who remained willing to be interviewed were involved in the sample, (Breakwell 2006).

- **Non-probability sampling**

Non-probability sampling is described as *“a method that was implemented which a is less dynamic usually produce less accurate and less illustrative samples than probability samples”* (Haber 1998:249. “Non-probability sampling indicates that not every element of the population has a chance for being included in the study sample, such as convenience (accidental), quota, purposive and network sampling procedures (Burn 2001:804). The non-probability sampling procedure might have limited the generalisability of the findings.”

Sample

A sample is defined as a subset of a population selected to contribute in the study, it is a portion of the whole, selected to participate in the study (Brink 1996). In this study, a subsection of 5 food security policy implementers were selected out of 20 total population of food security policy implementers in uMgungundlovu District Municipality. Convenience sampling was adopted. Scholars define a convenience sample as “the use of willingly available persons in a study”, De Vos (1998:199). The researcher discovered that it easy to get

participants, but the danger of bias is bigger than in a random sample, the reason is that each member of the population does not have an equal chance of being included in the sample.

The researcher sought to ensure that a wide selection of respondents was obtained.

a) Scheduling interviews

Just like research interviews, the schedule of interviews is usually no more structured than a loose schedule of topics to be conversed. When preparing for an interview schedule it is suggested to use the below two general principles:

- Questions should move from being a general question to being more specific question. There should be no generalization.
- Questions order should be more relevant to the research objectives. It should be about the issues that the research wants to investigate.

According to Mohamed (2014), there are several identified factors that are taken into consideration when planning the interviews for the study. The Interview Schedule were sent to the interviewee prior, the researcher obtained gate keeper letter from the manager of UMDMM, university school committee granted the researcher with ethical clearance to continue with the interviews. the participants of this study were notified on time about the study and questions to be asked to give them more time to prepare for the interviews, the interviews were relevant, and it followed the schedule as far as possible during the interview. Interview schedule date, time and venue were selected by each participant to make them feel comfortable; all participants confirmed to the interviews except one. On the dates of the interview the researcher produced all relevant document as a proof that she is registered student and this research was for academic purposes. Furthermore, the purpose of the study was clearly explained to the participants, participants were provided with research ethics.

b) Conducting interviews

These guidelines in planning an interview were used to set up and conduct face-to-face interviews with the District Managers of uMgungundlovu District Municipality. The researcher explained the focus of her master's thesis to each of the Managers and posed each of the

questions in the interview schedule. It is important to note here that the Interview Schedule was e-mailed to each of the managers before the interview in order to give them opportunity to respond fairly to the questions and seek information where necessary.

A table was created, and five interviews were scheduled for the managers, interviews with the managers were conducted and completed only one manager withdrawn her interview without giving any reason for withdrawing. Due to time and costs the research couldn't find another participant manager to fill the space of the withdrawn participant.

Each participant was asked to sign a consent form and was informed that their responses are confidential, they may remain anonymous and that they could withdraw from the interview if ever they feel they no longer want to take part. The researcher also asked for their consent to record their answers with the use of Audio recorder. The researcher compiled all interview responses within 15 days. The data collected are integrated and presented in Chapter Five. The table that follows indicates the managers approached for interviews, with the details of the dates, times and venue of interviews:

NAME	Position	DATE & TIME
Mr. Ntuli	District Manager: uMgungundlovu	2019/06/19
Mr.S. Myeni	Local Manager: uMgungundlovu municipality	2019/07/10
Mr Anonymous	District Manager: department of Agriculture manager.	2019/08/08
Miss anonymous	Department of agriculture deputy manager	2019/08/15
Madeleine Jackson	Manager local municipality	UNAVAILABLE

Due to the unavailability of one respondent, four interviews were conducted. Several further attempts were made to reschedule, but the respondent then indicated that she is unavailable for the interview.

4.5 Data Analysis

Qualitative data analysis is, first and primarily, “a process of inductive reasoning, thinking and theorising which is far removed from structured, mechanical and technical procedures to make implications from empirical data of social life” (De Vos 2011:359). According to (John 2016), Data analysis can be defined as a process of cleaning, converting, and demonstrating data to discover useful information for final decision-making. Whenever a decision is taken it is by thinking about previous experience or future based on what will happen when choosing that decision. It is basically analysing the past or future and making decisions based on it. For that research is done to collect data of then past or goals of municipality future. Now same thing analyst does for their research purposes, is called Data Analysis. At this phase of study, the researcher will do data lessening, presentation and clarification (Sarantokos, 2000:210). The aim of data analysis is to “transform data into an answer to the original research questions” and to carefully “consider data analysis strategies that will ensure that the design is intelligible, as the researcher matches the analysis to a particular type of data, to the purposes of the research, and to the research paradigm” (Terre Blanche 2006:52).

Qualitative data collected in this research is a non-numeric information because it was collected using interview transcript, notes and audio recording. Data collected in the field is categorised participants using conceptual analysis representing the theme or idea. According to Cocchiarella (1996:8) conceptual analysis and identification of concepts conceptual analysis in practice concerns distinguishing terms, analysing the understanding they refer to, and representing this. Primary data comparison was used to compare the findings of the interviews qualitative data collection method with the findings of literature.

For the municipality to do better or to ensure that the policy is implemented accordingly, all that needs to be done is Analysis. If the policy is not implemented correctly or if it not giving expected results, then analysts must look back and acknowledge the mistakes and plan again without repeating those mistakes. And even if the policy is well implemented and giving expected results, then analysts must look forward to ensuring that policy implemented give even best results. All that need to be done is analyse your research data collected and policy implementation processes.

Themes should preferably arise logically from the data, but at the same time they should also have a bearing on the research questions. Throughout the motion of emerging themes, the data should be coded. This entails “marking different sections of the data as being instances of, or relevant to, one or more of the themes” (Terre Blanche, 2006:324). Babbie and Mouton (2011:490) grasp the view that there is no one neat and tidy approach to qualitative data analysis. However, De Vos. (2011:249) point out that data analysis is a process to reduce the data to a comprehensible and interpretable form, so that the relationships of research problems can be studied and tested, and conclusions drawn.

The researcher thus followed to the subsequent recommended thematic analysis processes: •

Critically read the data collected to ensure that the researcher understands the importance of the data and get a sense of the whole;

- Categorise the collected data and organise them into a rational structure by breaking them into smaller text using keywords. In doing so, the researcher was able to lodge relevant data together;
- Code the qualitative data. Neuman (2014:344-348) and Saldana (2013:3-37) refer to this as a process to organise the raw data into conceptual categories such as concepts and themes which bring order to data;
- Code keywords that emerge from the data in alphabetical order;
- Assimilate and summarise the data. Subsequently, the researcher should write summaries on the data that develop from the literature that relate with the primary data;
- Check the data collected for reliability, rationality and dependability by linking the data to previous research. In doing so, the researcher was able to distinct the data that were pertinent to this research from the data could be excluded; and
- Present and discuss the findings of the data in an unmistakable and understandable way.

4.6 Research limitations

A sample of five interviews was planned. Unfortunately, one of the five participants withdrew without giving a reason. The researcher, in maintaining the ethical guidelines of the University, recognised the right of the potential participant, because a participant has the

right to withdraw from the study without giving any reason. Despite the withdrawal, enough information was obtained from the other respondents in order to answer the research objectives and questions.

4.7 Conclusion

This chapter has focused on the research methodology used in this study. In conclusion, this chapter outlined the sampling technique used in this research, a qualitative approach was appropriate to achieve this aim and explorative and descriptive research designs were used. Purposive sampling method was used because it is in line with the purpose of the study. The Chapter that follows provides an analysis of the data collected.

5. CHAPTER FIVE ANALYSIS

5.1 Introduction

The qualitative data collected from the interviews were recorded and summaries made which were combined to form the discussions related to the interviews. The data was analysed using thematic analysis. Several themes have developed through the analysis accordingly with the themes of this study. This Chapter presents the interpretation and analysis of data collected from the empirical study. The data is presented in line with the emerging themes from the study.

5.2 Analysis of the interview questions

Questions (presented in italics and in inverted commas in this section) were posed during the IDIs and the responses are presented for example as 'IDI P 1' (In-Depth Interview Participant 1) as was previously stated. The researcher took notes and a voice recorder was used during the interviews.

The interviews were all conducted in English. The participants' responses were transcribed in English and are reported exact here in the interest of authenticity. The participant's responses will be written in italics. The reader should note that the language was not edited. Also note that, for briefness and ease of reading, the three interview groups will be referred to as MDM (uMgungundlovu District Municipality Manager), MLM (Msunduzi Local Municipality Manager) and DAM (Department of Agriculture Manager) participants in some instances.

An interview was scheduled with participants, they were provided with interview questions prior to interview date to give them more time to prepare. Participants were provided with consent form and they were informed that the interview was being recorded with an audio tape. Below are questions and some of the answers from the interviews that took place on different dates.

5.2.1 Question 1: What guiding policy frameworks are you aware of that address food security in South Africa?

The responses to the *"guiding policy frameworks addressing food security in South Africa"* generally reflected the same view among all four participants. The participants were experienced and knowledgeable and they had commonality in their perceptions of the contribution by the

Constitution of South Africa, National Development Plans towards and other growth development plan that addresses food security and poverty alleviation. Below are some of their responses:

“In South Africa I think there quite a few frameworks that contribute to national food security one of them being the “White paper on Agriculture” the other being your national, provincial and local food security strategies and the third one being the panel that was formed by our newly elected president Cyril Ramaposa the panel on land reform and agriculture I think the panel will play an important role in food security. Constitution of South Africa, National Development plan, Land redistribution, agrarian reform and rural development.”

“Constitution of South Africa, National Development Plan, Land redistribution, agrarian reform and rural development. We use Constitution, Section 27(1) (b), specifically speaks about food security, but they still working on framework.”

The south African Constitution along with Agriculture and Health Acts that form part of Legislative framework ensures food security for south African citizens based on availability, accessibility, stability and utilisation of food. The implementation of the Integrated Food Security Strategy gave birth to many projects and programmes that focuses on helping the communities to have access to food. Food security is a human right that food should be all time accessible, available, stable and safe for all citizens. Projects and programmes of food security and poverty alleviation along with accountability and transparency as elements of human right must be of best paramount in this municipality to promote good governance.

5.2.2 Good Governance

Stakeholders consultation involves the development of constructive, productive relationship over the long term and stakeholders are generally divided into two groups (internal and external). Stakeholders’ engagement is very important and effective for improving policy implementation mostly for the methodology (Hutahaeen 2016). Stakeholders influence and are influenced by the policies; therefore, stakeholders play a vital role in the implementation of food security within uMgungundlovu District Municipality. Therefore, it is important to listen to stakeholders concerns and feedback because it is a valuable source of information that can be used to develop the project design and outcome of food security and poverty reduction and control external risks. As it was stated above participants do consult relevant stakeholders when implementing poverty reduction and food security.

“The municipality also works with various stake holders to address food security and alleviate poverty, as I mention that department of agriculture and the Agricultural Development Agency in Cascades. But I want to get into the point of RASET, you will remember that before Mr Sihle Zikalala became our Premier, he had an operation that was called ‘VULA’ under that operation there is RASETS, RASET is supposed to be implemented by the municipalities.”

“There are few that I am aware of in our municipality. It assists old/elderly women in rural areas with seeds and access to land to partake in subsistence farming. There are also presentations/trainings of different enterprises”.

“There are corporates that we want to upgrade and migrate from subsistence to commercial, so every year we request funding to support cooperatives from the ground level that are specifically focusing on food security.”

As the participants has stated that the municipality has challenges of funds the stakeholders fills the gap and helps the municipality to be accountable as the municipal must report manually to the stakeholders about the success of the projects, failure of the project and detailed use of funds. The municipality knowing that they are being monitored and needing the funds it encourages them to make sure that all projects are successful by meeting the targets of decreasing the poverty statistics and food insecurity. When the municipality is doing well in fulfilling projects aimed for food security and poverty reduction that means more stakeholders will be interested in funding municipal projects and that will be a success of food security and poverty reduction in uMgungundlovu District Municipality. Consultation has become a requirement in the successful development of public policy.

5.2.3 SETTING REALISTIC TARGETS

Targets enables the goal setter to focus on continuous improvement through setting targets that both challenging and realistic (Van Herten: 2000). The targets they set need to be something achievable, that means they must look at their budget and their resources and capacity and weigh if they are going to be able to fit which target.

“Initially, when we developed District Growth and Development Plan (DGDP) which is bases Provincial Growth and Development Plan, there were targets that were set. Especially in terms of employment opportunities, which were supposed to be distributed

to all districts and down to local government level so that we create those job opportunities that were earmarked by the plan, but we are struggling to achieve.”

“we do work towards specific targets as is set out in our National Development Plan and, we have the Integrated Development Plan (IDP) for our municipality. We work towards the targets and goals that we have stated in there. So yes, we do work towards specific targets and goals.”

“there are targets that are set for each financial year although it is not easy to meet those targets, but we do report quarterly on how far we with meeting are those targets.”

UMgungundlovu Municipality have the strategy to fight against poverty through food security, but they have challenges in implementing their food security due to various challenges e.g. funds. As the participants have stated monitoring done by stakeholders encourages them to meet their specific targets as they are accountable to report from time to time about the progress, they are making in all their food security and poverty reduction projects. It is rationality of progress, output and outcome indicators that lies at the centre of determining progress to the targets. all required to be measured if the casual link cannot be determined, for instance when process indicators improve, is there an improvement in outcome indicator?

5.4 Analysis of the Findings

In evaluating the trends and challenges of food security policy implementation and poverty alleviation in uMgungundlovu District municipality, it was found that the challenges are mostly surrounded by insufficient funds, incapacity of the District municipality workers and the climate hence the trends of poverty in this municipality are increasingly higher across KwaZulu-Natal, with specific reference to uMgungundlovu. The factor that was mostly blamed for these trends was lack of funding. Therefore, even if they create jobs and more food security projects and programmes there will be no funds to fund those projects/programmes, poverty and food insecurity remains problematic at this point.

These problems strengthen the need for the District municipality management in uMgungundlovu to be better equipped in order to successfully implement these policies that will decrease the trends of poverty and food insecurity that are rapidly increasing under their watch. They should able to prepare and address issues related to their employee’s capacity, corruption and also to the issue of funding on how they can work with the budget they have

and how they are going to recruit other stakeholder to be part of their food security and poverty alleviation programmes/projects. This requires specialised agricultural experts' efforts and stakeholders' investigations of financial records of the projects to maintain a proper use of funds. Initial valuations should be conducted to control sources of information, and targets should be reviewed as a matter of course to timeously show progress.

5.4.1 Policy Framework

The right to food is a fundamental human right that is deep-rooted by the Constitution of the Republic of South Africa (No 8 of 1996). The South African constitution encourages the administration to take all necessary precautions steps in allowing its citizens to have easy access to their own basic food needs. As participant to the Millennium Development Goals, government has devoted itself to achieve its goals and targets they have set out in the document. According to 2003 report by Rosegrant and Cline, it shows progressive objective results on the abolition of hunger, as good nutrition is vital for amended health and human capital results, (Rosegrant and Cline 2003).

As public policy term discusses the actions of government and the purposes that govern those actions (Cochran 2003), uMgungundlovu District municipality acts on behalf go the Government. Therefore, public policy exists within this municipality because as the agent of the government there are activities and initiatives, in place to resolve the issue of the trends of poverty in the municipality through introducing food security policy implementation that will alleviate poverty. As some scholars like Birkland who explained public policy as a sum of government activities, whether acting directly or through agents, as it has an influence on the life of citizens (Birkland: 2012).

The preferment of legal frameworks has led to better involvement of both political and social actors, this is validated by analysing the source of the laws. Although some are presented by the government and some are created within the congresses, in order to reinforce legal frameworks, an arrangement of presidential decisions have been acknowledged along with specific national policies, and some laws related to production and nutrition have been also permitted; which, provide acceptable support to fulfil the goal of eliminating food insecurity. This research found that participants has an understanding or knowledge of food security frameworks at different spheres of government. The National Development Plan is a common food security policy framework.

Coordination and coherence- true vision and “inclusive food security policy is a basis for coherent sectoral policies affecting food availability, accessibility, utilisation and stability (e.g. land policy and law, food safety policy, agriculture policies) (Boeninger: 1991). Participant 3 mentioned the presidential panel on land reform and agriculture and how this panel would be imperative in developing food security policies in uMgungundlovu District municipality, this shows that the government is actively seeking to amend the constitution specifically where it relates to food security. Therefore, this municipality from local to district and national level of government there are supporting policies that contribute to multiple challenges including but not limited to food security. The question of policy coherence in food security also arises between stakeholders who may pursue contradictory objectives.

5.4.2 PROJECTS/PROGRAMMES/INITIATIVES USED AS A FOOD SECURITY PLAN

This district municipality employ some project and programs to mitigate food insecurity. The food security components of these initiatives are mainly focused at subsistence farmers within the municipality as stated by interviewed participant. The interventions are in the form of funding for inputs such as seeds and arable land as stated by P1 and P4. Training and development of farmers in different agricultural enterprises is also done under programs, the intervention is in the form breaking down the socioeconomical barriers that prevent previously disadvantaged farmers from accessing the agricultural value chain in a meaningful manner through developing the business management aspect of farmers through trainings and mentorship thus making their farming enterprises more resilient and sustainable as inputs aren't given. According to participants of uMgungundlovu, support is usually aimed at old or elderly women as they are most active in agricultural production, also creation of jobs is aimed for youth in the poor communities. The local economic development strategy is used to source funding in collaboration with other state agencies such as the Agricultural Development agency, Ithala bank, RASET and the uMgungundlovu local development agency. participant P3 concurred with other participant in saying that all agricultural interventions by the municipalities contribute to food security. Therefore there are ongoing programmes that the municipality has put into action in fighting poverty and that are in line with food security plan as a means of reducing the trends and challenges of food insecurity in this municipality.

5.4.3 SUFFICIENT RESOURCES TO IMPLEMENT FOOD SECURITY PROGRAMMES

It was reported by the participants that municipality does not have enough resources to implement food security programs.

“The municipality does not have enough resources as we work with various stakeholders to address food security. Who are these stakeholders? They are; the Agricultural Development Agency (ADA) and the Department of Agriculture (DOA). We are depending on them because without them what you must remember the trick is here people that you are dealing with at the municipality are SMME’s which is a registered business and cooperatives that is also a registered business.”

The common factors affecting the ability of the municipalities to implement programs were the lack of financial resources to as well as insufficient human capacity to carry out the programs and ensure their completion. participant stated that at both local and district level there is a shortage of financial resources and even with a policy framework such as the Rural Development Plan there are insufficient resources to effectively implement. The municipality does have enough resources to implement programs, even though they do not have capacity on their own but through partnering with stakeholders their capacity is much better/ developed. Responses from participants contradicted one participant mention that through partnering with ADA and Department of Agriculture boost their capacity to implement policies as the Municipality, he further stated that they share responsibilities in assisting farmers (SMME’s and co-operatives) through trainings and facilitating applications for financial and input support from ADA and Department of Agriculture. Furthermore, there have been many successful farm claims proving that the municipality does have capacity. While the other participant had a different view stating that lack of financial resources and insufficient human capacity may contribute in their implementation challenges.

5.4.4 TARGETS/ OUTPUTS

uMgungundlovu District Municipalities work towards specific targets. participant identified policies and tools that are used to set targets, such as District and National growth Plan’s to set goals at district and national spheres of government. The plans main objectives are to create employment opportunities in all districts, but targets are not being met due to financial resource constraints. The municipalities employ the use of the IDP’s for local municipality targets, each employee has targets as per the service delivery budget implementation plan and if there was staff dedicated to food security the SDBIP could be used as a tool to measure food security service delivery. Therefore, in this municipality targets are set every financial

year and there are quarterly reports used to monitor the achievements or progress in meeting the targets.

“My thinking is that the reason behind why targets are not distributed their concern should be that once they distributed those figures the response will be, are you going to give us money to make sure that we achieve those targets? As I have indicated that finance is a serious issue at local government that is predominantly rural.”

As some participants has stated that funds are the main challenge, even though they set targets that is align with the budget but along the way they run out of funds that they had planned will carry them through to reach their goal. As the municipality their goal is to achieve food security and poverty alleviation in their municipality, by also creating jobs for unemployed youth, for them to achieve that target they must be smart and make sure they stick to their drafted plan. Policy implementation plays a vital role and for them to achieve that target, in this case if they need successfully implement a policy of food security and poverty alleviation that policy will help in continuous improvement of the municipality plan to alleviate poverty through food security. After they have implemented those food security and poverty alleviation polies, they must monitor them to see if they are serving the purpose. By setting realistic yet challenging targets each year, they will hit the balance they need to reach those goal by putting more effort in making sure targets are met.

Even though funds are the main challenge in uMgungundlovu District Municipality, the capacity of the employees that oversee these food security and poverty alleviation also play a crucial role in meeting the targets. Usually when you want to build a winning team you need to make sure every team member has the same vision and goal and you need to routinely monitor team members to assess whether they are all reaching their capacity roles. With employees with capacity of which is the potential ability to perform you are certain that they can be able to deliver what they are required to deliver at the time they are required to deliver. In the findings of this research, some participants hesitated rather unsure that employees do have capacity and that there are no programmes that are dedicated for employee’s capacity of which may be the challenge for them in meeting the targets. therefore, there may be funds, but it goes hand in hand with capacity of the employees in charge of food security and poverty alleviation programmes otherwise funds will be wasted.

5.4.5 MECHANISMS TO MEASURE TARGETS AND OUTPUTS

In uMgungundlovu District Municipality there are mechanisms that are employed to measure the degree to which targets have been met and these mechanisms all differ. As participants have stated that,

“The Provincial growth Plan states the targets, but the responsibility is on the officials to contribute towards achieving these targets as there is no official distribution of targets since employees would want a more financial resources to achieve the targets. The lack of financial resources is a serious hinderance owing to over 50% of the local municipalities being rural areas and dependent on equitable share as minimal revenue is earned through rates”.

The progress of the municipality food security programmes is measured quarterly through meetings with supervisors that check the work completed against the targets. Each officials' duties differ, and some monitoring mechanisms include; site visits to projects of co-operatives and SMME's, providing trainings and workshops in line with client's business needs. The trainings must be accompanied by supporting documentation such as attendance registers and an activity plan. Supervisors then check these supporting documents and cross reference the information by calling farmers at random to verify the validity of the stated trainings. also, projects have a variety of measurable end goals such as providing practical trainings, financial management and food aid relief trainings; thus, each project has specific goals that are measurable. A logical framework and an impact assessment survey are used in uMgungundlovu District Municipality to measure targets.

5.4.6 MONITORING AND EVALUATION

This research found that the Municipality uses various methods of monitoring and evaluating their implementation strategies for food security and poverty alleviation. One participant mentioned the use of a specific tool for monitoring and evaluation the SDBIP. This tool is used to monitor the allocated budget against the actual monies used. The SDBIP is also used by the auditors. Also, there is staff specifically designated to monitor and evaluate interventions.

“If we do have budget that has been allocated then we use what is normally called Service Delivery Budget Implementation Plan (SDBIP) where the political monitoring team ensures that implementation does take place. SDBIP is what

we normally use with regards to monitor implementation and that what even auditors use to monitor implementation at department levels.”

Future food security intervention strategies are implemented using this feedback gathered from previous monitoring to ensure that targets and goals are met, monitoring and evaluation process involves physical site visits that are at random at times as well as to validate the eligibility of that person to get assistance. Therefore, in uMgungundlovu District Municipality monitoring and evaluation of implementation strategies for food security is done the results of which have influenced a partnership with the Department of Agriculture to increase food gardens in rural and urban areas.

It is impressive to know that there are mechanisms for monitoring and evaluating the implementation of food security strategies. This provides the impression that the level of mainstreaming of monitoring and evaluation has taken place which Ijeoma (2012: 353) reflects to be very significant for policy implementation. This shows that despite the monthly or quarterly meetings being set up and conducted to check progress, some policy implementers do not see this as part of a monitoring and evaluation progress. This grants a serious gap for training and development opportunity which for Dassah & Uken (2006: 716) consider to be a serious part of attaining socio-economic development. Food Security Policy thus needs to depict agriculture and monitoring and evaluation as part of strategy intervention towards to achievement of good governance (IFAD 2013: 1). When the participants were asked if the Municipality have any accountability mechanisms that seek to monitor impact of projects aimed at poverty reduction and food security one responded by saying that *“councillors and ward committees does the monitoring and evaluation”*, another one said that *“our municipality relies on other stakeholders to implement poverty reduction and food security.”* This is in support of Guijt (2008) study, he states that monitoring in a useful and effective way, both stakeholders must be clearly determined.

5.4.7 CAPACITY

The findings of this study reveal that there is a lack of capacity in the staff of local government level hired to perform duties efficiently with regards to food security. The municipality staff involved in food security programmes/projects/initiatives are supposed to be competent in the knowledge of the work they do however, this does not mean they need to have a coherent understanding of the legislature related to food security this is the work of the manager who sets and plans duties for the implementers of food security initiatives.

“many people that work in local government especially LED they lack capacity, so I won’t say it cannot happen, that is doubtful that a person with no capacity can understand legislative framework.”

“some of the officers do not have a knowledge of the work they do. I shied away from using the term extension officers. Because some implementers have an educational backing in animal production and find themselves using general knowledge when faced with crop or vegetable production clients. Shortage of staff also means that staff are put into any vacant positions.”

When you develop budget requirements from IDP you follow all processes, first starting from IDP where people must indicate what they want at local government level. Then what you do, you take people’s needs you align them with those strategies to say, “What does your strategy say about this”, so that you won’t have a strategy that is not implemented. You align it in a way and then you come up with responsibilities for people in your department. But to answer your question directly, whether they know those legislations or not, but they rely in everything that I have given them is in line with the legislation. Secondly many people that work in local government especially LED they lack capacity, so I won’t say it cannot happen, that is doubtful that a person with no capacity can understand legislative framework.

The manager refers to the IDP documents to synergize the strategies highlighted in the IDP with peoples need and from this staff is assigned responsibilities and deliverables. The research revealed that uMgungundlovu District Municipality staff is underqualified and there is lacks relevant knowledge of implementing food security programmes. Furthermore, the shortage of staff means that staff are put into vacant positions for which they are not fully capacitated to perform diligently. One of the participants reiterated the fact that staff currently employed have a limited knowledge of the legislation and this in turn causes food security projects to fail.

“some other projects fail because due diligence wasn’t done properly. People never looked critically at what is needed and what legislation inhibits or prohibits development of that project. So, I’d say not all the staff are aware of legislation pertaining to food security.”

Those that do have the knowledge, said there is a lack in implementation of projects due to corruption within the government where land is allocated to politicians as well as the allocation of non-arable land to beneficiaries, there should be a compromise with white commercial farmers where they are still allowed to rent and produce on land so as not to negatively affect national food security. This research also found from the participants that there are indeed training programs that are utilised which focus on food security at a local and district level. The staff is developed through tertiary education as well as short courses, they also use a policy document called the United Nations Updated Comprehensive Framework for Action. Furthermore, they utilize the vast knowledge of the University of KwaZulu-Natal and National Department of Agriculture to capacitate staff and improve the quality of service that the municipality gives to farmers. through monitoring and evaluation done by the business unit within the municipality they were able to identify key shortfalls in farmers which are financial management skills, bookkeeping skills, compliance and leadership and the municipality will focus on these areas to improve food security.

5.4.8 OPENNESS & TRANSPARENCY

Ghaus- Pasha (2007) perceives transparency as act that is participatory, consensus adapted to, accountable, transparent, approachable, effective and well-organized, reasonable and comprehensive and follows the rule of law. uMgungundlovu municipality have systems in place to communicate the progress of food security projects. The progress of initiatives is communicated through publications that are annual performance reports.

“we do have publications that we send out. These are usually annual reports which give a true reflection of our success and failures and the way that we are going to work to achieve success in the future.” Furthermore, participant two agreed, *“there are platforms where stakeholders meet to discuss projects. We have the project steering committee that combines all stakeholders especially those in agriculture. Meeting objectives are to get challenges and successes of projects and identified people.”*

The communication that is made public is only on projects which have been successful and information on projects that have failed is only communicated internally. This strategic reporting though IDP is done for political reasons as the municipality does not want to seem as if it has failed under the scrutiny of opposition political parties even though the tools to measure the achievement of targets show negative results. This research revealed through conducting interviews that even though there are annual project reviews done in

uMgungundlovu municipality the negative results are neglected and do not feed back into changing the implementation of projects thus projects that are failing continue to be funded. Participants also state that there is a structure compromising of all stakeholders which is the steering committee. This committee critically evaluates the successes and challenges of agricultural initiatives and the results from this analysis feeds back into changing the current policies such as allocating staff to focus on the menu of the school nutrition program so that it runs more efficiently.

5.4.9. ACCOUNTABILITY

When the implementation of a policy inventiveness includes associating with other entities such as stakeholders, the responsibility of keeping records of important deliberations and of key decisions made, also the foundation of those decisions. This probable advanced the obtainable data to the implementers, on the practical considerations that went into policy design and what accomplishment looks like. Governance discussed the arrangements and practices which empowers entity to sets its directions and accomplish its operations in order to release its accountability duties and contribution in the success of expected outcomes. Governance covers many facets, as well as management, relationships, policies and control and accountability procedures.

When conducting interviews the researcher found that the municipality is not accountable but relies on other stakeholders to implement food security initiatives as there is no dedicated unit for food security within the municipality, they depend on councillors and ward committees monitor programs and report to the communities as the positive development of their projects puts them in good political standing in future elections. The mechanism that they have is used for accountability and that is monitoring and evaluation, this mechanic helps to monitor the use of municipality funds.

“Most of the people that monitors the programmes are honestly councillors in portfolio committees because that what enables them to demonstrate to people that they are doing something for them. So, it would be portfolio councillors and ward committees”. Adding on that another participant also mentioned that:

“municipal along with the department of Agriculture does the internal audit and external audit monitors the accountability of the municipality through

monitoring and evaluation also the stake holder does their own monitoring and evaluation to check if the funds serve the purpose they meant to fulfil and if they are not being misused. In a case where the money is finished before the project is being fulfilled the responsible manager of that project then compile a report to the superiors to report on why the project is not fulfilled and report in details about all the funds that have been used for that particular project.”

The projects that the municipality does together with stakeholders and Department of Agriculture does got mechanics of accountability which is monitoring and evaluation plus annual reports.

Government actors are called upon to be accountable and to show better-quality levels of performance by being transparent (Edwards, 2007). Consequently, refining accountability and transparency, is measured to have the potential to advance the amount to which government respond to the needs of its publics and should be an emphasis of any examination of good or bad governance. The Advancement of Access to Information composed with the Promotion of Administrative Justice Act makes provisions to fight against corruption by inspiring transparency among public servants. The challenge is to confirm that codes of conduct and ethics for the public service are part and parcel of day to day activities of public servants. For municipality managers, this needs reality acquainted with the guidelines within which they function (Mohamed Sayeed, 2014:262).

5.4.10 IMPLEMENTATION CHALLENGES

It is important to know challenges in order to be able to avoid challenges, well known challenges of implementation of policies are weak strategy, there should be separate indicators, clear timelines and specific roles for employees in charge of food security policy implementation, also make sure the targets are achievable.

One participant mentioned that *“there is a major lack in sectorial development within the municipality which will focus on the needs of the society in a specific area as well as the lack of expertise within the agricultural sphere.”* Furthermore, another participant added that *“there is corruption which is a major challenge as well lack of information dispersal which could either be intentional or ignorance by the municipality.”*

It is important also to have proper training for employees who oversee implementation of policies, these trainings equip employees with new skills which will benefit the municipality by preventing wastage of funds and strengthens employees' skills. It is evident that uMgungundlovu have this challenge this is taken from the interview conducted where participants stated that *"the major challenge is knowledge on farming, the municipality needs to have more experts within the agricultural field to assist farmers"*. Also, it was stated that farmers need to be trained on technical farming skills and made conscious of the decisions they make in production and consumption of food.

In uMgungundlovu District Municipality the findings show that, the resources in local government are limited and because most of the beneficiaries are in poverty stricken rural areas there is a greater demand for financial resources and projects are not implemented due to the lack of resources. Lack of resources the municipality should choose implementation strategy that is available and accessible. Furthermore, this study revealed that, motivated and competent staff is needed in the government to ensure that projects in rural areas are implemented successfully as lack of communication may result in disorganised team and extensive doubt. In addition, uMgungundlovu District Municipality manager added that, *"climate change is a major challenge in achieving food security as the seasons are unpredictable and there are irregular weather patterns that have a negative effect on farmers that plant according to the historical planting dates."*

Lastly the findings also revealed that the climate change and drought are also a big challenge that needs to be addressed for people to be able to produce food. There need to be mechanisms to produce food using less water and investigate producing with traditional systems as opposed to the commercial production system that is currently advocated by the government.

5.5 CONCLUSION

In this chapter an overview of data presentation and collection was provided, themes relating to the study were discussed. Desktop research, research questions and the data that was collected was analysed. Themes that related were those of food security, good governance, transparency, accountability, rule of law, monitoring and evaluation. The study purpose was

to investigate trends and challenges of food security policy implementation challenges: case study of uMgungundlovu District Municipality.

6. CHAPTER SIX CONCLUSION

6.1 Introduction

This chapter will present the conclusion and recommendations based on the research conducted, by focusing on the category and verification of the study the objectives. A summary of the findings is presented.

The following objectives guided this study:

- To investigate the current policy context for food security within South Africa and in the uMgungundlovu District Municipality.
- To examine the trends in food security and poverty in the uMgungundlovu District Municipality since 1994.
- To identify the current governance arrangements for food security policy implementation.
- To explore the food security implementation challenges of the uMgungundlovu District Municipality and identify opportunities for improved implementation.

Research Questions:

- Determine the status of food security policy arrangements in the uMgungundlovu District Municipality?
- What are the main trends in poverty and food insecurity relative to policy in the uMgungundlovu District Municipality?
- To what extent do the current governance arrangements in the District comply with the call for good governance?
- What are the main challenges in implementing the food security policies, programmes and strategy in the uMgungundlovu District Municipality.

Several conclusions were drawn from the interviews:

What guiding policy frameworks are you aware of that address food security in South Africa?

The findings reveal that the National Development Plan is the overarching policy framework guiding food security initiatives. Respondents responsible for the implementation of policy are aware of the relevant guiding frameworks. uMgungundlovu District municipality acts on

behalf go the Government, therefore, public policy exists within this municipality as an agent of the government institution there are activities and initiatives, that are in place to resolve the issue of poverty in the municipality through introducing food security that will alleviate poverty. Furthermore, it revealed that the presidential panel on land reform and agriculture and how this panel would be imperative in developing food security policies in uMgungundlovu District municipality, this shows that the government is actively seeking to amend the constitution specifically where it relates to food security. Therefore, this municipality from local to district and national level of government there are supporting policies that contribute to multiple challenges including but not limited to food security.

Are there any specific projects/programmes/initiatives that uMgungundlovu District Municipality use as a food security plan?

The findings of this study revealed that there are corporates that uMgungundlovu District Municipality want to upgrade and migrate from subsistence to commercial, so every year the municipality request funding to support cooperatives from the ground level that are specifically focusing on food security. There was an operation that was called 'VULA' under that operation there is RASESA, RASETA is supposed to be implemented by the municipalities. As LED who deal with all sectors the municipality is hooked up and put into RASETA. Furthermore, uMgungundlovu District Municipality identified corporative and SMMEs who are emerging farmers who are going to benefit in this programme. Before uMgungundlovu Economic Development Agency (MEDA) came into place, Msunduzi Local Municipality were the ones who were dealing with emerging farmers. Currently with MEDA the municipality is working with 5 corporative within the municipality who are ready to start the programme, they prepared their gardens and then if the criteria are to have a minimum of a hectare. This municipality have more than five programmes but there are only 5 that are active. all the work done; food security is a huge part of it. Although in some projects the municipality have profits and growth in mind but a percentage of the produce (vegetables etc.) that produced by the municipality farmers/ people the municipality and department of agriculture service is consumed and this contributes to food security. The income is used to purchase other food which further contributes to household food security and national food security at large. It assists old/elderly women in rural areas with seeds and access to land to partake in subsistence farming. There are also presentations/trainings of different enterprises.

Does uMgungundlovu District Municipality have a way of monitoring & Evaluating their implementation strategies for food security or other poverty related interventions?

Findings of the study reveals that uMgungundlovu municipality use what is normally called Service Delivery Budget Implementation Plan (SDBIP) where the political monitoring team ensures that implementation does take place. SDBIP is what the municipality normally use with regards to monitor implementation and that what even auditors use to monitor implementation at department levels. Few months back this Municipality distributed seedlings and as part of our monitoring and evaluation strategy and decided to do an unannounced random visit and they found everything in order. uMgungundlovu Municipality and uMsunduzi Local Municipality do not just give out inputs, but they do site visits to validate and sign contracts. Site visits are an important part of monitoring and evaluation.

The Department of Agriculture also does the monitoring and evaluation this is done by our staff. The department have specifically staff that are hired for monitoring and evaluation purposes, the information that is collated from the staff is then fed back into the department's plans going forward. Department of Agriculture make alterations as is indicated by the evaluation process. Although there is still lack of food security in rural areas and townships. There should be enough vegetable gardens on open lands in rural areas and townships not rubble, our municipality working together with department of agriculture have already have small garden in some part of the CBD open spaces, but that implementation isn't really working because no one is monitoring those gardens full time.

What do you think are the major challenge to achieve food security and poverty reduction in your community?

The study revealed that the bigger one is climate change must of uMgungundlovu District Municipality corporative use open farming and with the seasons that municipality have it is very difficult. Secondly the municipality do not have financial resources to do what they would like to do in terms of implementing all the programmes that they planned to achieve in that particular year. The manager from uMgungundlovu mentioned that in 2018 most of the people that planted dry beans in Richmond it was destroyed because the municipality their planting timeously.in this area bean season is in Sept to Dec or you can put the last one in Jan for the next four months. What happened in year 2018 there were heavy rains in March 2018, and it destroyed everything. So, climate change is a very serious problem in terms of food

security. Another challenge with the municipality is that it does not have sectorial development that will focus on the development of the society. This goes back to what was said before, of having specialised units within the municipality. uMgungundlovu District Municipality also need to have experts within the agricultural sphere. There should be a dedicated department to deal with the development of people. as soon as people realise that they should produce more and consume less and what they do consume should be locally produced such as locally produced vegetables, locally produced protein sources like chicken or beef and not things that are imported from other countries like Brazil or China (those places) that are not good for the people. people need more knowledge because food security is largely correlated with agriculture. In this municipality there should be, more education needs to go into conscious people on their agricultural activities, conscious people on agriculture and to take it that agriculture is just when you put a seed in the ground and that's that. It's a whole different animal on its own and you need to be strategic and you need to know what you are doing. So, in terms of food security I think it is more technical knowledge and more ecological aspects that people need to be taught about to achieve food security. Above all corruption of some of municipality officials and "red tape" of initiatives of the municipality. Only a select few will know of, this could be because of the ignorance or the municipality's intention.

As the findings of research have revealed that uMgungundlovu Municipality is having challenges in implementing food security policies. Main reason being insufficient funds, unavailability of resources, climate change, staff capacity and shortage of staff. The challenges become the barriers of implementation which results in poverty statistics increase rather than decreasing. The challenges that nationwide has are like the ones the municipality have. "Over the past 30 years emphasis has, however, shifted to concern about access to food on individual and household level. In addition, focus has increasingly moved away from the narrow notion of food to the broader concept of livelihoods. It has also become acceptable to use subjective perceptions of those affected by food insecurity in addition to objective criteria (Hart, 2009:9). According to Koch (2011), the innovative constitution of South Africa entrenches the right to adequate nutrition, and this is the basis of the national Integrated Food Security Strategy (IFSS)."

Does uMgungundlovu District Municipality have any accountability mechanisms that seek to monitor impact of projects aimed at food security and poverty reduction?

Accountability is an important element of good government. Research findings reveals that in UMDM, rely on other stakeholders in implementing poverty reduction and food security and most people that are concerned about such projects are politicians especially at ward levels, ward committees (portfolio committees), although UMDM work with entrepreneurs and cooperatives but it's not enough. UMDM is supposed to have a dedicated unit dealing with food security within the municipality and should have specialists for each sector. UMDM along with the department of Agriculture does the internal audit and external audit monitors the accountability of the municipality through monitoring and evaluation. As accountability is about the relationship between the state and its citizen, UMDM is responsible for service delivery of the citizens residing within uMgungundlovu therefore, UMDM take accountability of promoting food security and poverty alleviation. UMDM is revealed as the municipality with good governance because their conduct is being controlled and monitored. A politician, ward councillors/committees act on behalf of the citizens UMDM is held to account by its citizens. UMDM is obliged to offer information about performance, explain their decision making, and to validate conduct the findings showed that UMDM has accountability mechanisms that monitors all their conducts.

uMgungundlovu district municipality needs to strengthen the relationships with stakeholders and the municipality needs to have food security unit created within the municipality.

Furthermore, participants recommend that the municipalities need to critically evaluate feedback from monitoring and evaluation for policy change at higher tiers of government and more effort must be directed at training unemployed people in townships on subsistence farming on arable land within the community. In the issue of funding it was recommended that funding should be allocated to both small and large producers as the larger producers who have infrastructure will create more jobs aiding the alleviation of poverty. By looking at the participants' recommendation it quite clear that they have knowledge of what they do and what needs to be done to be able to decrease the trends and challenges of food security and poverty alleviation policy implementation, yet the challenges remain the same. The researcher recommend team building activities within this municipality because base on the responses of the participant it quite clear that they strive for same goal but the team is not

collaborated, if they can all team up, share ideas of improvement, saving funds and work together they can achieve their targets.

6.2 RECOMMENDATIONS

- **Recommendation one**

There is a need to improve and implement monitoring and evaluation of food security/poverty alleviation in uMgungundlovu District Municipality integrated development plan.

The municipality must strengthen relationships with stakeholders who deal with food security and have a unit which will be dedicated to specialising in food security and poverty alleviation projects and that must be part of their IDP. At local level the municipality need to carry on doing what they are doing and uMgungundlovu District Municipality need critically evaluate the feedback that they get from their monitoring and evaluation staff and that feedback needs to go to Provincial and National level in order for the National Strategic Plan to change or for this Municipality to input into that. This municipality need to critically evaluate the work they are doing and its impact on the masses that they work with.

- **Recommendation two**

uMgungundlovu District Municipality must improve and adopt new legislative frameworks to guide the programmes, projects and strategies for food security on their IDP.

The government needs to come up with legislative framework that is going to ensure development in implementation of projects and programmes, they must also include experts who oversee implementation of those projects and programmes as they are tasked with the responsibility of IDP goals. There is a relationship between food security and poverty reduction, the main reason the municipality engage in those programmes is because uMgungundlovu District Municipality witness poverty on ground and this municipality respond to requests from ward councillors and ward committees in terms of what they anticipate in their areas to alleviate poverty. There is a very close working relationship between the two.

- **Recommendation Three**

Implementation of projects, programmes and initiatives of food security/poverty alleviation within uMgungundlovu District Municipality must enhance the roles and impact of the elements of good governance.

The constitution of South Africa entrenched the right to food, it is a Human Right that food should be all time accessible, available, stable and safe for all citizens. Projects and programmes of food security and poverty alleviation along with accountability and transparency as elements of human right must be of best paramount in this municipality to promote good governance. The findings revealed that good governance have a vital role in achieving food security and alleviating poverty. Through these projects and programmes the municipality does have the elements of good governance.

- **Recommendation Four**

uMgungundlovu must make accountability and transparency a priority of the functioning and efficiency of initiatives, programmes and projects.

Government needs to know and understand its role and responsibility with regards to food security. There should be a good communication between the Municipality and its citizens. The municipality should enforce all Batho Pele principles that guide government institutions to ensure that there is a good relationship between the municipality and its people. Therefore, through accountability and transparency uMgungundlovu can reach their goal of food security for all poverty reduction.

6.4 LIMITATIONS

Access to respondents proved to be difficult. One of the managers who was identified as a suitable respondent, cancelled the interview without giving the reason and IDI P3 (DOAM1) was in a hurry during the interview which resulted in a rushed interview. However, sufficient information was collected in order to respond to the research questions and objectives.

6.5 Conclusion

Holistically, the purpose of this study was to examine trends and challenges of food security policy implementation observations of uMgungundlovu District Municipality and Department

of agriculture overseers of implementation of food security policies. It was thus important to identify the challenges that face these government institutions, given their mandates and approaches in dealing with trends and challenges of food security and poverty alleviation policy implementation. poverty remains the main challenge of many municipalities and it trends that is rapidly increasing because of failure in implementing food security policies in uMgungundlovu Municipality and across the country. However, the capacity of all municipality and department of Agriculture officials to respond to this matter effectively had to be looked at.

Although this study revealed good governance within uMgungundlovu the action of this government actor to provide it public with programmes and initiations the aim to reveal trends and challenges for the people under uMgungundlovu District municipality, although it was clear that some serious challenges still need to be addressed. Also, the challenge of capacity of the municipality officials which may also be the results of failure to meet the targets should be closely looked

This study expectantly emphasised several theoretical backgrounds by reviewing related literature on public policy implementation of food security and poverty alleviation challenge across South Africa, which may have applicability in many countries that experience similar challenges. However, due to the limited scope of the study in terms area of study (uMgungundlovu District Municipality) and sample population and size, it is acknowledged that the findings are not generalisable to South Africa as a whole.

In conclusion, food security policy implementation in this municipality should be reviewed and stakeholders should conduct adequate monitoring and evaluations of all funds of every programmes /project by closely looking at municipality quarterly/annual reports. On-going research into trends and challenges of poverty alleviation and food security policy implementation is essential to keep up to date of new trends and to respond effectively to food security policies. Constant research into other areas of poverty and food security will also be advantageous, as safety is key to the welfare and economic development of any nation.

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Interview Schedule

Job Title:

Date:

Time:

Questions:

1. What guiding policy frameworks are you aware of that address food security in South Africa?
2. Are there any specific projects/ programmes/ initiatives that uMgungundlovu District Municipality use as a food security plan?
3. In your opinion, does your department and municipality have sufficient resources to implement these programmes?
4. Does the uMgungundlovu District Municipality work towards specific targets or out puts?
5. Are there mechanisms to measure these?
6. Does the uMgungundlovu District Municipality have a way of monitoring & evaluating their implementation strategies for food security or other poverty related interventions?
7. In your opinion do the implementers of food security/ poverty reduction initiatives have sufficient knowledge of the legislative frameworks within which they operate? Why?
8. Are there systems in place to communicate successes and/ or failures in project interventions?
9. Does the uMgungundlovu District Municipality have any accountability mechanisms that seek to monitor impact of projects aimed at poverty reduction and food security?
10. Are there training programmes that highlight the global...national and local priorities for food security and poverty reduction?
11. What do you think are the major challenges to achieving food security and poverty reduction in uMgungundlovu District Municipality?
12. In your opinion, what can be done at the municipal level to improve the government's ability to reduce poverty and achieve food security for all?

The Msunduzi Municipality
OFFICE OF THE MUNICIPAL MANAGER

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Pietermaritzburg
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(033) 392 2882

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3201
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Enq: M C Jackson

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E-mail: madeleine.jackson@msunduzi.gov.za

8 November 2018

Dear Nokubonga Mbatha
As per email: mbathayolanda22@gmail.com

TRENDS AND CHALLENGES OF FOOD SECURITY POLICY IMPLEMENTATION

Your correspondence regarding the above has reference.

Please be advised that you hereby granted permission to conduct your research within Msunduzi Municipality, subject to the following conditions:

- (i) Letter from your institution confirming ethical clearance;
- (ii) Ensure that the Office of the City Manager is informed when you commence your research in the municipality.
- (iii) You will forward a copy of the completed research report to the Office of the Municipal Manager, c/o Ms. Madeleine Jackson as per the above contact details;
- (iv) None of the information and/or findings obtained during the research project will be used to construe the Municipality in a negative light and/or against the Municipality in any court of law.
- (v) The municipality will not be responsible and expected to provide resources for your study such as transport, research assistants, etc.
- (vi) The municipality must be informed of any publication or paper that will be published or presented containing municipal information.

I trust the above is in order

Sincerely,

MADELEINE JACKSON
SENIOR MANAGER: OFFICE OF CITY MANAGER

OFFICE OF THE CITY MANAGER

Telephone/uCingo: 033 3922002
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23 May 2019

Ms Nokubonga SC Mbatha 211549958
School of Social Sciences
Howard College Campus

Dear Ms Mbatha

Protocol reference number: HSS/0221/019M

Project Title: Trends and challenges to food security policy implementation: a case study of uMgungundlovu District Municipality.

Full Approval – Expedited Application

In response to your application received 28 February 2019, the Humanities & Social Sciences Research Ethics Committee has considered the abovementioned application and the protocol has been granted **FULL APPROVAL**.

Any alteration/s to the approved research protocol i.e. Questionnaire/Interview Schedule, Informed Consent Form, Title of the Project, Location of the Study, Research Approach and Methods must be reviewed and approved through the amendment /modification prior to its implementation. In case you have further queries, please quote the above reference number. PLEASE NOTE: Research data should be securely stored in the discipline/department for a period of 5 years.

The ethical clearance certificate is only valid for a period of 1 year from the date of issue. Thereafter Recertification must be applied for on an annual basis.

I take this opportunity of wishing you everything of the best with your study.

Yours faithfully

.....
Dr Shamila Naidoo (Deputy Chair)

/px

cc Supervisor: Dr M Sayeed
cc. Academic Leader Research: Prof M Naidu
cc. School Administrator: Ms N Radebe

Humanities & Social Sciences Research Ethics Committee

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