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SECURITY IN SOUTH AFRICA

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AGP	The Agriculture Growth Programme
CAISAN	Inter-Ministerial Chamber on Food and Nutritional Security
CASP	Comprehensive Agriculture Support Programme
CCI	Contemporary Community Investment Programme
CNSAN	National Food and Nutrition Security Conferences
CONSEA	National Council on Food and Nutrition Security
DAFF	Department of Agriculture, Forestry and Fisheries
DBE	Department of Basic Education
DCOG	Department of Co-operative Governance
DHET	Department of Higher Education and Training
DOH	Department of Health
DOL	Department of Labour
DPME	Department of Performance Monitoring and Evaluation
DRDLR	Department of Rural Development and Land Reform
DSD	Department of Social Development
DST	Department of Science and Technology
DTI	Department of Trade and Industry
EBIA	The Food Insecurity Scale
EDD	Economic Development Department

FAO	Food and Agricultural Organisation
IFSNTT	Integrated Food and Nutrition Security Task Team
IFSS	Integrated Food Security Strategy
ITWG	Intergovernmental Working Group
LOSAN	Organic Law on Food and Nutrition Security
MDG	Millennium Development Goals
MDS	Ministry of Social Development and the Fight against Hunger
NCC	National Coordinating Committee
NSNP	National School Nutrition Programme
PAA	National Food Acquisition Programme
PNAE	The National School Meals Programme
PNSAN	The National Food and Nutritional Security Policy
PRONAF	National Programme for Strengthening Family Farming
SAGI	Secretariat of Evaluation and Information Management
SALGA	South African Local Government Association
SASSA	South African Social Assistance Agency
SAVAC	South African Vulnerability Assessment Committee
SDG	Sustainable Development Goals
SISAN	National System for Food and Nutrition Security
SISVAN	Food and Nutrition Security Surveillance

UNICEF   United Nations International Children's Emergency Fund

WFS   World Food Summit

WHO   World Health Organisation

Abstract

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*, 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. Access to adequate food is one of the pillars of food security, interrelated with food availability, food utilisation and stability of food supply. The approval of the *National Policy on Food and Nutrition Security* and the *Household Food and Nutrition Security Strategy* in 2013 by Cabinet indicates a commitment by government to promote the eradication of hunger and the achievement of food security. There is, however, fragmentation in the current and proposed institutional arrangements applicable to food security in the above-mentioned policy and the strategy.

This thesis advocates for a coordinated approach in the implementation of the *National Policy on Food and Nutrition Security*, as the guiding framework for maximising synergy between government departments and civil society. The study investigates the extent to which the current policy context for food security in South Africa promotes multisectoral coordination, through an assessment of the relationship between the Department of Agriculture, Forestry and Fisheries, the Department of Basic Education, the Department of Trade and Industry and the Department of Social Development as lead departments for food security in the *Integrated Food Security Strategy*, 2002. The study follows a qualitative research approach, through the use of interviews, documents and archival records, in order to identify the challenges to multisectoral coordination in policy and programme implementation.

The key findings of the study are that there is recognition by government of the multisectoral nature of food security, which necessitates collaboration between multiple role-players in all three spheres of government. The challenge, however, lies in the formulation of the *National Policy on Food and Nutrition Security*, as well as the

implementation thereof. The lack of clearly defined indicators for monitoring and evaluation of the multiple pillars of food security present a challenge in policy formulation, implementation and evaluation. The assignment of a convening role for multisectoral platforms to a sector department is identified as a limitation to effective multisectoral coordination. The study identifies international benchmarks using Brazil and Ethiopia as case studies from which South Africa can learn, with regard to the implementation of the *National Policy on Food and Nutrition Security*.

The research proposes a multisectoral public policy framework for food security in South Africa, in order to promote the coordination and collaboration of the various government departments that are responsible for implementing programmes applicable to food security. The framework highlights the importance of the participation of civil society, the private sector and non-governmental organisations in the implementation of a policy that aims to address the four pillars of food security.

CHAPTER 1

INTRODUCTION AND BACKGROUND

1.1 INTRODUCTION

The right to access to adequate food is universally regarded as a basic human right as reflected in the *United Nations Declaration on Human Rights*, the 1996 *Rome Declaration on World Food Security* and the United Nations Sustainable Development Goals to be achieved by 2030. Countries have committed themselves to eradicate extreme poverty and hunger by half and to develop strategies to address food security nationally, regionally and globally. Goal Two of the Sustainable Development Goals (SDGs) is to end hunger, achieve food security and improved nutrition and promote sustainable agriculture. South Africa has, by becoming a signatory to the *Universal Declaration on Human Rights,* the *Rome Declaration on World Food Security* and the Sustainable Development Goals, committed itself to find ways and opportunities to achieve and promote the attainment of food security. According to the Food and Agricultural Organisation, World Food Programme and International Fund for Agricultural Development (2015:12), 795 million people in the world were undernourished in the period 2014-2016. In 2015, the progress towards the achievement of the Millennium Development Goals (MDGs) and the World Food Security (WFS) targets were assessed, and the results reveal that Sub Saharan Africa remains the region with the highest prevailing rates of hunger in the world (Food and Agricultural Organisation et al. 2014).

The MDGs were agreed upon by 189 nations who pledged to free people from the multiple deprivations and also agreed that individuals have the right to be free from hunger. The MDG Goal One has three aims: halving global poverty, achieving full and productive employment and decent work for all and cutting the number of people who suffer from hunger by half by 2015.

The *Rome Declaration on World Food Security,* 1996, requires each country to implement a strategy in line with its resources and capacities to accomplish its individual goals, while simultaneously collaborating regionally and internationally in order to provide joint solutions to universal issues of food security (Food and Agricultural Organisation 1996). This thesis is focused on South Africa's efforts to achieve and promote food security. The thesis is based on the premise that food security is multisectoral in nature and requires the collaboration and coordination of multiple sectors in policy formulation, implementation and evaluation. The study aims to investigate the extent to which multisectoral coordination is evident in the current policy framework for food security in South Africa. The research focuses on the public policy context for food security in South Africa and aims to develop a multisectoral public policy framework for food security. This chapter of the thesis will introduce the research, and provide the motivation for the research as well as the background to the study. A description of the problem statement will be provided and the research methodology and the research objectives to be used in the study will be explained. The clarification of key concepts and terms that will be used in this study will also be provided in this chapter.

1.2 BACKGROUND TO THE STUDY

There is no standard definition for food security. It is a broad term defined in different ways. The United Nations Food and Agriculture Organisation refers to food security as "access by all people at all times to the food required for a healthy life". The *Integrated Food Security Strategy,* 2002, defines food security as "the physical, social and economic access to sufficient, safe and nutritious food by all, to meet their dietary and food preferences for an active and healthy life". For the purpose of this research, food security is defined as "when all people, at all times, have physical and economic access to sufficient, safe and nutritious food to meet their needs". This definition is consistent with the definition as reflected in the National Development Plan. This definition is also the definition of food security as stated in the *Rome Declaration on World Food Security,* as agreed to by sixty member states at the World Food Summit in Rome, of

which South Africa is a signatory. Food security consists of four pillars: access to food, availability of food, utilisation of food and stability of food supply.

Food security in South Africa can be contextualised as one of the key points highlighted in the National Development Plan and a constitutional right in terms of Chapter Two of the *Constitution of the Republic of South Africa*, 1996. Section 27(1) of the *Constitution of the Republic of South Africa*, 1996, entrenches the right to basic water and food to all citizens, Section 28(1) states that every child has the right to basic nutrition and Section 35(2) entrenches that every detained person and sentenced prisoner has access to basic nutrition. The *Constitution of the Republic of South Africa, 1996,* also sets the requirement that the country must take reasonable and realistic measures with the resources at its disposal in order to accomplish the realisation of the Bill of Rights. The Government of South Africa has a constitutional obligation to provide access to adequate food to its citizens. Food security consists of three proportions, firstly to ensure that there is sufficient supply of food nationally and in households. The second proportion is the stability of food supply and lastly each household should have access to enough food (Saheed and Pillay 2013:92).

This research focuses on South Africa's efforts towards the achievement of food security, with specific focus on the implementation and coordination of food security programmes in South Africa. The research is based on the premise that food security is multi-faceted and should be addressed through a multisectoral approach, due to the four pillars of food security: food availability, food utilisation, food stability and food access. Malan and Van Rooyen (2010:122) state that the complexity of food security issues demands that a comprehensive and multisectoral approach be developed in the implementation of programmes and policies. The multi-dimensional nature of food security necessitates an approach that requires the coordination of different sectors at different spheres of government. This research aims to develop a multisectoral framework for the implementation of food security programmes in South Africa.

The study aims to provide an analysis of the public policy context for food security in South Africa, through an investigation into the coordination of programmes, policies and policy actors provided by the Department of Agriculture, Forestry and Fisheries (DAFF), the Department of Basic Education (DBE), the Department of Trade and Industry (DTI) and the Department of Social Development (DSD). Within the discipline of Public Administration, this study aims to develop a multisectoral public policy framework for food security in South Africa, through a case review of international best practice of different approaches to multisectoral coordination of public policies pertaining to food security.

The thesis is aimed at investigating the challenges in the coordination of multisectoral platforms for food security in South Africa. In light of the multisectoral nature of food security, the scope of the research is limited to the strategies and the *National Policy on Food and Nutrition Security* that have been approved by Cabinet. Approval by Cabinet is significant, as the strategies and policy are recognised as the official policy framework applicable to food security in South Africa. The *National Policy on Food and Nutrition Security*, the *Household Food and Nutrition Security Strategy* and the *Fetsa Tlala Production Initiative* were approved by Cabinet in 2013, and therefore constitute the policy framework on which this study is based.

The *National Policy on Food and Nutrition Security* was introduced as a result of the different government programmes that were being implemented to assist citizens in dealing with the challenges of poverty and inequality. These programmes include school feeding schemes as well as child grants, disability grants, foster care grants, free health care services for children, and the community public works programmes. The *National Policy on Food and Nutrition Security* aims to firstly provide an overarching framework to guide the coordination of different programmes that are implemented, in order to contribute to the achievement of food security in South Africa. Secondly, it aims to promote synergy between government departments and civil society in implementing programmes, and lastly it aims to understand the boundaries of the parameters of

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South Africa's international obligations (Republic of South Africa 2013(b):4). The *Household Food and Nutrition Security Strategy* is focused on providing a framework to ensure household-level food and nutrition security. Four pillars of food security are outlined in the *National Policy on Food and Nutrition Security*. Each of these pillars is implemented by a cluster of government departments.

1.2.1 Food availability

Food availability is regarded as the effective and continuous supply of food at both the national and household level (Integrated Food Security Strategy 2002). The National Development Agency (2013:3) identifies food availability as the production and procurement of adequate, sufficient measures of food available on a continuous basis. Food availability is affected by market conditions and the production activities of the agricultural sector. The agricultural sector is a key sector contributing to the availability of food in South Africa, both for individuals and households.

Family farming is an essential method of reducing poverty and hunger. Globally a high number of the poor live in rural areas and family farming is predominant. Through engaging in family farming and smallholder agriculture, land and labour productivity increases and has positive effects on the livelihoods of the poor by increasing food availability and increasing family income. 90% of the 570 million farms worldwide are managed by an individual or a family which produce 80% of the world's food (Food and Agricultural Organisation et al. 2015). It is of importance for public policies to identify the range of the challenges faced by family farms that are required to ensure food security. There is a link between availability of food and access to food. Farmers, through food production, can consequently gain more income and promote access and availability.

Food availability depends on the ability of a country to import, store, process and distribute food. The DAFF is the lead department in terms of ensuring availability of food in South Africa. Food availability takes place when a country has adequate

quantities of food available on a regular basis, both nationally and in households (Du Toit 2011:2). In South Africa, households and individuals are involved in agriculture for a number of reasons that indicate the contribution of the agricultural sector to food security. Figure 1.1 depicts the main reasons for agricultural involvement in South Africa.

Figure 1.1: Percentage distribution of the main reasons for agricultural activities by province, 2015

	WC	EC	NC	FS	KZN	NW	GP	MP	LP	RSA
■ Main source of income	4,9	0,8	12,7	3,6	0,7	6,3	1,1	2,0	1,2	1,8
■ Extra source of income	3,2	3,9	19,5	4,9	3,1	26,4	6,5	4,2	3,1	5,1
■ Leisure activity	50,8	5,3	5,1	1,8	7,6	6,0	20,3	6,5	1,5	6,8
■ Main source of food for the household	5,9	5,5	8,9	13,3	17,2	3,4	16,5	9,7	0,9	8,3
■ Extra source of food	35,2	84,5	54,0	76,5	71,4	58,0	55,5	77,6	93,2	77,9
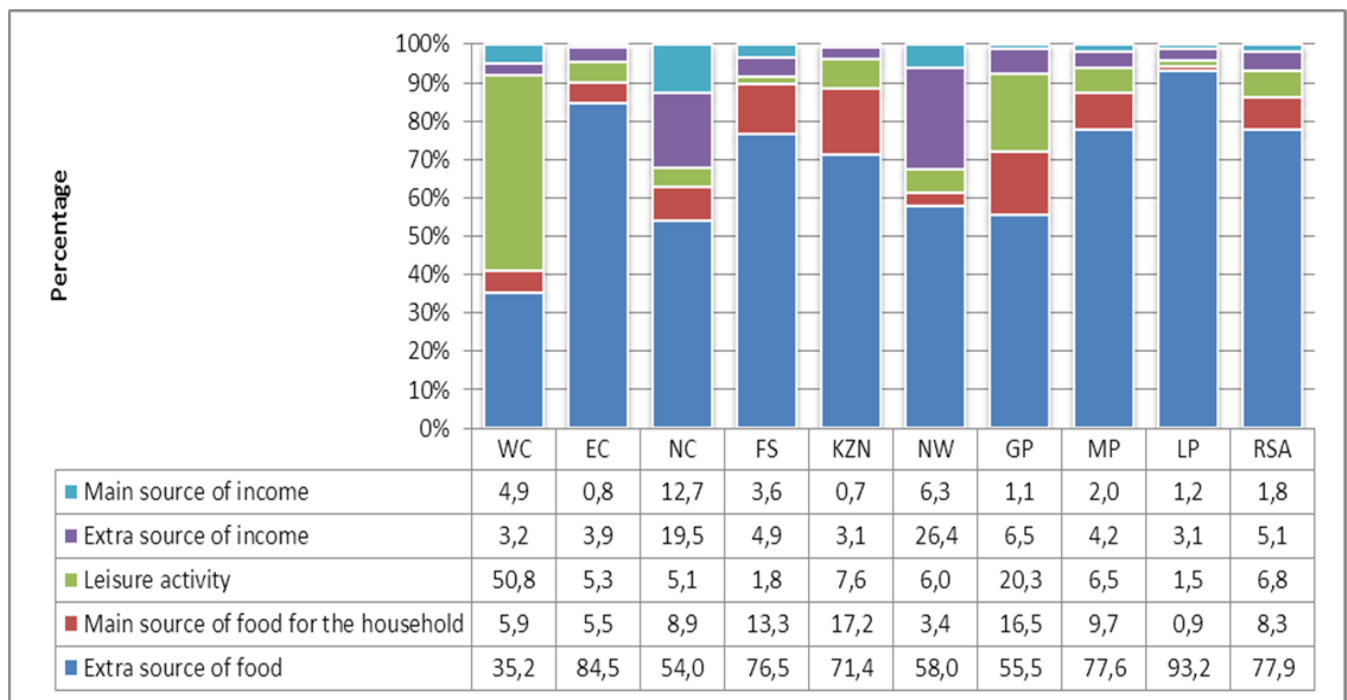
Source: Adapted from Statistics South Africa (2016:61)

According to Statistics South Africa (2016:60), 18.13% of the households in South Africa participate in agricultural activities. The reasons for the participation of households in the agricultural sector differ. These reasons identified are as a leisure activity, as an extra source of income, as an extra source of food and as the main source of food. In South Africa, 77.9% of the population engage in agricultural activities as an extra source of food, 5.1% utilise agricultural activities as an extra source of income, 1.8% of households engage in agricultural activities as the main source of

income and 8.3% of households in South Africa undertake agricultural activities as a central source of food (Statistics South Africa 2015:61). As indicated in Figure 1.1 the agricultural sector is significant in ensuring the availability of food in South Africa.

The DAFF is the department responsible for the administration and management of the agricultural sector. The *National Policy on Food and Nutrition Security* identifies three main elements related to food availability: investment in agriculture, the provision of support for food production and storage and distribution networks. The DAFF is referred to as the lead department which is responsible for the implementation of the *Fetsa Tlala Production Initiative* (Department of Agriculture, Forestry and Fisheries 2013:7). The *Fetsa Tlala Production Initiative* is an overarching framework that aims to maximise synergy between the different strategies and programmes aimed at achieving food security. The aims of the initiative are to end hunger by 2030; increase the availability and access to locally produced products as well as create job opportunities and opportunities for SMME development (Department of Agriculture, Forestry and Fisheries 2014). The functions of the Department of Agriculture, Forestry and Fisheries in terms of food security are:

- To set the National Food Security Policy Framework norms and standards;
- To formulate and administer food security legislation;
- To support and review relevant national policies; and
- To co-ordinate the promotion and implementation of food security policies in the regional, national, provincial and local sphere (Department of Agriculture, Forestry and Fisheries 2013).

The above-mentioned functions indicate that the DAFF is the department responsible for ensuring coordination between multiple stakeholders with specific reference to policies that impact on food security in South Africa. The role of DAFF as a coordinator of other departments in terms of the implementation of programmes related to food security is evident in the assignment of the role of the lead department to DAFF under the IFSS.

The key programme that is identified in the *Integrated Food Security Strategy*, 2002, is the Comprehensive Agriculture Support Programme (CASP) which is implemented by the DAFF. The CASP aims to provide assistance to those suffering from hunger and vulnerable groups, small scale farmers, household food producers and those who benefit from land reform programmes.

The DAFF (2014:43) states that the purpose of the Food Security Programme is to facilitate and promote household food security and agrarian reform programmes targeting subsistence and smallholder producers. The Food Security Programme aims to:

- facilitate the development of smallholder producers;
- provide infrastructure;
- provide national frameworks to promote sustainable livelihoods;
- promote the national food production programme by improving production systems of subsistence, smallholder and commercial producers in the agriculture, forestry and fisheries sector to achieve food security livelihoods.

The first pillar of food security, food availability under the IFSS, as well as in the current policy framework, is impacted on by the activities of the DAFF. The DAFF is one of the case study departments selected for the purpose of this research.

1.2.2 Food access

The second pillar of food security is food access according to the *National Policy on Food and Nutrition Security*. "Food access refers to the availability of sufficient resources to obtain appropriate foods for a nutritious diet. Food access relates to promoting sustainable farming practices, enabling access to land for agricultural production and employment for income generation, promoting agriculture and implementing social protection measures for the poor and vulnerable". Access to food is dependent on two factors: economic access and physical access (The Food and

Agriculture Organisation et al. 2013:20). The Food and Agriculture Organisation et al. (2013:20) identifies the following factors as determinants of economic access to food: the income that households and individuals have at their disposal, the fluctuations in the prices of food and the way in which individuals and households have access to social assistance. Economic access to food is also determined by people's ability to buy food. Physical access is determined by the infrastructure that is available in terms of roads, railways and ports of entry. According to the *National Policy on Food and Nutrition Security*, South Africa is able to produce sufficient food and is able to import the food that cannot be produced within the country, in order to provide enough food to its citizens. The National Self-sufficiency Index indicates that South Africa is self-sufficient in maize, sugar, citrus, fruit, vegetables, milk and chicken (Du Toit 2011:8). Food access is one of the pillars of food security and therefore the inability to access adequate food is a challenge to household food security. South Africa faces a challenge at the household level, where there are households that do not have access to adequate food. The challenge in fighting hunger should take into consideration the commodity prices, high food and energy prices, a high rate of unemployment and the recessions that accrued in 1990 and in 2008. There have also been frequent weather events and natural disasters and these have hampered efforts to enhance food security.

These are indications of the multidimensional nature of food security. One pillar of food security has an impact on the other pillars, in that if there is no food available, the ability of citizens to access food is limited. Internationally as well, political instability and civil wars have hampered food security by leaving people displaced globally (Food and Agricultural Organisation et al. 2014:14). Social protection contributes to a decrease in hunger and malnutrition through the provision of income security and access to better nutrition, healthcare and education. Social protection enhances the capacity of the poor to participate in the process of economic growth through access to employment. Figure 1.2 depicts the percentages of households that experienced food adequacy or inadequacy in South Africa in 2015.

Figure 1.2: Percentage of households that experienced food adequacy or inadequacy by province, 2015

	WC	EC	NC	FS	KZN	NW	GP	MP	LP	RSA
■ Food access severely inadequate	6,6	6,3	12,9	6,8	6,8	12,5	3,2	11,4	1,7	6,1
■ Food access inadequate	17,4	22,1	18,4	18,0	18,5	26,6	12,8	20,3	6,5	16,7
■ Food access adequate	76,0	71,6	68,7	75,1	74,7	61,0	84,0	68,3	91,8	77,2
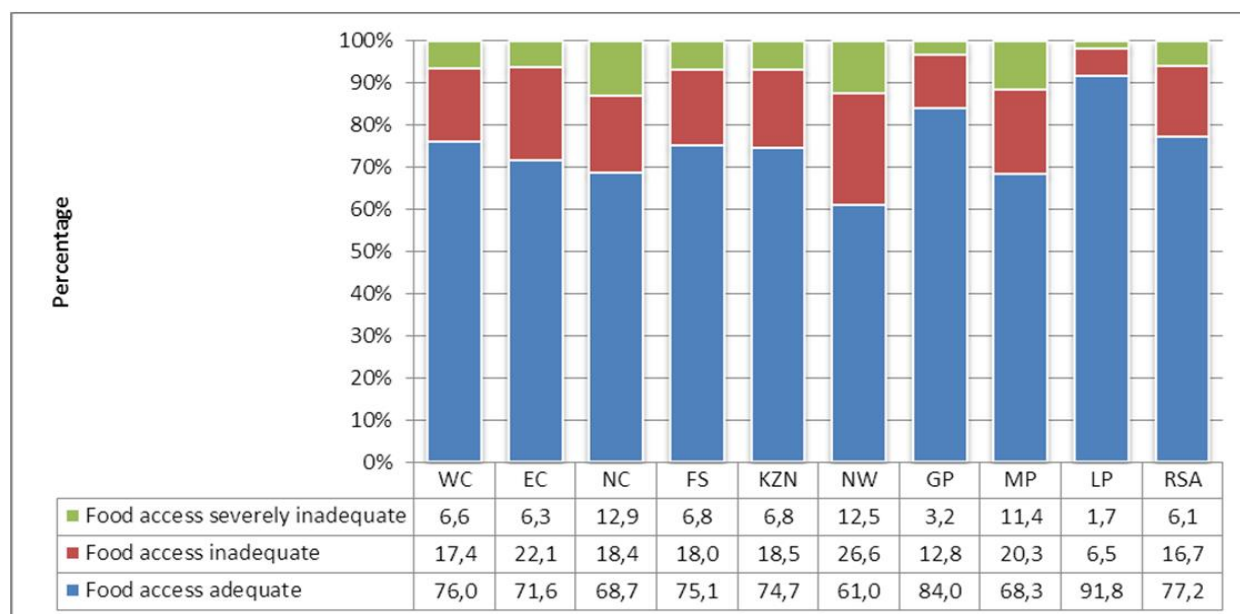
Source: Adapted from Statistics South Africa (2016:66)

As indicated in Figure 1.2, 6.1% of households are currently experiencing severely inadequate food access, whereas 16.7% of households are experiencing inadequate access to food. This situation occurs despite the constitutional obligation of the government to provide access to adequate food, as well as the ratification and agreement by South Africa as part of the international community to promote the achievement of food security and promote the achievement of the right to access to adequate food. The *Household Food and Nutrition Security Strategy,* 2013, aims to ensure stable and affordable food prices. These include logistical and infrastructural inhibitors across food production and the value chain which may impact food prices. In this regard therefore the DAFF, the DTI and the Department of Economic Development are regarded as lead departments in the implementation of programmes that address the food access pillar of food security (Household Food and Nutrition Strategy 2013).

The regulation of trade of food contributes to prices and wages in a market, and shape the capacity of households to access food. Social protection has been critical in assisting

countries to achieve the MDG Target One. Social protection includes conditional and unconditional cash transfer programmes that focus on promoting food security and nutrition, health and education. According to the Food and Agricultural Organisation et al. (2014), the most effective social protection policies that advance and promote the achievement of food security and decrease poverty in rural areas, are those that are joined with agriculture sector policies and linked with the priorities and vision outlined in broader strategies that aim to create sustainable livelihoods for those living in poverty.

1.2.3 Food utilisation

The third pillar of food security is food utilisation. Food utilisation refers to "the appropriate use based on knowledge of basic nutrition and care, as well as adequate water and sanitation" (Du Toit 2011:2). Food utilisation is thus the final use of food by households and individuals. It is important for individuals to use food for their nutritional wellbeing, and the preparation of food must provide the maximum nutrients. Two key factors influence food utilisation; dietary diversity and food preservation and utilisation. According to the *National Policy on Food and Nutrition Security,* a diverse diet is essential to the realisation of food and nutrition security, since diverse diets are more inclined to be richer in micro and macro nutrients. The consequences are high levels of micro-nutrient deficiency induced diseases in South Africa, arising from insufficient Vitamin A and zinc, and manifesting as anemia. The Department of Health (DOH) established the food fortification of maize meal and wheat flour with the aim of addressing deficiencies of micronutrients including iron, zinc, Vitamin A, folic acid, thiamin and riboflavin (Republic of South Africa 2013:9).

 The DOH is responsible for introducing micro-nutrient sprinkles to food that is already prepared (Department of Agriculture, Forestry and Fisheries 2013:2). It is important to acknowledge the importance of nutrition education in terms of food utilisation. Nutrition education is essential to educate individuals in planning their meals and also interpreting the nutritional indices and the information on the proper preparation of food, in order to retain the micronutrients that may be lost in food preparation. The

DOH and the DBE are responsible for nutrition education in South Africa. The DBE is responsible for the implementation of the National School Nutrition Programme which includes the provision of nutrition education. The Primary School Nutrition Programme, as the programme was formerly known, was a programme aimed at improving the educational experience of disadvantaged primary school learners through encouraging school attendance, relieving short term hunger, improving concentration and contributing to general health and development (Department of Education 2009:1).

The aims of the National School Nutrition Programme are to contribute to the capacity of learners at school, to promote school attendance, to alleviate hunger and eliminate malnutrition by ensuring that learners receive a nutritious meal, and to develop the nutrition component of the education curriculum (Public Service Commission 2008:5). The premise of the National School Nutrition Programme, under the administration and management of the DBE, is that better nutrition leads to better education, building on the focus on the health of learners under the Primary School Nutrition Programme. In terms of food security, this programme aims to contribute to the nutritional status of children in public schools, and is a key programme identified in the *National Policy on Food and Nutrition Security*, the *Household Food and Nutrition Security Strategy* as well as the *Fetsa Tlala Production Initiative*. Figure 1.3 indicates the percentage of learners in public schools who are beneficiaries of the National School Nutrition Programme.

Figure 1.3: Percentage of learners attending public schools who benefited from the National School Nutrition Programme, 2010-2015

	WC	EC	NC	FS	KZN	NW	GP	MP	LP	RSA
2010	53,0	79,2	85,1	64,7	67,0	69,2	42,9	75,8	87,6	67,8
2011	50,4	84,3	86,1	71,5	76,7	78,8	44,5	82,4	94,6	73,1
2012	48,2	86,4	83,0	75,4	77,9	82,7	46,1	83,5	94,0	74,0
2013	51,9	88,4	82,0	77,3	76,9	81,5	49,0	83,2	93,2	74,5
2014	50,1	89,5	83,3	78,2	77,3	84,2	51,5	86,4	94,0	75,6
2015	55,1	89,2	84,8	78,1	79,5	83,6	50,4	84,8	94,1	76,2

Source: Adapted from Statistics South Africa (2016:15)

The National School Nutrition Programme caters for 76.2% of all the learners in public schools in South Africa and is a key policy response reflected in South Africa's public policy framework for food security. The programme is an important initiative with regard to ensuring access to food as well as the utilisation of food. The programme was implemented in 2002 under the management of the DOH, but it is currently implemented by the DBE. Therefore in this regard, the role of the DBE is of importance to this study.

The *National Policy on Food and Nutrition Security* makes provision for the programmes related to safety nets and food emergencies which are implemented by the DSD through the Programme for Social Relief and Distress. This is an intervention by government to provide social grants to people who are in need of assistance, in order to meet their basic needs. Social relief and distress is implemented by the DSD in conjunction with other forms of social grants. The following are the grants provided by

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the DSD: the grant for older persons, the disability grant, the war veterans grant, the foster child grant, the child support grant and grant aid. These grants are aimed at ensuring that people are provided with financial social grants in order to meet their basic needs (Republic of South Africa 2013:13).

The DSD administers social security with the South African Social Security Agency (SASSA), as mandated by the *Social Assistance Act,* 2004 (Act 13 of 2004) and the *South African Social Security Act,* 2004 (Act 9 of 2004). From the definition of food security, it is evident that the ability of people to access food influences a person's food security. The role of the DSD becomes imperative as it is the department responsible to ensure that those that do not have the material resources to access their basic needs, such as food, are provided with assistance.

Figure 1.4: Percentage of households and persons who have benefited from social grants, 2003–2015

	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015
Persons	12,7	16,7	19,8	21,3	23,1	24,3	27,5	27,6	28,7	29,6	30,2	29,0	30,1
Households	29,9	34,6	37,4	37,6	39,4	42,5	45,3	44,3	44,1	43,6	45,5	44,5	45,5
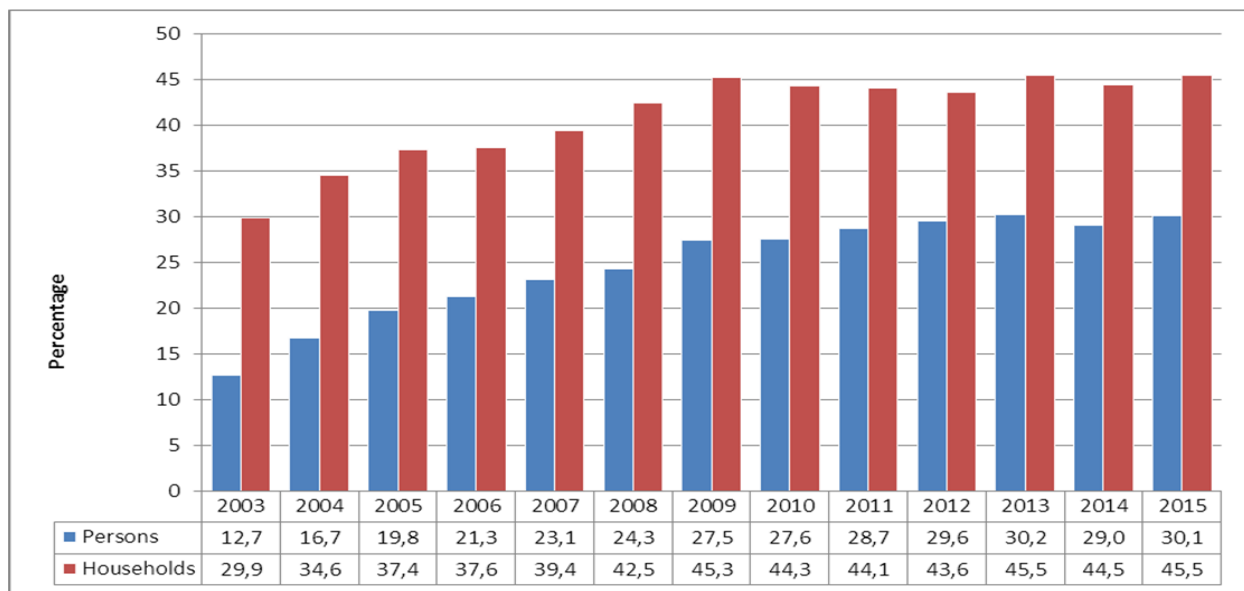
Source: Adapted from Statistics South Africa (2016:29)

The *Household Food and Nutrition Security Strategy* states that social grants are the most significant interventions introduced by government in mitigating household food insecurity, and the National School Nutrition Programme is the second most significant

government intervention. In this regard therefore, the programmes as implemented by the DSD and the DBE, as well as the extent of the multisectoral coordination between these departments, are of significance to this study.

1.2.4 Stability of food supply

The fourth pillar of food security in South Africa is the stability of food supply. The supply of food in South Africa is impacted on by natural, market, political and economic conditions. The multiple pillars of food security necessitate a multidimensional and multisectoral approach to policy implementation, as each pillar of food security is addressed by various government programmes. These programmes include school feeding, programmes for social relief and distress, support for smallholder and subsistence farmers, Community Works Development Programmes and Expanded Public Works Programmes. The multisectoral and multidimensional nature of food security is evident in the diverse programmes aimed at addressing each of the four pillars. It is of significance to this research to highlight that this is not an exhaustive discussion on the multisectoral programmes and strategies in place in order to promote the attainment of the right to sufficient access to food provided by government.

The Food and Agricultural Organisation et al. (2014:44) estimate that the agricultural sector absorbs approximately 22% of affecting the capacity of the sector to support food security. Climate change increases the risks of natural disasters by altering rainfall and the temperatures, as well as extreme events such as drought and flooding. The DSD as well as the DAFF, the DBE and the DTI will be investigated. The rationale for the selection of these specific departments is on the basis that these government departments are directly responsible for food security programmes in keeping with the definition of food security to provide food to all people at all times. Schedule 4 of the *Constitution of the Republic of South Africa*, 1996, outlines functional areas of national and provincial responsibility. Education, agriculture, health and social development are functional areas that are the responsibility of both provincial and national government

departments. The rationale for the selection of government departments is provided for in the institutional arrangements applicable to food security in South Africa. The institutional arrangements include the existing and proposed lead departments for the implementation of programmes aimed at the achievement of food security in South Africa.

1.3 INSTITUTIONAL ARRANGEMENTS APPLICABLE TO FOOD SECURITY IN SOUTH AFRICA

This section of the thesis provides a description of the institutional arrangements applicable to food security in South Africa. The significance of the institutional arrangements is two-fold. Firstly, it is to indicate the multisectoral nature of food security with the different sectoral departments, each responsible for a specific pillar. Secondly, it is to indicate the rationale for the selection of the four case study departments.

1.3.1 The institutional arrangements for the Integrated Food Security Strategy

The *Integrated Food Security Strategy*, 2002, was introduced as a result of the different government programmes that had been implemented since 1994, in order to redress the imbalances of the apartheid system. These programmes include school feeding schemes, child grants, disability grants, foster care grants, free health care services for children, and community public works programmes. In the implementation of the *Integrated Food Security Strategy,* 2002, numerous challenges were encountered in ensuring the harmonisation and coordination amongst multiple sector departments. This has been attributed largely to the fact that food security is multi-faceted and cannot be the responsibility of the agricultural sector only. Some of the challenges identified that hampered the effectiveness of the IFSS include the fact that most departments do not have a specific directorate tasked with food security. De Klerk,

Drimie,Aliber,Mini,Mokoena,Randela,Modiselle,Vogel,de Swardt and Kirsten (2004:3) report that food security is still seen as the responsibility of the DAFF, as more often than not, the reference to food in food security is taken to identify the problem as essentially agricultural. Drimie and Ruysenaar (2010:11) highlight that, although the *Integrated Food Security Strategy* made provision for multisectoral coordination, it was nothing more than an outline of good intentions with no real attempts to apply them in reality. In this regard therefore it is important to investigate the current policy framework for food security in South Africa which is aimed at addressing the limitations of the *Integrated Food Security Strategy,* 2002*,* as well as to propose recommendations for the effective coordination of multiple policy actors.

There is a lack of meaningful implementation of government policies, this is largely attributed to the lack of poor synchronisation in the different spheres of government, and to inadequate consistency in determining the best way to do what is necessary. This is indicative of the multi-dimensional aspect of food security. A further challenge in the implementation programmes applicable to food security in South Africa is the unavailability of sufficient, timely and applicable information that allows for analysis, communication, monitoring, evaluation and reporting on the effect of food security on the population. Altman, Hart and Jacobs (2009:346) argue that due to the lack of precise and recognised measures of food security in South Africa, there currently exist no standardised ways of monitoring it, so accurate measurement and policy targeting are a challenge. Food security is a complex issue characterized by inter-disciplinary approaches and operates at different levels, requiring different initiatives based on specific contexts. Food security is about access to cash to purchase food. In South Africa four dimensions of food security are outlined in the *Integrated Food Security Strategy,* 2002. Each of these dimensions is implemented by a cluster of government departments.

Figure 1.5: The institutional arrangements of the IFSS
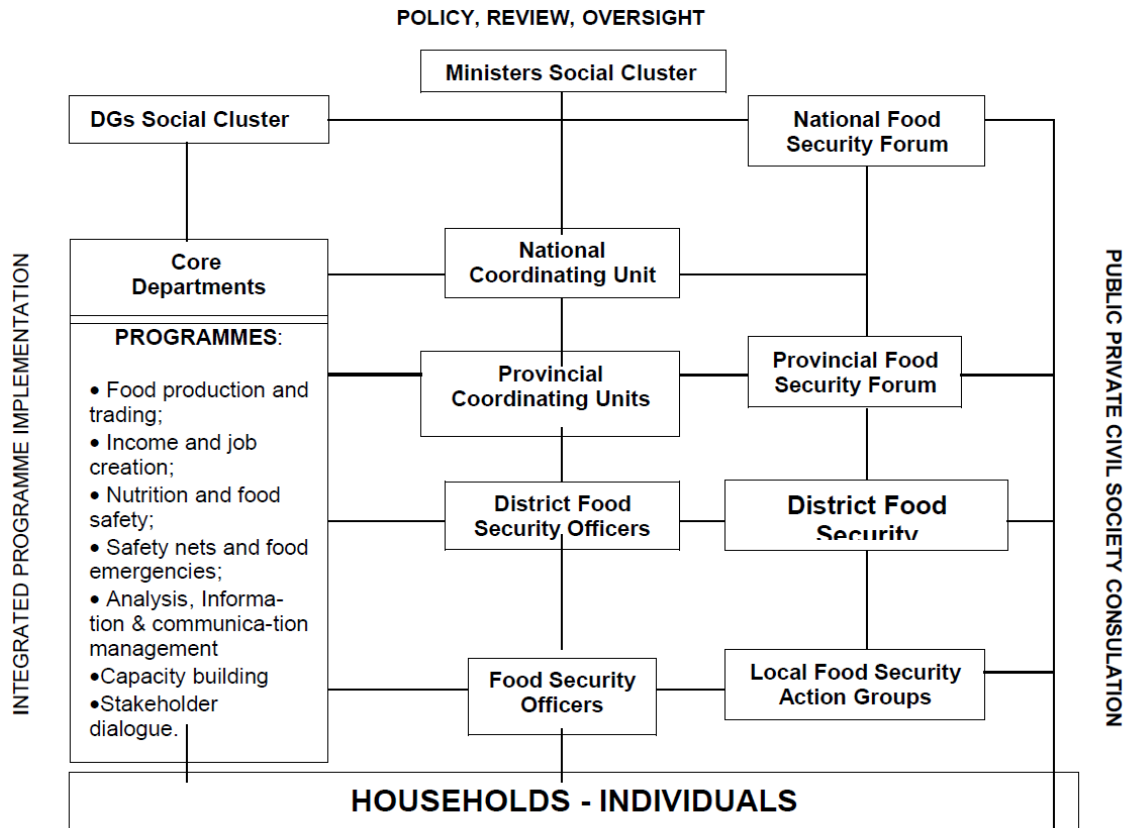
Source: Adapted from the Integrated Food Security Strategy (2002)

The following are the dimensions of food security in South Africa. The first dimensions of the *Integrated Food Security Strategy*, 2002, are production and trading and aim to increase the number of households in the productive agricultural sector activities. This is the responsibility of the DAFF. The DAFF aims to increase the ability of South Africans to meet their minimum daily safe and nutritious food requirements. In South Africa, income opportunities and job creation is the second dimension of the *Integrated Food Security Strategy,* 2002 and is coordinated through the DTI in a joint cluster with the Department of Public Works (DPW). The main objective of this dimension in the *Integrated Food Security Strategy*, 2002 is to ensure access to income and to enhance food related purchasing power. One of the programmes implemented under this pillar

of the *Integrated Food Security Strategy,* 2002 is the Expanded Public Works Programme which was launched in 2004, aimed at decreasing the high rate of unemployment and poverty that resulted from the policies of apartheid. The aim of the programme in its initial phase was to create 1 million jobs specifically aimed at 40% being women, 30% being the youth and 2% for people with disabilities (Koch 2011:7).

Food distribution is the third dimension of food security in South Africa and to address this pillar, the DSD implements programmes related to *safety nets and food emergencies.* The DSD is responsible for the implementation of the Programme for Social Relief and Distress. This is an intervention by government to provide social grants to people who are in need of assistance, in order to meet their basic needs. Social relief and distress is implemented by the DSD in conjunction with other forms of social grants, namely the grant for older persons, the disability grant, the war veterans grant, the foster child grant, the child support grant and grant aid. These grants are aimed at ensuring that people are provided with financial social grants in order to meet their basic needs (Republic of South Africa 2013:13).

The fourth dimension of food security in South Africa is food reliability. Food reliability refers to the utilisation and consumption of safe and nutritious food and is the fourth pillar of food security. In South Africa, the Department of Health and the Department of Basic Education are the lead departments for the pillar of food security relating to nutrition and food safety. The DBE is responsible for the implementation of the National School Nutrition Programme.

In terms of multisectoral coordination of public policies relevant to food security in South Africa, the collaboration between the DSD and the DBE will be assessed in this study. Both the Social Relief and Distress Programme and the National School Nutrition Programme (NSNP) are identified in the *Integrated Food Security Strategy,* 2002 as programmes that aim to improve food security in South Africa. This research aims to construct a multisectoral public policy framework for food security in South Africa,

through a case study analysis of the programmes implemented by the DAFF, the DTI, the DSD and the DBE.

According to the Food and Agricultural Organisation (2014:ix), multisectoral platforms are processes which often become institutionalised bodies, drawing together various stakeholder representatives from different sectors to make decisions. Multisectoral platforms are formed to connect the benefits of cooperation in dealing with challenges that cut across sectoral jurisdiction. Multisectoral platforms require a harmonised response in the formulation and implementation of strategies and policies.

Multisectoral platforms also differ from dialogue. Multisectoral platforms require members to go beyond networking and make commitments and bring together resources. Members of multisectoral platforms hold each other accountable. The public policy context for food security in South Africa has, since 1994, reflected recognition for the multisectoral nature of food security in South Africa. Figure 1.5 indicates the institutional arrangements that are provided for in the *Integrated Food Security Strategy*, 2002. Each dimension of food security was led and coordinated by a particular government department. The four identified government departments were firstly selected as case studies in this study, due to their assigned roles as lead departments in the *Integrated Food Security Strategy,* 2002*.*

Table 1.1: Institutional arrangements in the Integrated Food Security Strategy

Pillar of food security	Lead Department
Production and Trading	DAFF
Income opportunities	DTI
Nutrition and food safety	DBE and DOH
Safety nets and food emergencies	DSD and CoGTA

Source: Adapted from Koch (2011:32)

According to the *Integrated Food Security Strategy* (2002), the role of the lead department is to coordinate the programmes and the collaboration with other government departments. It is important to highlight that with the introduction of the *National Policy on Food and Nutrition Security,* the institutional arrangements provided for in the *Integrated Food Security Strategy,* 2002 identify similar government departments as lead departments in the coordination of multisectoral programmes aimed at addressing food security in South Africa. In order to provide an in-depth understanding of the multisectoral collaboration between various stakeholders, criteria were used. The first criterion used in the selection of case study departments is that the departments had to be lead departments in the implementation of programmes identified in the IFSS.

1.3.2 The institutional arrangements for the National Policy on Food and Nutrition Security and the Fetsa Tlala Production Initiative

The second criterion used in the selection of government departments as case studies for this thesis was the provisions made according to the *National Policy on Food and Nutrition Security*, which assigns the DAFF and the DSD with the responsibility of leading the implementation of the policy (Republic of South Africa 2013). The two departments were mandated by Cabinet to lead the implementation of the policy, supported by other line function ministries. As a result of this mandate an Intergovernmental Technical Working Group (ITWG) for food and nutrition security was formed in 2014 to lead the development of an implementation plan for the *National Policy on Food and Nutrition Security* in South Africa. The ITWG is responsible for the coordination of the consultations with other government departments, academic and research institutions, as well as the private sector and civil society organisations. The ITWG consists of the DAFF, the DBE, the DSD, the DCoGTA and the DOH (Department of Agriculture, Forestry and Fisheries 2015). These government departments are the same as those identified in the *Integrated Food Security Strategy* as lead departments. In this regard therefore the case study departments were selected. The *Fetsa Tlala Production Initiative* is coordinated and implemented by the DAFF, supported by other national and provincial government departments. The third criterion used in the selection of the case study departments is that the DAFF is the lead department responsible for the implementation and leadership of the *Fetsa Tlala Production Initiative*.

Figure 1.6: Institutional arrangements for the National Policy on Food and Nutrition Security
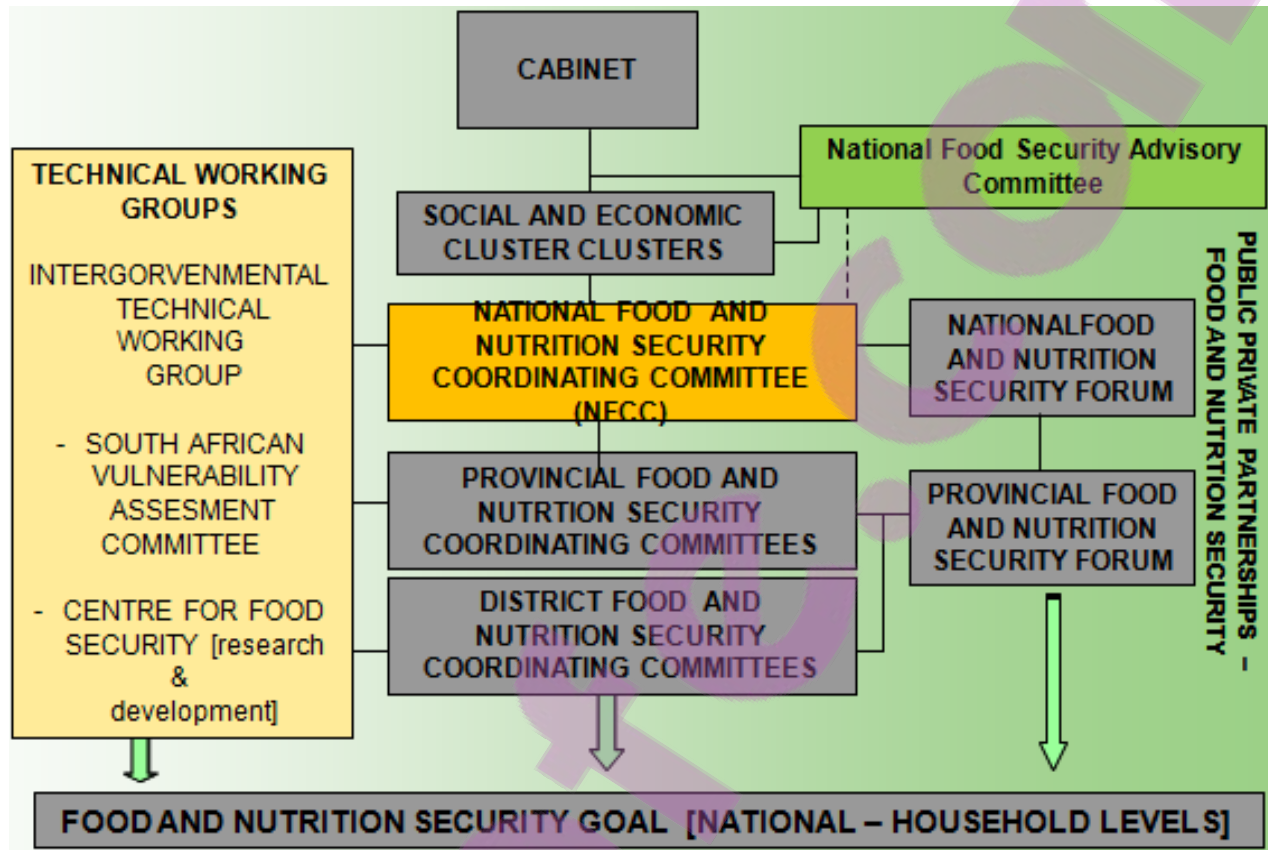
Source: Adapted from Department of Agriculture, Forestry and Fisheries (2015)

The fourth criterion used in the selection of government departments as case studies for this research is provided for in the proposed institutional arrangements in the *Household Food and Nutrition Strategy,* 2013. Table 1.2 indicates these institutional arrangements.

Table 1.2: The institutional arrangements for the Household Food and Nutrition Security Strategy

National Working Group	Departments involved
Food Fortification	Department of Health
Improving access and availability of food	Department of Agriculture, Forestry and Fisheries (DTI and EDD)
Support for small scale producers and food production	Department of Agriculture, Forestry and Fisheries
Nutritional needs of the most vulnerable and most food insecure	Department of Social Development

Source: Author

This study recognises a need to investigate the challenges to achieving food security in South Africa, through an investigation into the roles of the DAFF, DTI, DBE and DSD pertaining to food security in South Africa. The study aims to assess the coordination of policies and programmes in these various departments, as these departments are the lead departments as recognised by the *Integrated Food Security Strategy*, 2002, the *National Policy on Food and Nutrition Security*, the *Household Food and Nutrition Security Strategy* and the *Fetsa Tlala Production Initiative* which are the overarching policy framework for food security in South Africa.

1.3.3 A Centralised Food Control System

Food control is a concurrent responsibility that requires the involvement of multiple government departments from all spheres of government. Currently three government departments share the responsibility for food control in South Africa: the DAFF, the DOH and the DTI. The DAFF is the leading regulatory authority tasked with the responsibility for food security, the DOH is responsible for foodstuffs and the Department of Trade and Industry, through the National Regulator of Compulsory specifications, is responsible for canned meat, meat products and canned and frozen fish. The DTI is also responsible for accessible and sustainable meat placement for consumer products (Department of Agriculture, Forestry and Fisheries, Department of Health and Department of Trade and Industry 2013:12). There is an inter-ministerial committee on food safety with the task of addressing coordination. According to the Department of Social Development (2013-2014:10), the Cabinet has created the Inter-Ministerial Committee (IMC) on Food Security led by the ministers of DAFF and DSD. The aim of the IMC is to promote food security and fight hunger and malnutrition. The IMC is tasked with achieving an intersectoral programme for food security programmes based on the *Fome Zero* 'Zero Hunger.

The Department of Agriculture, Forestry and Fisheries is assigned the following responsibilities:

i. The convenor, chair and secretariat of the ITWG Technical Working Group which is responsible for the development of the implementation plan for the *National Policy on Food and Nutrition Security* and coordinating and soliciting inputs and consulting civil society, academia and the private sector.

ii. The convenor, chair and secretariat of the National Food and Nutrition Security Committee which is responsible for hosting a national workshop aimed at securing commitment from government stakeholders.

iii. The convenor and chair of the social cluster responsible for the implementation of the *Integrated Food Security Strategy*.

iv. The convenor, secretariat and chair of the Integrated Food and Nutrition Security Task Team.

v. The convenor, chair and secretariat of the *Fetsa Tlala Production Initiative.*

vi. The lead department in Outcome Two of Outcome Seven.

vii. The lead department responsible for the implementation of the *National Policy on Food and Nutrition Security* and the *Household Food and Nutrition Security Strategy.*

viii. The convenor, chair and secretariat for the South African Vulnerability Assessment Committee.

ix. The coordinator of the activities in the national and provincial spheres of government in the implementation of *the Integrated Food Security Strategy*.

The DAFF is the lead department in South Africa with specific reference to food and nutrition security policy and programme implementation. In light of the multisectoral and multidimensional nature of food security, it is important to ascertain the extent to which the institutional arrangements are reflective of this.

1.4 MOTIVATION FOR THE RESEARCH

Section 195 of the *Constitution of the Republic of South Africa, 1996*, outlines the principles governing Public Administration in South Africa. Section 195 (b) states that efficient, economic and effective use of resources must be promoted. The assignment of different functions to meet a common goal to different departments requires coordination. The relevance of this principle to this study in terms of the different programmes in different departments with the aim of achieving food security, is that it is vital to ensure that institutional weaknesses in one department are not replicated in another department. This research argues that this can be done through coordination and integration between government departments.

According to the Republic of South Africa (2009), co-ordination amongst government departments has been poor and the machinery to drive collective action is weak. The fragmentation of policy-making can lead to replication of effort and outcomes that are

contradictory. Uncoordinated actions can undermine the achievement of social and economic objectives. Coordination can, however, be achieved through the myriad of institutions involved. As with the multi-faceted, multidimensional nature of food security, many objectives require the interaction of several policy actions. The responsibilities to coordinate programmes go beyond the responsibilities of planning and include implementation, monitoring and evaluation, as these are critical roles of government. With specific reference to food security, as different government departments are engaged in programmes that address a particular pillar, there is a need for effective coordination. Coordination and integration create opportunities for synergies, for the optimal use of resources and for the reduction of duplications. In order to promote coordination and collaboration, it is necessary to develop an integrated approach. Government departments must move from working in silos to working in support of sectors and the attainment of outcomes. This research is motivated by the need to investigate the extent to which there is multisectoral coordination in the public policy context for food security in South Africa.

This research is further motivated by the need for better synchronisation and coordination of programmes, to ensure that government is unified and acts as one, and that where there are deficiencies in one institution, these are not duplicated in another department, as identified by the Public Service Commission (2010:39). Good practice in one part of the system can be undone by failures in other parts. The United Nations Special Rapporteur on the Right to Food (2010) identified the necessity to streamline the collection of data and analysis and the need to strengthen existing strategies and policies applicable to food security. The National Development Plan (2011) identifies methods and targets to eradicate poverty, decrease unemployment and reduce inequality by 2030. Food and nutrition security are identified as elements of poverty and inequality. Food security is a multifaceted and multidimensional issue and cannot be achieved through one approach, whether it is social relief or agricultural production, and requires well-managed multisectoral coordination and the real combination of existing policies and programmes from different sectors.

The Food and Agriculture Organisation of the United Nations (2012) made a call to countries to build social protection systems to support those who cannot support themselves in their efforts to secure adequate nutrition, and recommended positive and sustainable interactions amongst different sectors such as agriculture, nutrition and health (Food and Agricultural Organisation et al. 2012:4). The United Nations Development Programme (2011:20) states that there are coordination issues in government departments addressing the eradication of hunger and poverty in Africa which include inter-governmental and inter-agency collaboration and coordination. Duplication of efforts across similar agencies of the same government, or between spheres of government, adds to transaction costs, reduces effectiveness, and impairs results (United Nations Development Programme 2011:120). There is a need to coordinate government departments, policies and programmes aimed at addressing food security. Fragmented policy-making can lead to duplication of effort and contradictory outcomes, and uncoordinated actions can undermine the achievement of social and economic objectives. In this regard therefore, the four pillars of food security necessitate the need to investigate the multisectoral coordination of government interventions to promote the achievement of food security.

1.5 PROBLEM STATEMENT

South Africa has developed programmes, strategies and policies that have aimed to reduce poverty, address hunger and promote food security. School feeding schemes, child support grants, and free health services for children, pension funds and community public works programmes were established with the aim of meeting the basic rights of citizens in South Africa. The multidimensional nature of food security necessitates that these social assistance programmes have an impact on food security, in terms of food access, food utilisation, food availability and food sustainability. South Africa's commitment to promote the achievement of food security is clearly indicated in the introduction of various policies and strategies introduced to coordinate the multiple

programmes that aim to ensure the achievement of food security and the eradication of hunger.

In 2002, the *Integrated Food Security Strategy* was introduced in order to integrate the different food security programmes, and in 2013 the policy and strategy were approved by Cabinet. The problem is, however, that the right to access to adequate food is not guaranteed to all individuals and households. Figure 1.7 indicates the number of households and individuals that are currently vulnerable to hunger and inadequate access to food in South Africa.

Figure 1.7 Vulnerability to hunger and access to food, 2002–2008; 2010–2015

	2002	2003	2004	2005	2006	2007	2008	2010	2011	2012	2013	2014	2015
Vulnerability to hunger: Households	23,8	22,6	18,4	16,3	11,7	10,8	13,3	13,1	11,7	11,2	11,4	11,4	11,3
Vulnerability to hunger: Persons	29,3	27,6	23,0	20,1	14,4	13,7	15,9	15,9	13,1	13,1	13,4	13,1	13,1
Complex food access: Households								23,9	21,5	21,5	23,1	22,5	22,6
Complex food access: Persons								28,6	25,0	26,1	26,0	26,2	26,4
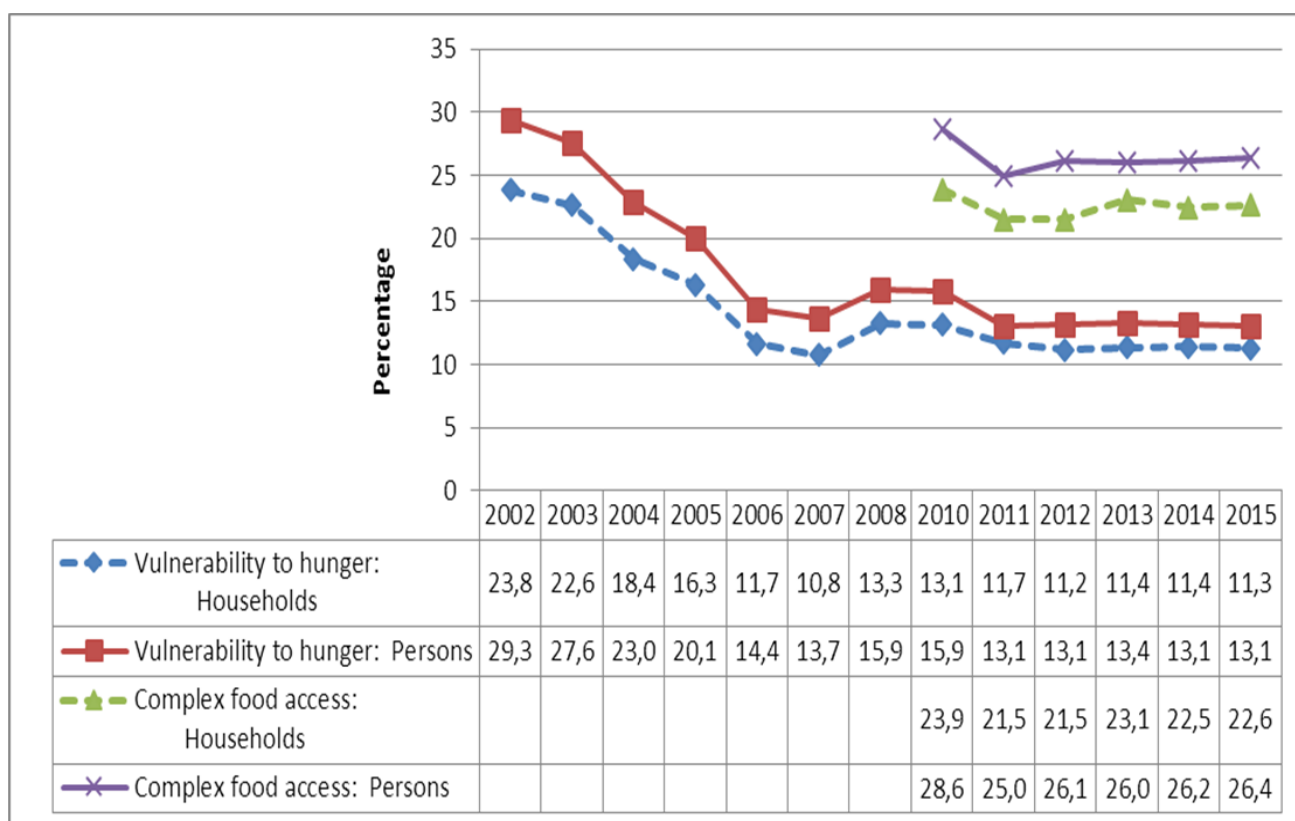
Source: Adapted from Statistics South Africa (2015:65)

In 2015 11.3% of households and 13.1% of individuals were vulnerable to hunger, whereas 22.6% of households and 26.4% of individuals experienced complex food

access (Statistics South Africa 2016:65). South Africa has, through regional and international agreements such as the *Universal Declaration on Human Rights*, the *Rome Declaration on World Food Security*, and the *United Nations Millennium Development Goals,* committed to ensure the provision of adequate access to food to citizens, however there are households that currently suffer from inadequate food access. This entails that there is a challenge in meeting the objective to guarantee the right to adequate access to households and individuals in South Africa. The *National Policy on Food and Nutrition Security* (2013) states that without coordinated interventions, there may be an increase in the number of people who experience inadequate access to food, and many more might fail to benefit from proper nutrition.

Despite the various strategies in place, household and individual vulnerability to hunger and inadequate access to food still remain unacceptably high, despite the measures in place. There is a need for interventions that are better focused, which are used in effective interventions. The *Household Food and Nutrition Security Strategy* (2013) also states that, due to the complex nature of food insecurity, there is a need for better coordination and monitoring. The existence of this large number of initiatives and programmes that aim to address the multiple pillars of food security create a need for government to provide leadership and to ensure that there is coordination. The focus of this thesis is on the institutional arrangements for which provision is made in the policy framework that aims at coordinating and streamlining the multiple pillars of food security in South Africa. The above-mentioned challenges of vulnerability to hunger and inadequate access to food have an impact on the four pillars of food security, and cannot be resolved by one sector alone, thus necessitating the collaboration of sectors and departments.

"Current food security and quality control systems in South Africa are fragmented, with different agencies administering the implementation of various regulations with separate mandates regarding food safety and quality standards" (Republic of South Africa 2013). The gap in South Africa is the lack of agreement about an overarching framework to guide different measurement, indicative of the lack of a poverty policy in

the country (Drimie and Ruysenaar 2010). Rather than being a single separate strategy, food security should form part of the government's integrated anti-poverty strategy and this mean's employment, social grants, health, education and agriculture. This study, through an analysis of the formulation, implementation and evaluation of the current policy framework for food security in South Africa, with a specific focus on four case study departments, aims to assess the extent of the multisectoral coordination amongst sector departments.

1.5.1 Research question

How can a multisectoral public policy framework promote the achievement of food security in South Africa?

1.5.2 Research objectives

- To explore a situational analysis of the food security policy implementation in South Africa.
- To explore the international best practices with regard to multisectoral coordination of food security interventions.
- To explore the challenges in the multisectoral coordination of policies and programmes applicable to food security in South Africa.
- To construct a multisectoral public policy framework to address food security in South Africa

1.5.3 The significance of the research

The significance of this research lies in the development of a theoretical framework on international best practice in multisectoral coordination of food security to apply in the South African context. Food security is an international, regional and national priority and South Africa has a constitutional obligation to provide food security. South Africa is also obligated to provide food security by being signatory to goals such as the MDG's and SDG's. This research is significant in that it aims to provide a framework to improve

South Africa's efforts towards achieving food security. This study not only identifies a problem, it aims to identify the causes of the problem and their consequent cause and effect. The study further aims to construct a multisectoral public policy framework for food security in South Africa.

This study recognises a need to investigate the challenges to achieving food security in South Africa, through an investigation into the roles of the Departments of Agriculture, Forestry and Fisheries, the Department of Trade and Industry, the Department of Social Development and the Department of Basic Education, pertaining to food security in South Africa. The study aims to assess the coordination of policies and programmes relating to food security in these various departments, as these departments are the lead departments as recognised in the current policy framework.

A review of literature relevant to this research study shows that various studies have been conducted related to food security in South Africa, specifically focused on the *Integrated Food Security Strategy,* 2002. Watkinson (2003) provides an overview of the food security crises in South Africa and identifies the different government departments with major impact on food security, to indicate the complexity of that food security. Watkinson (2003) further outlines the need for intergovernmental coordination in the provincial and local spheres of government, as well as the importance of the role of civil society in the promotion of food security. Drimie and Ruysenaar (2010) conducted research on the *Integrated Food Security Strategy* in South Africa, with a focus on an institutional analysis of the Department of Agriculture, Forestry and Fisheries. The research argued that the *Integrated Food Security Strategy* under the Department of Agriculture, Forestry and Fisheries had failed in its mandate to co-ordinate food security in South Africa.

Misselhorn (2006) conducted research on the determinants of food insecurity in South Africa and how to address this by providing a framework to reconceptualise food security interventions to focus on intervention processes applicable at all scales and in all contexts. This study, however, differs from previous research in that it aims to

construct a multisectoral public policy framework for food security in South Africa with a specific focus on four national government departments currently implementing food security programmes, the Department of Agriculture, Forestry and Fisheries, the Department of Trade and Industry, the Department of Basic Education and the Department of Social Development.

1.5.4 Limitations of the study

This study is limited to the *National Policy on Food and Nutrition Security*, the *Household Food and Nutrition Security Strategy* and the *Fetsa Tlala Production Initiative,* approved by Cabinet in 2013, as these form the policy framework for food and nutrition security in South Africa. This multisectoral platform put forth for this study is that provided for specifically in the approved public policy framework for food security in South Africa, with the aim of coordinating various government departments representing multiple sectors. The study is limited to the DAFF, the DSD, the DBE and DTI, recognised as lead departments in the development and formulation of the policy and the implementation plan.

1.6 RESEARCH METHODS

Research is an organised process of gathering, analysing and interpreting information in order to enhance our understanding of a phenomenon about which an investigator is concerned (Leedy and Ormrod 2010:3). Kumar (2014:13) differentiates between quantitative and qualitative approaches to research. A study is regarded as quantitative if the aim is to quantify the variation in a phenomenon, situation, problem or issue and if analysis of data is aimed at ascertaining the magnitude of the variation. In qualitative studies however, the purpose is to describe a situation, phenomenon, problem or event. Use is made of an account of people's opinions, the use of description for an observed event, or the use of documents.

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O'Sullivan, Rassel and Berner (2010:39) state that in qualitative studies the researcher goes to where the cases are located and obtains the information on them in their natural setting, without manipulating any aspect of the situation being studied. The qualitative method represents a form of data collection and analysis with a focus on understanding and an emphasis on meaning. The qualitative method seeks to answer and explain the "how" and "why" of systems and human behaviour and what governs these behaviours. Qualitative research attempts to understand phenomena through the voice of the participants and biases are accepted as part of the process (Edmonds and Kennedy 2013:112-113).

For the purpose of this research the qualitative research method was used in order to interact with the people directly involved in the implementation of food security programmes and policies applicable to food security in South Africa. This entails that a deeper understanding of the programmes and policies was gained through direct contact with the research participants, to not only hear but also to observe the implementation of the programmes pertaining to food security. This means that the research was conducted in the field (natural setting). Hunt (2010:70) states that to successfully conduct qualitative research, researchers need relevant knowledge and technical skills, such as creativity, flexibility and inquisitiveness. Qualitative research methods provide flexibility that quantitative research methods lack, due to the fact that qualitative research methods allow the researcher to change the method, depending on what the empirical evidence indicates.

1.6.1 Research design

Mouton (2012:107) defines a research design as a set of guidelines and instructions to be followed in addressing the research problem. The function of a research design is to enable the researcher to anticipate what the approximate research decisions should be, so as to maximise validity of the eventual results. Qualitative research designs employ less structure than most quantitative approaches. Participants in qualitative research do not use numerical responses to a specific question, but instead are researcher

dependent in that the researcher must extract meaning from open-ended questions such as text from a recorded interview (Zikmund and Babin 2010:97). O'Dwyer and Bernauer (2014:32) identify the following research designs used in qualitative research: case studies, ethnography, grounded theory and historical and narrative designs. This study will be conducted using a case study research design.

Yin (2014:16) defines a case study as "an empirical inquiry that investigates a phenomenon within its real-world context, when the boundaries between phenomena and context are not clearly evident and multiple data sources are used". According to Mcnabb (2013:299) the case study approach to research focuses on the organisation under study, rather than dealing with variables. The objective of the case study is to serve as a defining description of the organisation. In this way the case description serves as an example of similar groups. Stake (1994) in Mcnabb (2013:317-318) states that case studies can be divided into three groups: intrinsic, instrumental and collective. *Intrinsic case studies* are carried out when the researcher wants to provide a better understanding of the subject of the case itself, and the case is not selected because the case is representative of a larger case, but because the researcher is interested in it. *Instrumental case studies* are used when the public administration researcher wants to gain holistic understanding or insight into a specific issue, and the subject of the case is expected to contribute to a greater understanding of a topic of interest. *Collective case studies* are also referred to as multiple case designs, where a group of individual cases are studied together because they contribute to greater understanding of a phenomenon, population or some general organisational condition.

For the purpose of this study the multiple case study design was used. This research makes use of a case study of four national government departments: the DAFF, the DTI the DSD and the DBE. In a case study, a particular individual, programme, or event is studied in depth for a specific time period. In a case study, the researcher gathers extensive data pertaining to an organisation, programme, or individual on which the investigation is concentrated. The data often includes observation, interviews, documents, past records and audio visual materials. One of the advantages of case

study research is evident in the opportunity to use more than one source of evidence. Through the use of different sources of evidence in case study research, the researcher addresses a broader range of issues according to Yin (2014:120). In conducting multiple case studies for the purpose of this study, a method of triangulation was used, which entails utilising sources of information from a literature review, documents, archival records and open-ended individual interviews.

1.6.2 Data gathering techniques

In collecting data for the purpose of this research, various methods of data collection were utilised. These include: the use of documents, archival records in the public domain and individual in-depth interviews. A literature review was conducted. A literature review entails an examination of the works that have been written on the topic being investigated. Mouton (2001:86-87) explains the importance of a literature review:

- To guarantee that the study is not a duplication of another study.

- To determine the most current and authoritative theories about the subject under consideration.

- To find out about the accepted empirical findings in the field of study.

- To identify the available instruments and methods that are proven to be valid and reliable.

- To ascertain what the definitions of key concepts and terms are in the subject.

The above-mentioned reasons highlight the importance of a literature review. For the purpose of this study a review of literature in the field of Public Administration as a discipline and as a field of study is highlighted, followed by a review of literature on public policy and food security. The literature review is advantageous in providing for a theoretical base for the study in the discipline of Public Administration. The sources were selected based on their relevance to the study. The sources documenting the

development, analysis implementation, monitoring and evaluation of public policies and food security were selected. Schurink and Auriacombe (2010:446) are of the view that case study research uses triangulation in gathering and analysing data to increase the scientific rigour of studies and uses holistic understanding of that which is being studied.

i.   Documents

This research therefore gathered information from documents and reports that have been written regarding food security programmes, policies and strategies, to answer the research question. Documents can be read, they have to have been produced specifically for the purpose of social research, and are preserved so that they become available. As a method of data collection, documents were consulted. The documents consist of legislation, White Papers, policies and Acts of Parliament that are relevant to the research topic. The documents used are available in the public domain.

ii.   Archival records

Annual reports, strategic plans, official statistics and surveys conducted by government departments, non-profit organisations, non-government organisations and civil society were consulted. Internet sources in the form of websites were also consulted in the study. According to Yin (2014:107), archival records are helpful to provide details to corroborate information from other sources. Secondary data is data that has been previously collected for some purpose other than the one at hand. The advantages of using secondary data are availability, it is faster to collect secondary data as this data is already available and it is also less expensive. Data that is stored digitally is instantaneously available, which is essential in instances when data cannot be obtained using primary data collection procedures.

iii. Interviews

O'Sullivan et al. (2010:191) assert that in person, face to face interviews allow researchers to obtain large amounts of data, perform in-depth probing, ask more complicated or sensitive questions, or contact difficult to reach populations. There are two types of interviews, namely structured interviews, which entail close-ended or short answer questions in the same order, as well as intensive interviews where interviewers ask general open ended questions. Intensive interviewing is also known as responsive interviewing, to indicate that the interviewer may change the questions and their order, depending on how the interviewees respond. Yin (2014:106) identifies the strengths of interviews which include the provision of explanations and personal views by the participants in the research. The weaknesses of interviews lie in that the interviewee may give the interviewer what they think the interviewer wants to hear.

In-depth and open ended interviews were conducted in the DAFF: Food Security and Agrarian Reform Branch. The Food Security and Agrarian Reform Branch consists of the following units: the Policy Analysis and Development Unit, the Information Management Unit and the Special Food Security Programmes Unit. Permission was granted by the DAFF, the DBE, the DSD and the DTI and the interview schedules are attached (Annexures 2-7). Interviews were conducted in the Agro-processing Chief Directorate. Permission has been granted and the interview schedule is attached. Interviews were conducted in the Department of Basic Education in the National School Nutrition Programme Directorate. Permission to conduct the research was granted and the interview schedule is attached. This was also the case in the DSD in the Sustainable Livelihoods Unit.

Triangulation of sources entails comparing and cross-checking the reliability of information resulting at different times and by different means with qualitative methods. Triangulation involves a comparison of observational data with interview data, matching what people say publicly and what they say privately, as well as checking for the reliability of what people say about the same thing over time, and comparing

different perspectives of people from diverse points of view, namely staff views, client views, funder views, and views expressed by people outside the programme. The use of different qualitative methods for the purpose of answering the research question in this study entails triangulation of methods and contributes to the quality of the information collected through understanding the implementation of food security programmes in the selected national and provincial departments.

1.6.3 Research population

It is important to highlight that these departments are selected using a specific criteria: firstly, these departments are the national government departments that were the lead departments as outlined in the *Integrated Food Security Strategy,* 2002 for South Africa, and formed the Integrated Food Security Task Team (IFSNTT). Secondly, these departments form the ITWG for Food and Nutrition Security and the National Food and Nutrition Security Coordination Committee (NCC), which is the secretariat responsible for the development of the implementation plan for the *National Food and Nutrition Security Policy* in South Africa.

It is of significance to this study to indicate that the target population does not include representatives from provincial government Departments of Education and Social Development, due to the fact that the Departments of Education and Social Development did not participate in the activities of the multisectoral platforms that this study is focused on, and there are no provincial Departments of Trade and Industry in South Africa. With regard to municipalities, the South African Local Government Association represents municipalities, as empowered by the *Organised Local Government Act,* 1997 (Act 52 of 1997). The Organised Local Government Act, 1997 (Act 52 of 1997) provides for the procedures for consultation between national and provincial governments. Section 41 of the *Constitution of the Republic of South Africa*, 1996, states that in exercising their functions, no sphere of government should assume any power or function except those conferred in terms of the Constitution, and should

not encroach on the functional, institutional integrity of government in another sphere. In terms of the current policy framework, the coordination of food security programmes and activities is assigned to the national and provincial government departments as the functional areas of agriculture, education, social development and trade and industry, as these are concurrent matters of national and provincial legislative competence.

According to the *Intergovernmental Framework Act*, 2005 (Act 13 of 2005), a national intergovernmental forum is established by a Cabinet member to promote and facilitate intergovernmental relations in the functional area for which the Cabinet member is responsible. The intergovernmental multisectoral forums that this research is focused on are aimed at addressing areas of national and provincial competence and therefore the participation of organised local government is not provided for in terms of legislation and is not evident in the formulation of the current policy framework. Thus the extent to which the representatives from organised local government would provide information relevant to answering the research question is limited.

i.   The selection of the research participants

A census was conducted with the officials from the DAFF, the DBE, the DTI and the DSD. A census was also conducted with the officials from the DAFF, specifically in the Subsistence and Small Holder Directorate; purposely those who represented the selected departments on the various multisectoral platforms provided for in the approved policy and strategy. "A census is the enumeration of an entire population. Data that is collected in relation to all units in a population, rather than in relation to a sample of units of that population, is treated as census data" (Bryman 2012:187). According to the Australian Bureau of Statistics (2013) the use of census data provides the following advantages, "it provides a true measure of the total population as there is no sampling error, it allows for benchmark data for future studies, and detailed information about small sub-groups within the population is more likely to be available". The advantages of census data are that it provides an opportunity for everyone to

participate, which will not leave any of the members out of the population, and the concerns regarding accuracy of the sample size are reduced. In this regard therefore all the participants representing the three selected government departments in the specific units were interviewed for the purpose of this study.

The rationale for specifically selecting these officials was that these officials were purposely nominated by their various government departments as representatives on the multisectoral platforms for food security in South Africa, specifically in the formulation of the *National Policy on Food and Nutrition Security* and the Policy Implementation Plan. The officials are in a position to represent their various departments in a multisectoral platform and therefore are best suited to describe and explain the interrelationship between the departments. The officials selected representing the various government departments on the ITWG and the IFSNTT were also responsible for organising and facilitating consultation sessions with academic institutions, civil society organisations and non-governmental organisations.

In terms of the DAFF, the representatives of the Subsistence Farming and Small Holder Directorates were interviewed. The rationale for the interviews was that the Subsistence Farming Directorate is the national convenor as well as the national secretariat for food security policy coordination in South Africa. Due to the small size of the population a sampling technique was not utilised all senior managers in the Subsistence Farming Directorate formed part of the study population. The rationale for the selection of senior managers was that they are responsible for the management and implementation of the programmes and the implementation of policies applicable to food security. The managers were selected based on their participation in multisectoral committees nationally and internationally, or task teams for food and nutrition security. The Subsistence Farming Directorate is responsible for drafting, implementing and coordinating food security initiatives in South Africa.

It is important to mention that multiple sources of data collection have been used in order to collect the data; this includes official documents, newspapers, departmental

websites as well as interviews. The interviews were aimed at verifying the data collected from secondary sources, as well as obtaining primary data from those who are directly involved in the implementation of programmes applicable to food security in South Africa. The interviews were conducted with officials from the national government departments, as well as non-governmental organisations, who participated in the call for participation in the formulation of the *National Policy on Food and Nutrition Security*. The non-governmental organisations represented civil society organisations, farmer's organisations, trade unions and private sector organisations. The aim of these interviews was to solicit inputs of other sectors to inform the construction of a multisectoral public policy framework for food security in South Africa.

1.6.4 Ethical considerations in research

Gravetter and Forzano (2009:99-108) identify two basic categories to ethical responsibility in research. Firstly is the responsibility to ensure the well-being and dignity of both human and non-human subjects who are participants in the research studies, and secondly, there is an obligation to ensure that public reports of their research are accurate and honest. The principle of informed consent requires the researcher to provide all available information about a study, so that an individual can make a rational, informed decision to participate in a study. The informed consent form is attached (Annexure 1). The principle of confidentiality ensures that the information obtained from a research participant will be kept undisclosed and private. The confidentiality principle benefits both the participant and the researcher, protecting the participants from stress or shame as a result of having their information in the public domain, and the researchers are more likely to find participants who are willing and honest.

Anonymity means that the information that is collected from each participant in the research cannot be traced back to the participant. There are no names mentioned during the course of the study or in the written research results. The principles of confidentiality and anonymity were maintained in this study, making provision for the

participants to provide informed consent prior to participation in the study. The names of the participants were not mentioned in the research report and on the interview schedule in order to ensure that the participants cannot be identified, based on the information provided.

1.7 CLARIFICATION OF CONCEPTS AND TERMS

This section of the research will provide the definitions of key concepts and terms to clear up ambiguities and obscurities. The concepts and terms defined will form part of the list of concepts and terms which should be included in the thesis.

1.7.1 Public Administration and public administration

Public administration is the type of administration that is involved in the conduct of communal public affairs by the various government institutions and other public bodies. There is a difference between Public Administration with a capital letter "P" and public administration with a small letter "p". Public Administration is defined by De Wet (2014:26) as a field of enquiry that includes politics, an economy, societal needs, and the management, coordination and implementation of the policies of government programmes through ethical, effective and economic conduct. Public administration is an activity that entails the transition of politics, the recognition and implementation of government policies in a manner that serves the citizens of a state (De Wet 2014:26). This study focuses on the formulation and implementation of the *National Policy on Food and Nutrition Security* in line with the societal needs of citizens to have access to adequate food.

1.7.2 Public policy

Public policies are regarded as the outcomes of government activity, and policy formulation and policy implementation are key elements in the public policy process (Denhardt 2011:117). Public policy incorporates the functions of both administration and politics - legislators as policy-makers are responsible for policy formulation and public administrators are responsible for the implementation of those policies to bring

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about the required results. This is reiterated by Reddy and Govender (2014:158) who state that policy can be considered as a series of separate or interrelated ideas, proposals, actions and formal programmes with the expected results. In analysing the public policy context for food security in South Africa, the political ideology that informs the implementation of food security programmes in South Africa will be brought into account, to explain the political and administrative context within which these programmes are implemented.

1.7.3 Public policy analysis

"Policy analysis involves a concern with explanation and a rigorous search for the causes and consequences of public policies, as well as an effort to develop and test general propositions about the causes and consequences of public policy to accumulate reliable research findings of general relevance" (Dye 1967:8). Policy analysis allows for the critique of public policy issues to develop knowledge and provide an understanding of public policy.

1.7.4 Multisectoral

The term multisectoral is defined by the Oxford Dictionaries (2016) as concerning or involving more than one sector or industry of the economy. For the purpose of this study, multisectoral applies to the different sectors that are the responsibility of the national and provincial governments in South Africa: the agricultural sector, the education sector, the social sector and the trade and industry sector. The sector departments are regarded as the social sector cluster departments.

1.7.5 Civil society

Makumunana and Brynard (2005:204) define civil society as organised social movements which represent different orientations and groups such as churches, youth groups, community organisations and academic institutions. The term civil society is used to refer to a widespread array of organisations, networks and associations that are distinct from government and come together to advance mutual interest and shared

action. In this study organisations such as farmers' organisations, faith-based organisations, human rights advocacy groups as well as charity based organisations are regarded as civil society.

1.8 OVERVIEW OF CHAPTERS

Chapter One of the research introduces the research topic, provides background, outlines the motivation for the research and identifies the problem statement, research question and research objectives. The chapter also provides a discussion on the research methodology utilised in the research study and provides the clarification of concepts and terms.

Chapter Two provides a conceptualisation of food security in the domain of Public Administration. The chapter provides an explanation of the generic functions of public administration. The study of public policy is described and explained, in order to provide a context for food security in Public Administration.

Chapter Three provides a discussion on the legislative framework for food security in South Africa. The chapter encompasses a description and explanation of the international, regional and national agreements, declarations, policies and legislation that have a direct and indirect impact on food security in South Africa.

Chapter Four presents international best practice for the multisectoral public policy coordination pertaining to the implementation of food security programmes. A case review of countries that can be compared to South Africa is presented in this chapter.

Chapter Five introduces the case study of food security programmes in South Africa. The chapter will explore the context within which food security programmes are implemented in South Africa, and a description of the internal and external factors that influence food security in South Africa. Chapter Five aims to examine the challenges that hamper effective implementation of food security interventions in South Africa and present the research findings.

Chapter Six constructs a multisectoral framework for collaboration and coordination of programmes to promote food security in South Africa. The framework is explained and recommendations for the implementation of the framework in the South African context are outlined. The chapter provides suggestions for further research and concludes the research.

1.9 CONCLUSION

This chapter introduced the research study and provided the background to this study. The motivation for the research was explained and the problem statement was described. The chapter also explained the significance of the research in light of previous studies related to the topic that have been conducted. The research methodology to be applied to this study and the research objectives were explained and the relevant concepts and terms that will be used in this study were clarified. Chapter Two of the research will conceptualise food security in the discipline of Public Administration.

CHAPTER 2

LITERATURE REVIEW

2.1 INTRODUCTION

Chapter one of the thesis provided an introduction to the research, the research question and the research objectives. A description of the research methodology and the data gathering techniques to be used to answer the research question and to achieve the research objectives was provided. This chapter will provide the theoretical framework for both Public Administration and public administration, in order to present the locus and focus of this study within the discipline and practice. The chapter will delineate the nature and scope of Public Administration as a field of study and provide the historical perspectives for the development of Public Administration. The core functions of public administration will be discussed, in order to provide a context for a multisectoral public policy framework for food security in South Africa.

Chapter Two aims to conceptualise this study in the domain of Public Administration, in order to provide an understanding of the relevance and contribution to the discipline and field of knowledge. The main aim of this study is to develop a multisectoral public policy framework for food security in South Africa. This chapter will explore and analyse the functions of public administration and provide a detailed explanation of the relationship between public policy and public administration. A comprehensive description of public policy analysis, public policy-making, implementation and evaluation will be given to provide a context for a multisectoral public policy framework for food security in South Africa. This chapter will provide the theoretical foundation on which the forthcoming chapters will be contextualised.

2.2 THE NATURE OF PUBLIC ADMINISTRATION

Public administration is the type of administration that is involved in the conduct of public affairs by the various government institutions and other public bodies. There is a difference between Public Administration with a capital letter "P" and public

administration with a lower case "p". Public Administration is a university discipline that is concerned with the activities of government associated bodies that are administrative and the management of administrative sectors. Public administration is an activity of government that entails the generic functions performed in order to meet the objectives of the government. These include: human resource management, finance, control, policy-making, planning and organising (Thornhill 2012:4). This study focuses on both the discipline of Public Administration as well as the activity of public administration.

Public administration does not have one universally accepted definition, however it is vital to provide a definition that will be used for the purpose of clarity and consistency in this study. A definition of Public Administration is necessary for three reasons as explained by Rosenbloom (1986:4). Firstly, it is important to define Public Administration in order to convey the major concerns of the discipline. Secondly, it is important to place Public Administration in the context of broader academic fields such as Law or Economics, and lastly, the leading definitions of Public Administration reveal the underlying approaches of the discipline. For the purpose of this study a definition of Public Administration is important to contextualise the research in the discipline and to illustrate the application of a multisectoral public policy framework for food security in Public Administration. Reddy and Govender (2014:163) state that public administration consists of the complex public sector structure that is spread across society. Public administration involves the institutional arrangements that a government creates as an effective state. Public administration in South Africa is concerned with the activities of government and the functioning of the three branches of government in the three spheres of government.

Public administration has the following characteristics as identified by Rosenbloom (1986:4):
- Public administration is a cooperative group effort in a public setting,
- It covers the functioning and relations between the three branches of government,

- It plays a significant role in the process of public policy and is part of the political process,
- It differs from private administration, and
- It is a field mainly concerned with the means for implementing political values.

As stated in Chapter One of the thesis, the main aim of this study is to analyse the public policy context for food security in South Africa and to develop a multisectoral public policy framework for food security in the country. This entails a detailed exploration of the public institutions responsible for the implementation of policies that have an impact on food security in South Africa. There is a need to analyse the relationship between the different institutions, as well as the programmes and policies in place to address food security. The four government departments that will form the research population of this study are concerned with the implementation of public policy as determined by the legislature, which constitutes a relationship between the executive and legislative branches of government.

According to Kuye (2011:171) public administrators are tasked with the job of elaborating and detailing of broad policy frameworks as put forward by political office bearers. This entails the entire policy process, from formulation of policies, to the implementation (where these detailed policies have been adopted by political office bearers) and the review of policies.

2.2.1 The "public" in Public Administration

Public Administration studies the functioning of institutions in the public domain. This section explores the concept of 'public' as it relates to the discipline of Public Administration. The first element of importance between public and private administration relates to the Constitution. Constitutions fragment power and control over public administration, and this is visible in the *Constitution of the Republic of South Africa,* 1996. In South Africa the Constitution is the supreme law of the land, the obligations imposed by it must be fulfilled and any law inconsistent with it is invalid.

Section 195(1) of the *Constitution of the Republic of South Africa,* 1996 outlines the principles of Public Administration, as these principles apply to all the spheres of government. The principle of separation of powers provides each branch of authority with power over the other branches. The *Constitution of the Republic of South Africa*, 1996, stipulates the functioning of the spheres and the relationship between the spheres which is not applied in the private sector. Public administration is administration characterised by a heavy reliance and vulnerability to law. A public institution subscribes to and is influenced by laws as well as a commitment to serving the people, rather than a profit motive as is the case with a private institution.

The concept of 'public' in public administration refers to the obligation that government has to promote the public interest. Public administration is required by law to provide services to the public effectively, efficiently and economically. The spending of public funds and utilisation of resources has to be done in the public interest. Public administration is concerned with the element of sovereignty. Public administrators are engaged in the formulation and implementation of policies that allocate resources, values and status in a way that is binding on society as a whole.

2.2.2 The concept of "administration" in Public Administration.

The second concept in Public Administration is administration. Administration is the most obvious part of government. It is government in action, and it is the operative, the most visible side of government, as old as government itself (Wilson 1887:10). Berkley (1975:2) states that people have to be present before administration can take place and administration requires action. In order for activity to become administration, the activities of people have to be related, and therefore administration is a process involving human beings jointly engaged in working toward common goals. In relation to the public, administration is concerned with the execution and implementation of directives of the legislature.

 In his 1887 paper, *The Study of Administration*, Woodrow Wilson stated that "the field of administration is a field of business, removed from the hurry and strife of politics. It

is part of political life only as the methods of the manufactured product as machinery is part of the manufactured product. Policy does nothing without the aid of administration" (Wilson 1887:12-13). From the above definitions it can be deduced that administration is a function of government that is concerned with the observable side of government, that which can be seen, such as the delivery of services. In the government institutions that are responsible for the provision of services to the people, human resources are joined together towards a common goal, which is the service provided. Wilson (1887) asserted that administration, though related to politics, was not politics and was a field removed from politics. Wilson saw administration as a function of the government which was related to politics, but was however not politics itself, as the field of administration is responsible for the implementation of the law made by the political side of government. Appleby (1949:7) states that administrators are continually laying down rules for the future and administrators are continuously determining what the law is, and what it means in terms of action. According to Willoughby (1927:1), administration may be employed in two senses: firstly as the work involved in the actual conduct of government affairs, regardless of the particular branch of government concerned, such as the administration of justice, and secondly as administration of executive power or the conduct of the affairs of the government.

In its narrowest sense, the term administration denotes the operations of the administrative branch only. Administration has to do with getting things done, with the accomplishment of defined objectives. The science of administration is a system of knowledge whereby men may understand relationships, predict results and influence outcomes in any situation where men are organised for a common purpose. Public administration is that part of the science of administration which has to do with government and concerns itself with the executive branch, where the work of government is done, although there are connections with the legislative and judicial branches of government. Public administration studies the functioning of government, what it does, and how it is done.

2.3 THE EVOLUTION OF THE DISCIPLINE OF PUBLIC ADMINISTRATION

The aim of this chapter is to provide a discussion on the domain of Public Administration. It is therefore important to describe the historical perspectives on the development of Public Administration as a discipline. This section of the chapter deals with the different paradigms that followed from 1887 to the present, in order to contextualise this study in the domain of Public Administration.

During the first paradigm in the development of Public Administration, scholars such as Woodrow Wilson (1887), Frank Goodnow (1900), Leonard White (1948) and Paul Appleby (1949) advocated for a separation of administration as the function of government responsible for the implementation of the laws made by the legislature. Wilson (1887:12-13) identified administration as a part of politics only as machinery is part of the manufactured product; thus highlighting that although the two functions of administration are related, they are also separate. Goodnow (1900:16) recognised boundaries of differentiation between politics and administration and acknowledged that while the two primary functions of government are susceptible to differentiation, the organs of the government to which the discharge of functions is entrusted cannot be clearly defined. The first paradigm in the interface between administration and politics was largely based on the locus of administration, where administration can be found. Willoughby (1936:219) saw a difference between the function of seeing that laws are enforced and that of actually doing what the law calls for. White (1948:13) recognised administration as the branch of government that is best equipped to make public policy without the favouritism that politics has in terms of political pressure. According to Henry (1975:6) the emphasis of Paradigm One was on the locus of public administration where public administration should be. It was in this paradigm that the principle of separation of powers found significance.

The principle of separation of powers, *trias politica*, is the principle of separating the three branches of government; the legislative, judiciary and the executive authority. The *Constitution of the Republic of South Africa*, 1996, makes provision for the three

branches as the legislative, executive and judiciary of government. This research study focuses on the implementation of policies that have an impact on food security in South Africa. The emphasis here is on the executive branch of government vested in the four aforementioned government departments. The study also highlights the influence of politics on administration. This will be demonstrated through the legislative environment and its influence on the implementation of policies. A clear separation of politics and administration in South Africa remains an issue of contention in present Public Administration.

In the second paradigm, which took place between 1927 -1937, the focus of Public Administration was not on where Public Administration was located, as was the case in the first paradigm, but rather on the formulation of administrative principles. During Paradigm Two, the works of Frederick Taylor pertaining to the Principles of Scientific Management aimed at efficiency in organisations became recognised. Frederick Taylor developed four core principles of scientific management. These were that there must be a way to accomplish each task; time and motion studies should be used that determine the best way of performing work; selection of workers should be done according to physical, mental and psychological attributes; and payment was to be made according to production as a motivation and the responsibility for designing work processes and work flow lies with management (Rosenbloom 2009:147). Taylor believed that there is 'one best way' of organising workers to perform one task. The Scientific Management School focused on routine tasks and observation (Self 1977:19-20).

The late 1920's saw the rise of academic programmes in Public Administration which were subordinate to Political Science. In 1937 the Papers on the Science of Administration by Gulick and Urwick were published, which were written as a report to the President of the United States at the time, President Roosevelt. Gulick and Urwick (1937) coined the term POSDCORB which was an acronym for the seven principles of administration. Planning, organising, staffing, directing, coordinating and reporting and budgeting were identified as the functions of administration. The functions were identified as the things that need to be done and the methods for doing them to

accomplish the purpose set out for the organisation. This paradigm in the development of Public Administration was concerned with the function of public administration; the principles identified in this paradigm are relevant today as public institutions carry out these functions in delivering services to the citizens and carrying out the policies and laws made by the mandate of the legislature.

In 1947, Herbert Simon wrote what he regarded as the Proverbs of Public Administration, which was a critique on Gulick and Urwick's principles. Simon (1947) was of the view that for every principle that was identified, there existed a contradictory principle, and that the principles identified were not subject to control or of objective measurements of results. The principles of administration therefore were no more than "proverbs". 1947 also saw the publication of a paper by Robert Dahl entitled: *The Science of Public Administration: Three Problems,* in which three basic problems with the principles of public administration were identified. Dahl (1947:4) emphasised that a science of Public Administration has to study the influence of normative values and human behaviour and also has to consider the social setting where public administration takes place. The principles of administration as identified by Gulick and Urwick came under contention during this phase, in the development of Public Administration, with attention being on the focus of the discipline.

The third phase in the evolution of the discipline took place between 1950-1970. This phase was characterised by the locus and focus debate. Public Administration lost its standing as a discipline, but was rather referred to as an area of interest or even a synonym of Political Science. Public Administration lost its reputation as an identifiable field of study. Public Administration during this phase was seen as a second class citizen of Political Science.

The above-mentioned paradigm occurred concurrently with Paradigm Three. In light of the loss of identity of Public Administration as inferior to Political Science, public administrators started searching for an alternative which was regarded as the administrative science. According to Gulick and Urwick (1937:191) the science of

administration is a system of knowledge whereby men may understand relationships and predict results. Public Administration is that part of administrative science which provides a focus but not a locus.

The concept of New Public Administration is a product of the late 1960's and 1970's in the United States, that grew as a response to the perception that Public Administration was irrelevant and out of touch with the problems of society. The first Minnowbrook Conference was held in 1968 at Syracuse University in the United States. The themes of the conference focused on anti-positivism, personal morality, concern for clients and an anti-bureaucratic philosophy (Marini 1972:15). Cameron and Milne (2009:381) state that most of the participants at the first Minnowbrook Conference were political scientists, as Public Administration was still seen as a subfield of Political Science. Minnowbrook One was seen as a way to find a solution to the problems that plagued the field of Public Administration (Bowornwathana 2010:1). The perspective of the New Public Administration was that administrators should make policy, owing to the failure then by political agencies to address issues of poverty and war (Denhardt 2011:107). The relationship between politics and public administration was strengthened as the nature of the two working together was promoted. This paradigm opposed the separation previously advocated for by scholars such as Wilson, Goodnow and Appleby.

In this paradigm in the development of Public Administration, the discipline gained its own identity. The concern at the time was on how and why organisations were designed, how and why people behave the way they do, and how and why the decisions are made rather than with how these things happen (Henry 1975:18). The second Minnowbrook Conference was held in 1988, twenty years after the first Minnowbrook Conference during this paradigm. This conference took place at a time when Public Administration was regarded as a stand-alone discipline and no longer regarded as a subfield of Political Science, as was the case in Paradigm Three. The difference between Minnowbrook One and Minnowbrook Two was that the second conference was attended by a larger mix of men and women and the focus was more

on social and positivist perspectives and less on Public Administration's state and mission.

The third Minnowbrook Conference was held in 2008 and the focus of this conference was Public Administration and Public Management and how the Public Service can better respond to the current times, similar to the first Minnowbrook Conference. Indicative of the growth of Public Administration as a discipline, Minnowbrook Three focused on topics such as democracy, the future of development and administration and managing the international public sector, which was an indication of the growth of Public Administration as a discipline on its own. The difference between Minnowbrook One and Two lies in that more scholars from different universities in different countries attended, as opposed to the first two conferences dominated by American scholars. In the third Minnowbrook Conference there was more of an international perspective that was reflected by the presentation of papers on international and comparative administration.

There is a growing presence of Public Administration journals that indicates that Public Administration is not present only in the United States, such as the Public Administration an International Quarterly, the Asia-Pacific Journal of Public Administration, the International Review of Administrative Sciences, the Chinese Public Administration Review and the International Review of Public Administration (Bowornwathana 2011:65). In South Africa, scholars of Public Administration have journals such as *Administratio Publica*, the *African Journal of Public Affairs* and the *Journal of Public Administration to peruse*, and these are journals that promote scholarly publications of articles in the field of Public Administration and Management, which cover a range of topics in the discipline.

In the 1990's in South Africa, the discussion on the development of the discipline of Public Administration continued through what is known as the Mount Grace Consultation held in November 2001. The transition of South Africa from the apartheid regime to a democratic country led to changes in the political landscape and public

administration. The Mount Grace Consultation aimed to change the discipline and practice of Public Administration, in line with the changes in society (Cameron and Milne 2009:385). The second Mount Grace Conference took place in 1999, which was the year of the second democratic elections in South Africa, after 1994. Mount Grace Two, as the conference is known, resolved that research should be empirical, rigorous and should be geared towards generating new knowledge, instead of rehashing existing knowledge (Mubangizi and Theron 2011:36). The objective of the two Mount Grace conferences was to change the nature of the discipline into one that reflected the needs of society. This aspect in the historical development of Public Administration is indicative of the identity of the discipline in Paradigm Five, with a focus on Public Administration as a discipline in its own right. In light of the practice of public administration changing, with regard to the inculcation of a democratic dispensation in South Africa, it became necessary for the discipline to change as well.

The importance of the historical perspectives on the development of Public Administration informs this study, in order to enable the development of a multisectoral public policy framework for food security in South Africa. Public Administration is a discipline with its own theories and principles, which also informs this study in achieving its aim. The impact of public administration on the discipline is taken into consideration through empirical evidence, as outlined in Chapter One of this study, with data collection methods that will illicit information to develop the framework. This study draws its significance from Mount Grace Two, in order to generate new knowledge and respond to the needs of society. Food security is a national priority in South Africa, and this study, through an analysis of the challenges that hamper the coordination of public policies that promote the achievement of food security in South Africa, aims to make a theoretical contribution to the discipline.

In Paradigm Five of the historical development of Public Administration, the New Public Management was developed in the 1970's. The aim of New Public Management was to improve public sector performance with business-like approaches. New Public Management in an international context is visible in the administrative reforms

employed in New Zealand. In 1992, Osborne and Gaebler wrote a book entitled *Reinventing Government*, which provided ten principles to be carried out by what they regarded as "public entrepreneurs", in order to bring about governmental reform. These principles are at the core of the New Public Management, as stated by Denhardt (2011:143):

- Balancing resources available and the needs of citizens rather than concentrating only on one objective.

- The community takes the responsibility of finding solutions to their own problems and therefore government is owned by the community.

- Customers of the public sector have a choice as to where to get their services, as there is competition between the government and the private sector.

- The mission of the organisation should be the driving force behind the spending plans, the human resources and other processes.

- Government activity should be focused on achieving the objectives and goals as opposed to controlling the resources used.

- Treating citizens like customers, similar to the private sector.

- A focus on earning rather than spending only, to ensure that government is able to add value and ensure results, even during times of financial difficulty.

- Utilising the concept of preventing problems or stopping problems before they happen.

- Government organisations should be based on teamwork rather than hierarchy, and

- Using market-oriented principles in responding to problems.

The concept of the New Public Management transformed the functioning of government in the provision of services. The use of business-like approaches is promoted in order to

develop efficient public administration and to treat citizens like customers. In South Africa, the *White Paper on Transforming Public Service Delivery,* 1997, identified eight principles that are referred to as the *Batho Pele* principles. The purpose of these principles was to change the way in which services were provided to citizens and to introduce an emphasis on a more people centred approach*. Batho Pele* is Sesotho for "people first" and the intention of the government in South Africa was to treat people first in the provision of services.

The eight *Batho Pele* principles are:

- Consultation: is a principle that promotes the view that citizens as customers are to be consulted with regard to the quality of services that they receive and to be provided with a choice as to the services they are offered.

- Service standards: there should be a consultation with citizens regarding the level and quality of service they should be receiving as customers of the public sector.

- Access: the citizens should have access to the services to which they are entitled.

- Courtesy: as customers, citizens should be treated with courtesy and consideration.

- Information: the citizens should be provided with accurate and timely information about public services.

- Openness and transparency: every government department should conduct its affairs in a manner that affords the public with transparency and accountability.

- Redress: if citizens do not receive the service they are entitled to and a positive response, an explanation and an apology should be provided.

- Value for money: public services should be provided economically and efficiently.

The *Batho Pele* principles promote value for money and efficiency and the view that citizens are seen as customers and should be treated as such. Business-like approaches, as indicated in the New Public Management approach, are used as the citizens are regarded as customers of the public service. The quality of services provided to the customers, and the relationship between the providers of the service and the customers are also highlighted in this approach to service delivery in South Africa. Governance is an important concept in the development of Public Administration. Governance is defined as the traditions and institutions by which authority in a country is exercised. The World Bank (2006) identified six indicators of quality governance:

- Voice and accountability: refers to the degree to which citizens in a country are able to select their government and freedom of speech, freedom to join associations of their choice and freedom of the press.

- Political stability and absence of violence: the stability of the government of the day without the threat of destabilisation or acts of intimidation and violence.

- The effectiveness of the government of the day: which is the quality of the services provided and the authority of the formulation and implementation of the public policies.

- The regulatory quality: is the formulation and implementation of policies that promote the development of the private sector.

- The rule of law and the extent to which the citizens of the country abide by the rules.

- The extent to which there is a prevalence of corruption in the country.

Governance has an impact on the execution of public administration in a country and the activities of government institutions inform the indicators of governance in a country. International institutions such as the World Bank measure the quality of

governance in a country. The above-mentioned demonstrates how Public Administration has developed from the 18th Century to the present.

2.4 CORE FUNCTIONS OF PUBLIC ADMINISTRATION

Public administration is the operational side of government and the government aims to fulfil the needs of its citizens by providing goods and services. In so doing, the different government institutions perform functions to enable the delivery of services and the implementation of public policies as made by the legislature. This section of the research provides a description of the core functions of public administration, in order to contextualise public policy in public administration and thereby provide a context for a multisectoral public policy framework for food security in South Africa. Thornhill (2012:87) is of the view that South Africa, similar to other states, has an intricate network of public institutions which exist to provide goods and services to the public. In order for the operation and maintenance of public institutions to take place, certain functions or processes have to be carried out.

 These functions are classified as:

- Generic administrative and management functions

- Instrumental functions

- Functional (also referred to as line functions)

Generic administrative functions include policy-making, organising, human capital management, financing and determining work procedures and methods. The generic administrative functions have developed from Paradigm Two in the development of Public Administration from Urwick and Gulick's POSDCORD principles. Instrumental functions are performed in order to assist in carrying out the generic administrative functions and the line functions. The instrumental functions performed in public organisations include communication, such as writing, reading and speaking and conducting meetings and negotiating, while line functions are the activities that are

undertaken by particular government departments, such as the provision of health, education and communications, for example. The four case study departments are line function departments responsible for agriculture, education, trade and industry and social development.

2.4.1 Human capital management

Human resources are one of the most important resources in any organisation. In order for public institutions to function effectively, there is a need to ensure that there are people with the right skills and knowledge and in the right positions to promote the achievement of the objectives of the organisation. Public officials in South Africa are required to provide services effectively, efficiently and economically. The implication of this requirement is that there is a need for a highly knowledgeable and well trained public sector workforce which is accountable to its citizens in the provision of services. With the requirement of implementing the *Batho Pele* principles in public service delivery, there is a greater need for a well-equipped public service.

The function of capacitating public organisations refers to recruiting, appointing, and retaining human resources in the organisation. This function in the organisation is carried out by the human resource departments in the various public institutions. Erasmus, Swanepoel, Schenk, van der Westhuizen and Wessels (2011:4) define public sector human resource management as a field of study, theory and practice taken to be part of management and administration concerned with all the factors, decisions, principles, functions and methods related to employees in public sector institutions. Chapter Ten of the *Constitution of the Republic of South Africa,* 1996, outlines the principles of public administration in South Africa which require that public administration be development oriented, and that good human-resource management and career development practices to nurture human potential must be cultivated. It is a function of public administration to ensure that the people who are responsible for the provision of services in government departments receive proper training and development to constantly enhance their knowledge and skills. Public administration

also has an obligation to ensure that the people who have decided to dedicate their lives to the Public Service are retained. Retention and career management are important aspects of the staffing function of public administration. The *Constitution of the Republic of South Africa,* 1996, in Section 195 requires that "public administration must be broadly representative of the South African people, with employment and personnel management practices based on ability, objectivity, fairness, and the need to redress the imbalances of the past to achieve broad representation".

Erasmus et al*.* (2011:4) identify four main public sector human resource functions and practices:

- Strategising and planning for public sector human resources, which is a task that includes formulating and implementing strategies to achieve institutional objectives;

- Obtaining suitable human resources, which is concerned with the recruitment of qualified job applicants and selecting and appointing those who comply with the requirements of open job positions;

- Utilising and developing public sector employees, which involves training and development, career management and career development and cultivating the knowledge and skills of employees; and

- Remunerating and caring for public sector employees as a resource of a public sector organisation. Human resources should be motivated and remunerated in the provision of their services to the public sector.

Human capital management as a function of public administration operates under a legislative and policy framework. Van Dijk (2014:315) defines human capital management as the approach to staffing which perceives people as assets whose current value can be measured in terms of productivity and whose future value could be enhanced through investment. The *White Paper on Human Resource Management in the Public Service,* 1997, aims to "promote fairness, apply principles to address the

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inequalities of the apartheid regime in South Africa; encouraging accessibility, fostering transparency, demonstrating accountability and increasing professionalism in the public sector, in line with the constitutional requirements of high professional ethics". *The Skills Development Act,* 1998 (Act 97 of 1998) aims to provide an institutional framework to devise and implement national sector and workplace strategies, in order to develop and improve the skills of the South African workforce and to integrate these strategies with the National Qualifications Framework contemplated in the *South African Qualifications Act,* 1995 (Act 58 of 1995*)*. The above-mentioned are some of the policies in place to support the human resource function in government departments, in order to promote training and development of human resources in government institutions. The human capital management function of public administration finds relevance in this study, as the development of a proposed multisectoral public policy framework for food security in South Africa has to take cognisance of the human resource capacity of the policy actors involved in the food security policy context.

2.4.2 Public financial management

Public financial management is a generic function of Public Administration. In order to function effectively and provide services to the people, financial resources are necessary. Moeti, Mafunisa, Nsingo and Makonda (2014:43) state that public financial management deals with the management of public money which is entrusted to the government. Public financial management involves making decisions on:

- The financial resources needed to implement government programmes and projects;

- Where to obtain the financial resources;

- How to collect and utilise the resources; and

- How to control all financial processes within the given time frames.

Financial management of resources in the public sector operates under a strict legislative and regulatory framework. Section 195 of the *Constitution of the Republic of South Africa*, 1996 requires public administration to be accountable and transparent in the activities performed. In order to adhere to this requirement, there are systems of checks and balances in the management of public finances. Section 215 of the *Constitution of the Republic of South Africa*, 1996, requires national, provincial and municipal budgetary processes that promote transparency and accountability and effective financial management. Each sphere of government is required by law to provide a clear description of the sources of revenue and the expenditure, and how this complies with national legislation. A clear example of how the legislative and executive authority interacts in administrating public finances, is seen in that the executive authority cannot impose taxes or levies on the population.

The legislature imposes taxes and the executive collects the taxes. Financial management in the public sector is subject to being audited by the Auditor General, as provided for in Section 188 of the *Constitution of the Republic of South Africa,* 1996. The Auditor-General must audit and report on the financial accounts and financial statements, and this refers to any institution that is funded using public funds. The *Public Financial Management Act,* 1999 (Act 1 of 1999) regulates financial management in the national and provincial spheres of government and the *Municipal Financial Management Act,* 2003 (*Act 56 of 2003)* regulates financial management in the local sphere of government.

Financial resources are an important feature of any organisation, and in order for government institutions to acquire, develop and retain human resources effectively, implement policies and projects, procure goods and services and to provide services to the people, these resources have to be properly managed. For the purpose of this study, the financing of public organisations is vital as the implementation of the *National Policy on Food and Nutrition Security* requires financial resources. In order to develop a multisectoral public policy framework for food security in South Africa, the financial capacity of the different government departments to implement programmes

that have an impact on food security should be considered. This study finds relevance in the financing function of public administration, as public sector institutions utilise public funds in the implementation of the different programmes, as outlined in the *National Policy on Food and Nutrition Security*.

2.4.3 Control

Public administration is required to be accountable, as set out in the *Constitution of the Republic of South Africa*, 1996, in Chapter Ten. This principle sets an obligation that every government department is required to employ control measures to ensure that every activity performed is done in the public interest. The public sector exercises control in two parts; firstly internal control in the different government departments, and secondly giving account in the meetings of legislatures. According to Thornhill (2012:270), internal control in the context of public administration refers to demarcating work environments within which the functionaries have to operate, and identifying the required performance so that the functionaries pursue their goals respectively.

Monitoring control in the public sector is created through the making of policies which set out the objectives to be achieved: organising which demarcates the field of work to be carried out by the government departments, as well as the division of work and assigning responsibility and authority and the work procedures. Financing is required for each government department to carry out the function assigned to it and there are codes of conduct set out for the political office bearers and the employed officials in the public sector. Control measures identified by Thornhill (2012:273) are as follows:

- Written reports are a conventional way of maintaining control in the public sector; they provide evidence of the activity that has been carried out. The reports that are written by officials both appointed and elected should be a clear representation of the activity or function that the official has performed.

- Investigation and inspection involve the acts of going to the work environment and assessing the functioning thereof. Investigation and inspection can occur after an act that is unlawful has occurred, and therefore this is an attempt to resolve the issue.

- Auditing. All public sector organisations, in all spheres of government, are required by law to have an internal audit committee. The *Constitution of the Republic of South Africa*, 1996, requires the Auditor General to check the financial management of public sector organisations, and this serves as a control measure to ensure that public resources are utilised in the public interest.

- Cost accounting, cost comparisons and cost analysis. Through cost comparison and cost analysis, the spending plans of government institutions can be controlled. Cost comparison allows for an assessment of the prices of different services and goods paid for using public funds.

- Performance management. This involves setting goals and objectives that assess the performance against the achievement of those objectives. Performance management is a control mechanism to regulate the activities of officials in the public sector.

Members of Cabinet are individually and collectively accountable to Parliament in the exercising of their functions, through regular reporting. A deduction can be made that as public organisations carry out a myriad of tasks performed by a large number of people, regular reporting within these organisations is required.

2.4.4 Organising

"Organising consists of classifying and grouping functions as well as allocating the groups and functions to institutions and workers in an orderly pattern, to ensure that the functions of the employees are aimed at achieving predetermined objectives" (Thornhill 2012:166). Sokhela (2014:106) defines organising as "a process of coordinating organisational units and individuals in an institution". "Organising is a

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process whereby an interrelated network of authority, communication, functions and positions are formally created and maintained, to make purposeful action and groups possible" (Holtzhausen 2014:253). Government departments are mandated to provide services to the people and are divided into different units, each performing a particular administrative function: finance, human resource management, corporate services and procurement as organisational units. Individuals in an organisation are arranged in a specific order to allow for positive action to achieve objectives. In South Africa the political structure is organised amongst the three spheres of government. Parliament is the highest decision-making authority in South Africa and is at the national sphere, the provincial legislature, which consists of the executive council and the premier, is at the provincial sphere, and the municipal sphere consists of municipal councils.

Section 44 (1) of the *Constitution of the Republic of South Africa,* 1996*,* assigns the power to pass legislation on any matter including areas of concurrent powers of national and provincial competence, as well as local government competence. Executive authority vested in the president and Cabinet is similarly divided into four functions:

- Similarity of functions: these are government departments that are organised on the basis of functions provided, such as the Departments of Health and the Departments of Home Affairs.

- Geographical area: these are government departments organised according to the geographical area where they are situated, e.g. the provincial departments of health and education.

- Services rendered: these are government departments that provide various services to the public, such as municipal departments that provide water and electricity.

- Clients or population groups: these are government departments organised according to the clients they serve or the different population groups, which in this case are the DBE, the DAFF, the DTI and the DSD.

Mullins (1985:2) identifies three common factors in any organisation: people, objectives and structure. Firstly, the interaction of people in order to achieve objectives, which forms the basis of an organisation; secondly, a structure is needed by which people's interactions and efforts are channelled and coordinated to achieve the objectives of the organisation. Finally, the effectiveness of an organisation will be dependent upon the quality of its people, objectives and structure and the resources available to it. Organising is the planned coordination of the activities of a number of people for the achievement of some common, explicit purpose or goal, through division of labour and function and through a hierarchy of authority and responsibility. The object of coordination is activities, not people. Mintzberg (1979) identifies two components: an operating component and an administrative component. The operating component consists of people who actually undertake the work of producing the products, or providing services, namely the managers and analysts, concerned with supervision and co-ordination.

Mullins (1985:2) makes a differentiation between a formal and an informal organisation. A formal organisation is planned and created and is concerned with the objectives, the specification of tasks, and defined relationships of authority and responsibility. Informal organisation arises from the interaction of people working in the organisation and the development of groups with their own authority and responsibility. The various government departments are formal organisations and consist of goals that are determined, and the people employed to assist in the achievement of those goals, and a structure within which to achieve the objectives. In an organisation, there are other functions that are performed in organising. The division of work refers to the grouping of different jobs and functionaries that are similar, and assigning authority is concerned with the determination of an individual's responsibility they carry in performing the duties assigned and the person to whom they report. The function of coordinating ensures that all the functions that are carried out all work together to achieve the objectives of the organisation. It is vital to determine the lines of communication in order to ensure that there is a channel through which information is received by the

functionaries in an organisation. Control is a function that refers to the process of ensuring that all functionaries are held accountable.

2.4.5 Work procedures and methods

Government organisations undertake a myriad of tasks and activities every day in performing their functions. There are specific work procedures that need to be in place to enable these organisations and the officials employed to achieve the specific goals and objectives. This section focuses on the development of work methods and procedures and how this function is performed in public administration. Thornhill (2012:252) identifies two types of work procedures in the public sector. Firstly, work procedure refers to the process to be followed by government when it decides to embark on a new course of action. Secondly, there is a procedure to be followed in dealing with the different tasks undertaken in the public sector.

The principles of public administration in Chapter Ten of the *Constitution of the Republic of South Africa*, 1996, require public administration to be accountable to its citizens. It therefore becomes necessary to set out particular procedures to be followed. The *White Paper on Transforming Service Delivery*, 1997, sets out requirements for departmental codes of conduct which are expected to outline certain procedures to be followed in delivering public services. These codes of conduct should reflect procedures to, amongst others, define human resources dealing with complaints, conducting interviews, the style and tone of written communications and how to deal with people with special needs. The function of setting work procedures and methods is related to the function of organising. As positions are determined in an organisation, functions have to be carried out by the people in those positions.

2.5 THE DEVELOPMENT OF PUBLIC POLICY IN PUBLIC ADMINISTRATION

This study aims to analyse the public policy context for food security in South Africa, in order to determine the collaboration and coordination between the different policy actors from different sectors, in terms of policy formulation and implementation. The

study further aims to develop a multisectoral public policy framework for food security in South Africa. It is imperative therefore to locate this study clearly in the discipline and field of Public Administration. This section locates public policy in Public Administration, and further provides a context for a multisectoral public policy framework for food security in Public Administration.

Policy is defined by Anderson (2011:6) as a relatively stable, purposive course of action or inaction, followed by an actor or set of actors in dealing with a problem or matter of concern. Public policy is further regarded as a purposive course of action followed by government in dealing with some problem or matter of concern. Dye (2013:3-4) defines public policy as whatever governments choose to do or not to do. Decision-making involves making a discrete choice from amongst two or more alternatives. In public administration, decision-making is an integral part of the functions of public officials. There is a link between policy-making and decision-making. Policy-making encompasses a flow and pattern of action that includes many decisions, and decision-making involves a choice between two or more alternatives. It therefore suffices to state that policy-making involves decision-making. Anderson (2011:19) contends that the theories of decision-making, though not developed for analysing policy formulation, can be used for that purpose, as all of them fit into the policy process framework. Herewith follows a discussion on the theories of decision-making.

Denhardt (2011:117) believes that policies are the outcomes of government activity and policy formulation (policy-making) and policy implementation are seen as central to the political process. In the view that the work of government is to make policy and that the implementation of policies is an integral part of the political process, this highlights the interaction between the legislative and executive authority, as both policy-makers and policy implementers. This view that the work of the government is to produce policy however, brings about the idea that the public organisation is central to the political process. Public policies have certain characteristics: public policies are goal oriented in that policies are designed to achieve a specific goal; public policies consist of causes or patterns of action that are followed by government departments and public

policies are drawn up in response to policy demands or the demands of different role-players such as interest groups, the public, the legislature and the executive authority (Anderson 2011:7).

Members of public organisations play an important role in the formulation of public policy and influence the designing of policies and programmes and policy implementation, even after the formal policies have been made by the legislature, the executive and the judiciary. The separation of politics and administration is hard to justify. Scholars of Public Administration were critical of the separation of politics and administration and failed to recognise the influence of the bureaucracy on policy formulation. Appleby (1949:70) was of the opinion that administrators are often called upon to make recommendations for legislative action and added that public administration is policy-making. Public agencies and students of Public Administration have reasons to engage in the study of public policy. There are two orientations to public policy. The first orientation is the policy science approach, which is directed toward improving the design and operations of policy-making systems, and the second is that knowledge about policies should be integrated with information and policy-making to improve policies (Dror 1968:203). Denhardt (2011:121) is of the view that the study of policies can therefore focus on either the causes of particular policies, or on the consequences of policies and the effect a particular policy will have on a particular problem.

There are three factors that are central to the ability of an agency to influence the political system, according to Rourke (cited in Denhardt 2011:121). Firstly, public organisations depend on external support; secondly, public organisations differ in their impact on the policy system, based on knowledge and expense and lastly, the organisations differ due to internal characteristics of the agencies. Rourke (1986) highlighted two issues integral to public policy-making. Firstly, the issue of responsiveness, which is the extent to which there is correspondence between the decisions of bureaucrats and the needs of the community, and secondly, effectiveness, the degree to which the decisions are more likely than the alternative to bring about the

desired results. The making of a policy does not necessarily bring about the required results and public policies are not made in a vacuum, and therefore environmental factors, both internal and external, have an impact on the execution of public policies. Factors such as limited resources, inadequate organisational structures, lack of effective communication or poor coordination of the policies need to be considered in public policy-making.

The relevance of policy implementation to Public Administration suggests that in the study of public policy it is important to take cognisance of environmental factors that impact organisational work, and that the public organisations have a role in expressing public values. This point however dates back to the days of the politics-administration dichotomy. Policy-makers need to acknowledge the difficulties that may arise in the implementation of the formulated public policy.

2.5.1 Public policy-making

This study aims to construct a multisectoral public policy framework to address food security in South Africa. The study is based on the premise that various policies and policy actors are involved in the implementation of food security programmes in South Africa. This section of the research deals with the public policy-making process and will describe five models of policy-making with the aim of explaining how policies are made in the public sector.

i. Policy-making as a rational decision-making process.

This model of policy-making emphasises the view that policies are rational, intelligent decisions based on synoptic information. The policy-making process evolves in a few chronological steps, phases or cycles and the institutional context wherein public policies are made in this model is closed, hierarchical and authoritative. The Rational Model places the policy-making function in the hands of the government and hierarchy. This model subscribes to the view that, if there is a policy failure or ineffective policy-making, there is an error in intelligence and order in the process or the chronology of

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the steps (Denhardt 2011:77). In Rationalist Models of public policy-making, a policy actor, which is usually the government, is aware of a problem, determines a goal, weighs the alternative means and chooses amongst them according to his estimates with reference to what he prefers (Etzioni 1967:2). According to the Rational Model of Decision-making in any situation, a decision-maker should scan all possible causes of action open to him, trace the consequences of each alternative course and then separately evaluate the benefits and losses of each alternative. The Rational Decision-Making Theory is based on the premise that decision-makers have the time and resources to scan the different alternatives to each decision and make decisions based on reason. In public administration it is not always possible for decision-makers to consider every alternative of the decision made, as the public sector functions on the basis of limited resources.

There are five steps that are employed in this model. Firstly, policy-makers must be aware of all the value preferences and the weight placed thereon by society. Secondly, all the available alternatives to an identified problem should be ascertained. Thirdly, a determination must be made on the results of each policy alternative. The fourth step is to calculate the cost-benefit ratio of each alternative and lastly, select the most efficient policy alternative (Dye 2013:19). There are critics of the Rationalist Model of Decision-making who state that, firstly, the values and facts, means and ends cannot be clearly distinguished in public policy-making, secondly, that decision-makers have limited time and resources to collect the required decisions and lastly, policy-makers operate in an open system where not all consequences can be surveyed.

ii. Policy-making as a political game

This model of policy-making asserts that policy-making is done in a 'polycentric' context, or in an arena with more than one organisation where political rationalities of actors need to be understood and managed. There are different autonomous but independent stakeholders. The policy-making process is a 'power play' or 'bargaining game' between stakeholders, (Thissen and Walker 2013:21). The institutional context

here is a pluri-centric, elitist, inter-organisational arena with restricted access. Policy-making as a political game is based on the premise that there are different policy actors from different political affiliations. This is reflected in South Africa in terms of the composition of the legislative authority in the national and local spheres of government. Legislative authority is vested in Parliament at the national sphere, which is based on a proportional representation system, with different political parties being represented. The legislative authority has the power to formulate national policy and it is in this process that various policy actors interact.

Public policy in this model is the political system's response to demands arising from the environment. Easton (1957:384) developed a model of the political system which consists of inputs that are transformed by the environment and the political system into outputs. Anderson (2011:19) states that inputs are the demands that individuals and groups make on the political system. In this instance "support" refers to the individuals showing support by abiding by the laws, paying taxes and abiding by the decisions made by the political system. The environment consists of the social system and the economic system that is external to the political system. Outputs of the political system include laws that are an authoritative allocation that are regarded as public policy. Feedback stems from the fact that outputs have an impact on the individuals, and the environment may bring about new demands.

iii. Policy-making as an institutional process

Public policy is implemented by the public organisations, even though the public policy is determined by the legislature (political). Government institutions, according to Dye (2013:17), give policy three distinctive characteristics: legitimacy, universality and legality. Government policies are legally binding and citizens regard these as binding. Secondly, government policies involve universality, as government policies extend to all people in a society which differs from the case of policies of other organisations. Lastly, only government can legitimately imprison violators of its policies. This perspective argues that, as public policies apply to all members of the society, the structure of

government departments can have an important bearing on policy results, (Cloete and De Coning 2011:41). According to this model, changing the structure of the government institution can bring about changes in policy results.

iv. Policy-making as elite preferences

This model views public policy as the preferences of the governing elite. Public policy is not regarded as a reflection of the demands of the "people", but rather that of an elite few. This theory of public policy involves that public policy is determined by the ruling elite, and not the demands and actions of the people or the "masses". The preferences of the elite are put into effect by public officials. According to Anderson (2011:23), this theory highlights the reality that in any political system, a few govern the many. Policy-making in this model is implied as a downwards flow from the demands by the people, rather than downward from the interests, values and preferences of the elites. Dye (2013:24) contends that in the Policy-making as Elite Preferences Model, society is divided into the few who have power and the masses who do not, and that the few people who govern are not typical of the many that are governed. The Mixed-scanning Theory of Decision-making was developed by the sociologist, Amitai Etzioni, under the premise that both the Rational Decision-making Theory and the Incremental Theory have shortcomings. Etzioni (1967:386) regarded decisions made by the Incremental Theory as a reflection of the interests of the powerful and organised groups in society, which neglect the interests of those who are not organised politically. Anderson (2011:131) states that mixed scanning enables decision-makers to use both the Rational Decision-making and Incremental Theories in different situations, depending on the nature of the situation. The decision-makers and their capacity in terms of the resources at their disposal will allow for more scanning and more effective decision-making.

v. Policy-making as equilibrium and group struggle

From this view, policy-making is an interaction amongst groups. Individuals with common interests join together formally or informally to place their demands on the

government. Interest groups and pressure groups are regarded as the link between individuals and government. According to Dye (2013:22), the task of the political system is to manage group conflict by firstly, making the rules to resolve a group struggle, secondly, arranging for compromises and balancing interests, thirdly, making the compromises in the form of public policy and lastly, enacting the compromises. Thissen and Walker (2013:25) state that the policy-making process in this view is an interactive learning process which is an exchange of arguments and meaning and those policies consist of constructed and shared meanings in a policy debate.

vi.   Policy-making as Public Choice Theory

Public Choice Theory assumes that policy is collective decision-making by self-interested individuals. Public Choice Theory is based on the premise that political actors, taxpayers, voters, legislatures, bureaucrats, interest groups and governments aim to maximise their own personal benefits in politics and the marketplace. The Public Choice Theory is the economic study of non-market decision-making, and the application of economic analyses to public policy-making. This theory recognises that government has to provide services that the market cannot provide. The factors such as market failures and the impact of the economy on goods and services must be considered.

vii.   Policy-making as a rational choice in competitive situations

Dye (2013: 27) stipulates that "Game Theory is the decisions in situations in which two or more rational participants have choices to make, and the outcomes depend on the choices made by each". It is based on policy-making in areas where there is no best solution and the best decision is based on what other people would do. The expectations and the way in which other people would act in the same situation determine the choice that policy-makers would make. The idea of a "game" is the rational decision-makers who are involved in choices that are interdependent. The "players" are the policy-makers.

In developing a multisectoral public policy framework for food security in South Africa, it is important to analyse how policies are made, the role-players involved and the various aspects of the policy-making process. Lindbloom (1959:79) provided six requirements of the Incrementalist Model of Decision-making. The Incrementalist Approach does not provide a survey of all the alternatives; however, the focus is on policies which differ incrementally from existing policies. A smaller number of policy alternatives are considered. The alternatives are evaluated based on important consequences. The problem is regarded as more manageable, and there is no one decision or right solution. Incremental decision-making is described as remedial and aims to resolve current problems (Etzioni 1967:386). Policy is considered to be variations on the past. This model criticises the Rational Model in that policy-makers do not weigh all policy alternatives and consequences annually, as there are limited resources, time and information, however, this model views public policy as increasing from the past and focuses on changes in policies and expenditures. This model of decision-making views public policy as a continuation of past government activities, only with incremental modifications (Dye 2013:21). This Theory of Incrementalism has been criticised on the basis that it is regarded as too conservative and it focuses on order and is a barrier to innovation, which is a central aspect of public policy-making.

2.5.2 The public policy-making process

Public policy-making is the process of decision-making by the government: what should be done, how it should be done, and when and why it should be done. Public policy-making is a process and involves different stakeholders at each stage of the process. This section describes the public policy-making process.

i. Step One: Problem identification

This step in the public policy-making process involves the identification of societal problems that express demands for government action. With reference to this study the problem identified was the unsatisfactory situation of different institutions with programmes to address food security that were not coordinated. In terms of the

National Policy on Food and Nutrition Security, three reasons prompted the need and formulation of the policy. Firstly, due to the need for a common definition and measures on food and nutrition security, owing to the multidimensional nature of food security and the various role-players that are engaged in programmes that aim to promote food security, there was a need to ensure that government, the international community, research institutions and civil society share the same understanding of food security. Secondly, as food security requires interdisciplinary approaches, the policy was introduced due to the need for a guiding framework that aims to streamline, harmonise and create synergy between the strategies and programmes of government and civil society. Lastly, it was imperative to provide an understanding of South Africa's role in the Southern African Development Community.

One of the challenges that South Africa faces with regard to food security is the insufficient safety nets and food management systems that assist those who are not able to have access to adequate food and to alleviate the impact of natural disasters. Also the lack of sufficient knowledge and resources that citizens have in choosing food which is nutritious and safe is a challenge identified in the policy. Farmers are faced by challenges through overproduction, which in some cases has the ability to drive down prices to the point where farmers have limited profits, because they cannot sell their produce. Climate change and the impact that it has on land use hampers domestic food production, which in turn impacts adversely on food availability, one of the pillars of food security. The *National Policy on Food and Nutrition Security* identifies the lack of adequate, timely and relevant information on food security. The challenges that prompted the introduction of the *Integrated Food Security Strategy* were:

- To ensure that there is adequate food available to all citizens;
- To align people's income to food prices, in order to ensure adequate food access;
- To empower citizens to make the best choices for healthy, nutritious and safe food;
- To ensure that there are acceptable safety nets and food emergency management systems to provide food for people that are unable to access food

from their own efforts and lessen the extreme impact of natural or other disasters on people;

- To guarantee the availability of adequate and relevant information to ensure analysis, communication, monitoring, evaluation and reporting on the impact of food security programmes on the population.

The above-mentioned challenges have an impact on the four pillars of food security and cannot be resolved by one sector alone. They necessitate the collaboration of sectors and departments. It was in this regard therefore that there was a need to streamline, harmonise and coordinate the various food security programmes in South Africa, as was the aim of the *Integrated Food Security Strategy*.

The identification of the problem of household food insecurity led to the formulation of the policy. The problems addressed in the strategy relate to the fact that many households are chronically undernourished, while others experience malnutrition. The other problem that was identified was that information is inconsistent or contradictory. Household food insecurity is a serious problem in both urban and rural areas, with each having its own characteristics and challenges. The agenda-setting phase identified that social grants are one of the priorities that have mitigated household level food insecurity, and the NSNP as a programme was designed to address food insecurity, as was the delivery of food parcels for social protection, as well as the statutory fortification of maize meal and wheat flour. It is important to highlight that the priorities that are selected are implemented by different government departments from different sectors and therefore necessitate a multisectoral approach to coordinate the activities.

The *National Policy on Food and Nutrition Security* identifies five priorities that call for multisectoral initiatives and programmes:

- Improving nutritional safety nets

- Nutrition education

- Investment in agriculture

- Improved market participation

- Increased investment in research technology to respond to the production challenges facing the country in terms of climate change and bio-energy.

The role-players involved in this stage include the mass media, interest groups, public opinion and citizen initiatives. It is important to highlight that Section 195(1) of the *Constitution of the Republic of South Africa,* 1996, specifically states that the public must be encouraged to participate in policy-making. A system of participatory democracy is one where the public participates in the decision-making process with regard to what problems they have and the solutions thereto. The media plays an important role in reporting the problems of society and the challenges that the citizens of the country are experiencing. It is vital to also highlight the various channels in place to promote public participation in policy-making. The local government sphere, which is regarded as the sphere closest to the people, promotes public policy participation through ward committee meetings during the formulation of the Integrated Development Plan, which is a five year term outlining the plans of a particular municipality for the term. Public meetings are called to enhance participation in public decision-making.

Initiatives in South Africa to promote public participation are strengthened by the deployment of members of parliament to constituencies, the convening of public hearings on legislation being debated by portfolio committees, calls for written and oral submissions and parliamentary democracy offices as well as programmes such as taking Parliament to the people. These various avenues allow for the public to participate in public policy-making. In order to construct a multisectoral public policy framework for food security in South Africa, the various avenues followed in identifying food security as a problem will be investigated. This includes an analysis of each of the sectors and elements of food security and how each department identified a specific element of food security as their focus. It is important to ascertain whether there was coordination in terms of the multisectoral problems, and how each of these elements of food security

were divided amongst stakeholders. This is an integral part of this study, in order to ascertain whether the different sectors are all addressing the same problem or issue to promote food security, and how this was identified as an issue.

ii.   Step Two: Agenda setting

The second step in the policy-making process is agenda setting. In this step in the process, a decision is to be made on what problems will be addressed by government. Agenda setting is done by the various policy actors in South Africa, as stated in the *National Policy on Food and Nutrition Security,* 2002. Cabinet decided to formulate a national policy to streamline, harmonise and integrate the diverse food security programmes and to ensure a common definition of multiple actors from government, the private sector and civil society. This step builds on what was identified in Step One of the policy-making process, which is problem identification. Dye (2013:34) identifies two different forms of agenda-setting: agenda setting from the bottom-up and agenda setting from the top-down. The bottom-up agenda setting views agendas as stemming from the public and moving up to the officials in government to implement the policies. Agenda-setting from the top down is where a select few make decisions on behalf of the populace.

Cloete and Meyer (cited in Cloete and de Coning 2011:87) define policy agenda-setting as a process of planning, where policy issues are identified, problems are prioritised and support for decision-makers is lobbied. The aim of policy agenda setting is to focus the attention of policy-makers on selected public policy issues and to ensure that these issues receive attention. There are three main reasons for including policy agenda setting in public policy-making: firstly, it determines the priorities that public policies should address; secondly, it determines the role-players in the policy-making process and lastly, it provides information on how stakeholders influence the policy agenda.

iii. Step Three: Policy formulation

Step Three involves the formulation of the policy and the development of policy proposals to resolve issues. Here the participation of think tools, Cabinet, the legislature and interest groups is of importance. This study assesses the formulation of the *National Policy on Food and Nutrition Security* to ascertain the participation and collaboration of the various sectors and government departments in the development of the policy. Given the multisectoral and multidimensional nature of food security, and the extent to which public policy formulation is indicative of this, the study will aim to ascertain the policy formulation in terms of multisectoral coordination and collaboration.

iv. Step Four: Policy legitimating

The fourth step in the policy-making process is the legitimacy of the policy. This step involves enacting the policy into law, selecting a proposal and deciding on the constitutionality of the policy. The *National Policy on Food and Nutrition Security*, the *Household Food and Nutrition Security Strategy* and the *Fetsa Tlala Production Initiative* are national strategies that are not legally binding in terms of implementation, as opposed to a White Paper or an Act. It is vital to investigate the strategies and policies in place, to ensure that food security is promoted. This study will investigate the extent to which the stakeholders responsible for the various programmes addressing food security are bound to implement these programmes. In order to improve and promote food security, it is imperative to analyse the extent to which the government departments responsible for the food security programmes have an obligation to implement the programmes. It is a constitutional obligation that resources should be used to achieve the rights set out in Chapter Two of the *Constitution of the Republic of South Africa,* 1996, the Bill of Rights, including the international agreements to which South Africa is signatory. Any law inconsistent with this is invalid. Therefore to inform a multisectoral public policy framework for food security in South Africa, the extent to which policies that have an impact on food security will be investigated.

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v. Step Five: Policy implementation

The implementation of the policy is the fifth step in the policy-making process, and it is important as it takes into consideration the budgeting and financial resources required to implement the policy. The organisations and government departments responsible for the implementation of the programme outlined in the policy, strategy and the production initiative and the capacity of these organisations. This step which involves Cabinet and government departments responsible for policy implementation. As stated in Chapter One of this study, four government departments will be analysed as a case study. The study will investigate the extent to which these departments have the capacity and resources to implement the programmes that have been outlined in the public policy context for food security in South Africa, and the organisational capacity of these departments. In investigating multisectoral collaboration it is also important to highlight that duplication of resources can be eliminated through collaboration. This study aims to provide a framework that will assist in addressing the challenges impacting on the efficient implementation of the public policy context for food security in South Africa.

A policy is a statement of intent by an authority which is aimed at resolving problems in the environment, and implementation is the carrying out of the process to accomplish the anticipated results. According to Dye (2013:56), policy implementation is concerned with steering a course of action and seeing that it is followed over time. It is mainly a practical activity, distinguishable from policy formulation, which involves the development and synthesis of alternative solutions for policy problems, and is primarily a theoretical activity. Policy implementation involves carrying out basic policy decisions, usually incorporated in a statute, but which can also take the form of important executive orders or court decisions. Examples of decisions by executive orders are the *Integrated Food Security Strategy,* which was a decision made by Cabinet in 2002, the *National Policy on Food and Nutrition Security*, the *Household Food and Nutrition Security Strategy* and the *Fetsa Tlala Production Initiative.*

Brynard (2005:654) asserts that the Government of South Africa, in an aim to address the challenges in policy implementation for increased coordination and cooperation, has led South Africa to adopt the Cluster Approach in implementing public policies. The government uses a cluster of departments with functions that are related and have been planning their activities together. The four pillars of food security are divided into the various departments with a lead agency and different departments. This Cluster Approach indicates the multisectoral nature of food security. In dealing with a focus on policy implementation therefore, it is important to consider the differences in the organisational mandates of these departments, the resources available to implement the strategy, the policies that are in place related to food security and the environmental factors that have an influence on the particular department. Koch (2011:36) notes that the obstacles identified in the *Integrated Food Security Strategy*, 2002, of institutional capacity and insufficient coordination, make it difficult for government structures and other organisations to function.

This study aims to conduct a case study analysis of each of the government departments responsible for the different pillars of food security, in order to determine how the implementation of the *Integrated Food Security Strategy* is undertaken and how multisectorality is promoted in the policy implementation. Brynard (2009:558) states that the desired outcome of policy implementation is success. Successful policy implementation is a strategic action adopted by government, to deliver intended policy decisions and to achieve the intended outcomes. Brynard (2009:558) identifies commitment as one of the most important factors that influence policy-making, and these include stakeholder involvement, effective planning, and the resources to implement the policies the use of networks and the delineation of roles. Other factors that have an impact on policy implementation are human resources, trust, enthusiasm, values, leadership and management style.

vi.   Step Six: Policy evaluation

The final step in the policy-making process is policy evaluation, which includes reporting outputs of government programmes, evaluating impacts of policies on target and non-target groups and proposing changes and reforms. The participatory stakeholders are the executive departments, legislative oversight bodies, mass media and think tanks. Rabbie and Cloete (cited in Cloete and de Coning, 2011:196) define public policy evaluation as a systematic assessment of the envisaged or implemented response of a public sector decision-maker to improve a perceived societal "problem" in a specific way. Evaluation of a public policy can focus on either what the content of the policy should be, or on the implementation of the selected policy. Public policy evaluation is undertaken in order to measure progress towards achieving the objectives set out in the policy, to learn lessons to inform future policies and to make provision for financial and political accountability.

The Presidency (2009:8) defines evaluation as an exercise that aims to provide reliable and useful information to guide decision policy-makers. "Monitoring involves collecting, analysing and reporting data inputs, activities, outputs, outcomes and impacts, as well as external factors, in a way that supports effective management" (The Presidency, 2009:8). There are different types of evaluation that can be employed in public policy evaluation. Firstly, formative evaluation, which is evaluation that is aimed to improve the policy design. Secondly, on-going or process evaluation: this is done during the policy implementation process in order to analyse the extent to which time frames, budgets, progress towards objectives and the quality and quantity of the outputs. Thirdly, summative evaluation is evaluation that is done at the end of the implementation of the public policy, to determine whether the expectations and goals have been met. Lastly, short term, medium term and long-term evaluations refer to evaluations carried out over different periods of time, depending on the information required from the evaluation. This study will investigate multisectoral public policy evaluation. In South Africa, the Presidency has institutionalised monitoring and evaluation with a specific ministry to introduce a government wide monitoring and

evaluation. Figure 2.1 indicates the government wide monitoring and evaluation system in place for public policies in South Africa. The relevance of this system to this study is that the programmes that have an impact on food security and the *Integrated Food Security Strategy*, 2002 are subject to this monitoring and evaluation system.

Figure 2.1 Government wide monitoring and evaluation system
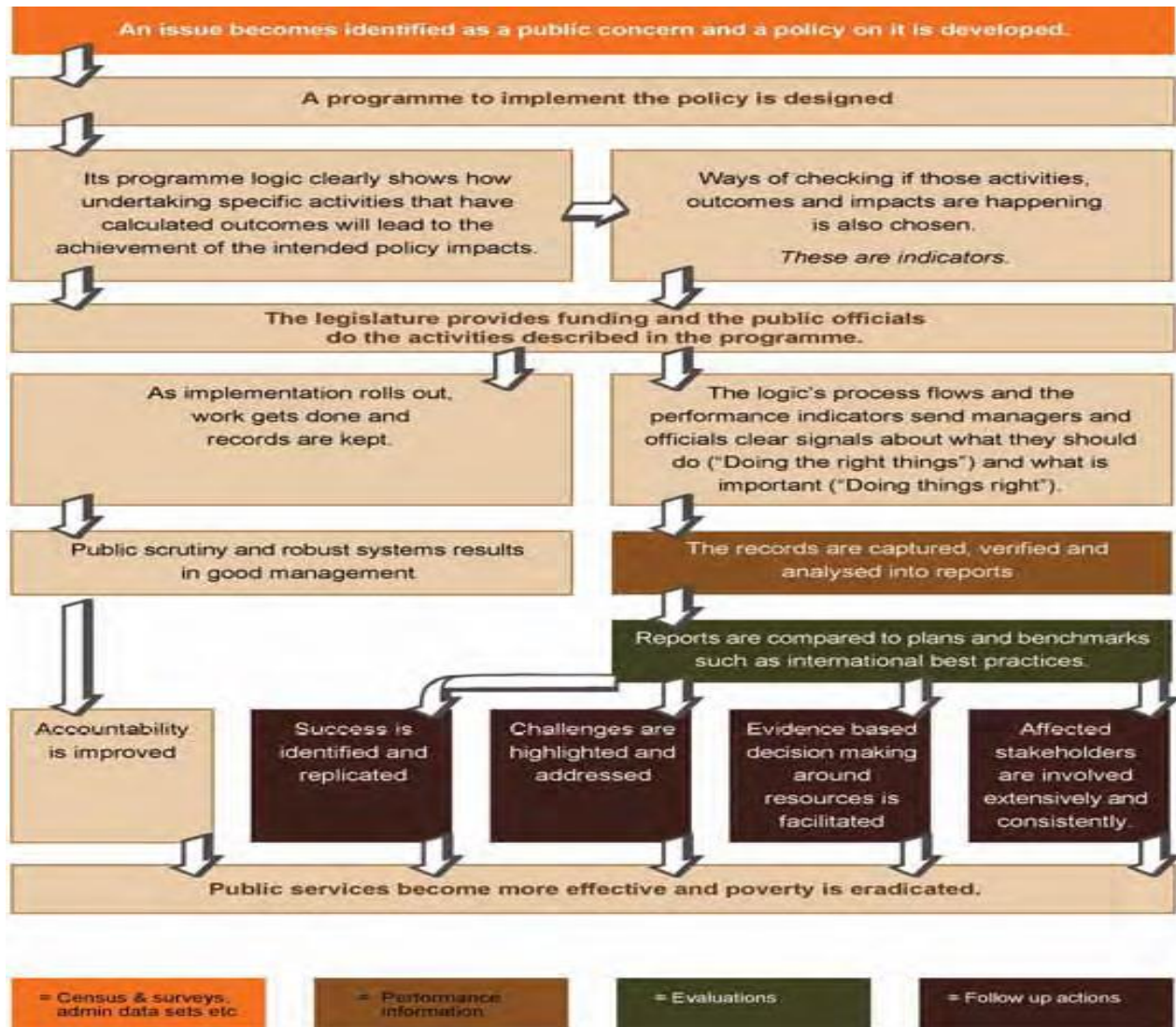
Source: Adapted from the Presidency (2009:6)

2.5.3 Public policy analysis

Thissen and Walker (2013) highlight the two meanings of policy analysis: firstly, it refers to the analysis of public policy - the study of public policy in an academic fashion. This is Policy Analysis with capital letters. The second type of public policy analysis refers to analysis for public policy-making. This alludes to the tools, methodology and activities that are used to give advice and aid to public policy-makers. For the purpose of this study, policy analysis as it forms part of public policy and public administration will be carried out. This study aims to analyse the current public policy context in South Africa with specific reference to food security. According to Thornhill (2012:144-145), policy analysis includes studying a policy or a lack of existing policy, identifying a situation that has arisen due to the lack of a particular policy, or in the existence of a particular policy, studying what has resulted from the implementation of a particular policy and the preparation of possible new or revised policies for relevance to policy-makers. Public policy analysis is an important aspect of public policy and finds relevance in the decision-making and policy function of public administrators.

Public policy analysis serves six purposes (Walker 2009:1053):

- Research and analyse: policy analysis uses a scientific method in order to develop new knowledge regarding a particular policy;

- Design and recommend: policy analysis uses available knowledge to make recommendations into new policy by formulating a policy design;

- Provide strategic advice: policy analysis serves the purpose of providing advice to policy-makers, where the policy analyst performs an advisory role to the government;

- Clarify arguments and values: various policy actors are active in the policy arena, and this purpose of policy analysis aims to improve the quality of the debates and values of the different actors;

- Democratise: policy analysis can provide attention to views and opinions that have been overlooked in the policy-making process;

- Mediate: policy analysis aims to focus on the stakeholders and facilitate mediation between the different stakeholders, opinions, views and values.

Public policy analysis has specific uses, namely it allows for the description of public policy - what government is doing and not doing and it allows for inquiry into the causes, or determinants, of public policy. Public policy analysis also provides information on the impact of public policies on society. This study aims specifically to provide a description of the current state of affairs in terms of the coordination and collaboration of policy actors involved in food security. The aim is to construct a policy framework that will assist in coordinating policy actors involved in food security programmes.

2.5.4 Role-players in public policy

Reddy and Govender (2014:172) differentiate between policy role-players and policy stakeholders. Policy stakeholders are defined as those having either direct or indirect influence on policy-making. Direct policy stakeholders are political institutions and actors including governments, public institutions and researchers. Indirect policy stakeholders are interest groups, non-governmental organisations and academic institutions. Policy role-players are directly involved in the process of formulation, implementation and evaluation of the policy, and are actual participants in the policy process.

Processes of public participation assist in strengthening the institutions of representative democracy. The public is involved in the policy-making process in a participatory democracy. Co-operative government occurs when all spheres of government and all organs of state within each sphere co-operate with one another in mutual trust and good faith, by fostering friendly relations and assisting and supporting one another by:

- Providing assistance and support to each other and informing each other on matters of common interest;

- Coordinating their actions and legislation with one another;

- Adhering to the procedures that have been agreed upon by all three spheres; and

- Avoiding legal proceedings against one another.

Civil society includes a range of non-governmental and non-profit associations, community groups, charity organisations, trade unions, faith based organisations and professional associations.

In order to construct a multisectoral public policy framework for food security in South Africa, the role-players in the different processes of public policy have to be identified. This section of the thesis will provide a discussion on the different role-players involved in public policy.

i. Political office bearers

In terms of Section 44 of the *Constitution of the Republic of South Africa*, 1996, the legislative authority vested in Parliament has the power to pass legislation and to confer legislative authority to provincial and local spheres of government. Legislatures in the three spheres of government are the highest policy-makers and they are responsible to maintain the legitimacy of policies. Political office bearers are representatives of the people who elect them and are expected to bring about the issues of the electorate.

ii. Appointed public officials

Section 85 of the *Constitution of the Republic of South Africa,* 1996, assigns the executive authority vested in the president. Executive authority exercised by the president together with Cabinet has the following duties: implementing national legislation, developing and implementing national policy, coordinating the functions of state departments and initiating or preparing national legislation. In terms of public policy, the appointed officials are responsible for the implementation of the decisions made by the legislature and initiating or preparing national legislation. An example of

the policy preparation function of appointed officials is the national budget, which is prepared by the National Treasury, indicating the financial needs of the different government departments and the financial affairs of the state. The budget is then presented in Parliament, to be adopted in Parliament and made into law. The appointed officials in this study include the officials working for the DAFF, the DBE, the DTI and the DSD responsible for programmes and policies that address the multiple pillars of food security.

iii.   Interest groups

Policy-makers should seek to cooperate with interest groups. In instances where political office bearers cooperate with interest groups, the interest groups might serve to promote the ideas and interests of a specific political party and thus have an impact on public policy (Thornhill 2012:147). The interest groups and pressure groups represent the views, ideas and perspectives of different individuals and can have an impact on public policy.

iv.   The media

The media plays an integral part in public policy-making, through the various channels at their disposal, such as radio, television and newspapers. The media can make the concerns, needs and preferences of the citizen's public known. The media also plays an educational role, informing the public about policy-making and legislation.

v.   Individuals

Every citizen in South Africa, 18 years and older, has the right to vote for a political representative and political party of their choice. South Africa has a proportional representation electoral system, which means that voters elect a party and not an individual and it is the party that assigns an individual to the legislature. A representative democracy identifies the needs of citizens in the governing of their own affairs, and the political office bearers, as representatives of the electorate, have to be aware of the dynamics of the concerns to the people they represent. The principle of

participatory democracy means that citizens have the right to elect their representatives and actively participate in government decision-making on a continuous basis. Individuals, through their participation in the electoral process and their participation in decision-making processes, participate in public policy.

The aim of this study is to develop a multisectoral public policy framework for food security in South Africa. The role-players involved in the public policies and programmes that have an impact on food security in South Africa need to be taken into consideration in this regard. The process of coordination and collaboration which the different sectors, represented by the government departments that are the focus of this research are engaged in, will be assessed.

2.6 CONCLUSION

Chapter Two provides a contextualisation of the domain of Public Administration. The historical development of Public Administration was discussed in order to reflect the transformation of the discipline and how it has evolved into its present form. The chapter provided an explanation of the key concepts used in Public Administration, New Public Administration, New Public Management and governance. In order to contribute to the body of knowledge in the discipline, it is important to have a clear understanding of its development.

The functions of public administration as an activity of government were discussed. These functions are those carried out in public organisations and include staffing, financing, organising, controlling, and decision-making. The importance of discussing these functions was to contextualise the study in terms of its locus and focus. The relationship between public policy and public administration was discussed, and the different aspects in public policy were described. Chapter Two concludes with the role-players involved in public policy. The next chapter will provide an environmental analysis of the internal and external factors that impact the food security policy context in South Africa.

CHAPTER 3

THE REGULATORY FRAMEWORK APPLICABLE TO FOOD SECURITY IN SOUTH AFRICA

3.1 INTRODUCTION

The previous chapter conceptualised food security within the discipline of Public Administration. Chapter Three of the thesis will provide a description of the regulatory framework applicable to food security in South Africa. The four pillars of food security, the programmes that are in place to address food security in South Africa and the different policy actors responsible for the implementation of policies that have an impact on food security will be described and explained in this chapter.

In order to construct a multisectoral public policy framework for food security in South Africa, the regulatory framework applicable to food security finds relevance. South Africa is a member of the broader international and regional community and is signatory to various international treaties that have an impact on food security. These treaties, conventions and agreements will be discussed in this chapter. Chapter Three provides a discussion on different policies, implemented by various sectors that are applicable to food security in South Africa. This study is based on the premise that food security is multisectoral in nature and is impacted on by the different policies and legislation applicable to the agricultural, economic, and social policies in South Africa.

3.2 FOOD SECURITY AND THE RIGHT TO ADEQUATE FOOD

The right to adequate food is a universal human right as stated in the *Universal Declaration on Human Rights* which was ratified in 1948. Article 25 of the 1948 *Universal Declaration on Human Rights* recognises a person's right to a standard of living that is enough for the welfare of that person, which includes the right to adequate food. South Africa is party to the *Universal Declaration on Human Rights* and has agreed to promote and protect and not inhibit access to sufficient food, and to

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directly provide this right to people who are not able to enjoy it, due to reasons they cannot control (United Nations 2008:9).

According to the 2015 Report on the *State of Food Insecurity in the World*, a total of 795 million people (one in nine people) around the world were estimated to have not received sufficient food to conduct a healthy and active life in the period between 2014 and 2016. A quarter of the world's population that is currently not receiving sufficient food for a healthy and active life live in Sub Saharan Africa. Sub Saharan Africa is the region with prevailing high rates of malnutrition (Food and Agriculture Organisation et al. 2014:12).

The provision of adequate food is an important factor in the promotion of food security in South Africa, and in accordance with the definition of food security, it necessitates a situation where all people, at all times, have access to sufficient food that is safe and nutritious for an active and healthy life. Food security, however still remains a challenge in the world, in Sub Saharan Africa and in South Africa. In 2013, the South African Government approved the *National Policy on Food and Nutrition Security*. The policy has a strategic goal to ensure availability, accessibility and affordability of safe and nutritious food at national and household levels and acknowledges the multisectoral nature of food security by providing strategies which include social programmes, food production and distribution, markets and trade and procurement of food to support stakeholders (Republic of South Africa 2013:6). The *National Policy on Food and Nutrition Security* identifies four pillars of food security in South Africa: food access, food availability, utilization of food and stability of food supply. Each of these pillars will be discussed, as well as the regulatory framework applicable to it.

3.2.1 Food access and food utilisation

The right to access to adequate food is entrenched in the *Constitution of the Republic of South Africa*, 1996, and is therefore promoted by the South African Human Rights

Commission (SAHRC). Section 184 of the *Constitution of the Republic of South Africa*, 1996, establishes the SAHRC, in order to promote respect for human rights, protection and development and the attainment of human rights, and to monitor the observance of these rights in the Republic. This includes the right to adequate food. Section 184(2) of the *Constitution of the Republic of South Africa*, 1996, makes provision for the role of the South African Human Rights Commission which is to:

- Investigate and report on the observing of the human rights;
- Take action where the rights have been violated and take steps to redress this violation; and
- Report on the measures taken towards the rights in the Bill of Rights, including the right to access to food.

South Africa has ratified the *Universal Declaration on the Eradication of Hunger and Malnutrition, 1974, and the International Covenant on Economic, Social and Cultural Rights of 1976.* The *Universal Declaration on the Eradication of Hunger and Malnutrition, 1974,* recognises that eliminating hunger and malnutrition and the eradication of its causes are the collective goals of all nations. According to the United Nations (1974:3), every person has the right to be free from hunger and malnutrition for the development of the physical and mental, in order to develop themselves fully and maintain their physical and mental aptitudes in terms of the *Universal Declaration on the Eradication of Hunger and Malnutrition, 1974.*

Article 11 of the *International Covenant on Economic, Social and Cultural Rights* recognises the right of everyone to adequate food and to an adequate standard of living. The state parties to the Covenant identified the right of all people to not be subjected to hunger and to have a commitment to cooperate internationally in terms of programmes that are needed to ensure this. South Africa as a state party to the *International Covenant on Economic, Social and Cultural Rights* is committed, according to this agreement, to formulate specific programmes necessary to ensure that citizens receive adequate food (United Nations 1966:5). In 1987 the Committee on Economic,

Social and Cultural Rights was established and provided for the legal interpretation of economic, social and cultural rights, which includes the right to adequate food. As signatory to the *International Covenant on Economic, Social and Cultural Rights*, South Africa is committed to institute interventions individually and with the support of other countries to maximise the resources at its disposal with the aim to progressively achieve the complete realisation of the rights in the *International Covenant on Economic, Social and Cultural Rights* (United Nations 1966:5).

In 1995 South Africa ratified the *United Nations Convention on the Rights of the Child of 1989*. In Article 24(2) of the *United Nations Convention on the Rights of the Child,* state parties are committed to ensure full enactment of the right to adequate nutrition and to take measures to combat malnutrition through the provision of nutritious food. In Article 27(3) of the *United Nations Convention on the Rights of the Child,* state parties are required to, in accordance with their countries, institute interventions, to assist in the provision of nutrition to children (United Nations 1989:7).

The *Rome Declaration on World Food Security* was ratified at the Food and Agricultural Organisation World Food Summit in 1996. This declaration provides a clear definition of food security, which is the most widely used definition for more than 180 countries throughout the world. The *Rome Declaration on World Food Security* recognised that everyone has the right to have access to safe and nutritious food, consistent within the right to adequate food and for everyone to have the right to be free from hunger.

The 1996 *Rome Declaration on World Food Security* states that different resources need to be mobilised by countries around the world in order to assist nations that lack these resources to reach safe and healthy levels of food security (Food and Agricultural Organisation 1996). The multisectoral and multidimensional nature of food security was identified by the attendees of the conference, who made a pledge to help create an environment politically, socially and economically, for the implementation of food security around the world. South Africa has ratified the 1996 *Rome Declaration on World Food Security* and has committed to promoting and improving food security. *The*

Rome Plan of Action was taken at the World Food Summit and noted that poverty could be eradicated through equal access to food and sanitary conditions. There is a need for food policy creation and to implement programmes that will improve food distribution and security aligned with universal human rights.

In 1999 the General Comment N.12 'The Right to Adequate Food' by the Committee on Economic, Social and Cultural Rights describing the various state obligations derived from the *International Convention on Economic, Social and Cultural Rights* was adopted. The General Comment regarding the right to food asserts that the right to adequate food is when everyone has physical and economic access to adequate food or means for its procurement (United Nations 1999). The Special Rapporteur on the Right to Food by the former Commission on Human Rights was established in 2000, and reinforces the right to have regular, permanent and unobstructed access, by means of financial purchases, either directly or indirectly, to adequate and sufficient food (Food and Agricultural Organisation 2004).

In order for people to have access to adequate, safe and nutritious food at all times, food needs to be available, which means physical access. People need to have the means to purchase the food, which is economic access. Food security also requires that the food access and availability must be sustainable and that the food should be nutritious.

The United Nations Millennium Development Goals were adopted in 2000. Goal One of the Millennium Development Goals is to eliminate extreme poverty and hunger by 2015, (Republic of South Africa 2013a:13). This goal is directly linked to the right to adequate food, as it aims to ensure the eradication of hunger. Areas where poverty prevails also experience poor health services, a lack of education, depleted environmental resources, conflict and the wastage of public resources. Poverty is regarded as one of the main determinants of hunger and inadequate access to food. The first target in Goal One of the Millennium Development Goals was to halve the proportion of people whose income

is less than one dollar a day. The second target was to achieve full and productive employment and decent work for all, including women and young people.

Five years after the 1996 *Rome Declaration on World Food Security*, the 2002 *World Food Summit in Rome* established the 2002 *Rome Declaration on World Food Security.* An intergovernmental working group was tasked to develop voluntary guidelines to achieve the progressive realisation of the right to access to adequate food. The signatories to the 2002 *Rome Declaration on World Food Security* recognised the importance of continuing to recognise the urgency of the need to strengthen the efforts of all the partners as an international alliance against hunger, for the fulfilment of the objectives of the 1996 World Food Summit (Food and Agriculture Organisation 2002:81). The 2002 *Rome Declaration on World Food Security* reiterated the need to refrain from unilateral measures not in accordance with the international law that compromise food security. The 2002 *Rome Declaration on World Food Security* requires that food security interventions and measures in member countries including South Africa should be in line with international law and should promote and not jeopardise food security.

 A call was made to government, international organisations, civil society organisations and the private sector, to support national efforts so as to create an international coalition against hunger, to achieve the targets set by the World Food Summit before the end of 2015 (Food and Agriculture Organisation 2002:83). The *Declaration on World Food Security* emphasised that food security plans should include measures to increase the efficiency of agricultural activities, food production and its distribution. The signatories to the declaration are expected to utilise all resources necessary to halve poverty and hunger and to monitor progress within their mandate. This study is aimed at improving the strategies and measures to promote food security in South Africa, and it is vital to consider the strategies outlined in the declarations mentioned above.

The *Food and Agricultural Organisation Voluntary Guidelines on the Right to Food* were adopted in 2004, with the aim of offering direction to states on how to implement their

commitments with regard to adequate food. The *Voluntary Guidelines on the Right to Food* are not binding on member states and represent the first effort by governments to interpret the economic, social and cultural rights and to suggest actions to be conducted to realise the right to adequate food (Food and Agriculture Organisation 2004:2). The objective aim of the *Voluntary Guidelines on the Right to Food* is to provide support to states in their efforts to implement the continuous realisation of the right to adequate food with regard to national food security, in order to attain the objectives of the World Food Summit Plan of Action.

In 2009 the *Optional Protocol to the International Covenant on Economic, Social and Cultural Rights* was adopted, making the right to food justifiable at the international level. The *Optional Protocol to the International Covenant on Economic, Social and Cultural Rights* highlighted the importance of the rights, as outlined in the 1948 *Universal Declaration of Human Rights* including the right to access to adequate food. *The Optional Protocol to the International Covenant on Economic, Social and Cultural Rights* recognised the measures undertaken by state parties in ensuring thorough international cooperation and the adoption of legislative measures. An individual may submit communication to the Covenant, should any of the economic, social and cultural rights be violated. It is important to note that the Optional Protocol requires 10 countries to be signatory to it before it can be entered into force. Currently seven countries have signed it (United Nations 2009:2).

The 2009 *Declaration of the World Summit on Food Security* indicates governments' role in the eradication of hunger from the world, and the roles required to decrease the number of people who suffer from food insecurity (Food and Agriculture Organisation 2009). The Five Rome Principles for Sustainable Global Food Security were identified at the *World Summit on Food Security* in 2009, and the principles serve as the basis for commitments and actions of countries.

South Africa is a member of the Commonwealth countries and thus is a signatory to the *Perth Declaration on Food Security Principles* signed in 2011. In the *Perth Declaration*

on Food Security Principles, Commonwealth countries reaffirmed the right of everyone to have access to safe, sufficient and nutritious food, consistent with the right to adequate food in the context of food security. South Africa is committed to use its membership of global and regional forums to support global food security, to advocate for the *Perth Declaration on Food Security Principles* to achieve outcomes that are relevant to its members, and to use the principles to guide its efforts to build food security.

Social protection is crucial for accelerating hunger reduction in different ways, and protection for the most vulnerable contributes to more rapid economic growth and strengthens the ability of the poor to access food. Hunger and malnutrition reduction require a twin track approach; both short and long term interventions. Social protection contributes to reducing hunger and malnutrition and can reduce malnutrition. The Department of Social Development provides nutritious meals to children aged between 0-4 years of age through Early Childhood Development centres, and through food distribution centres, food parcels are provided to vulnerable individuals (Department of Social Development 2013:2).

Social protection is not limited to providing safety nets or social assistance/transfers. Social protection includes health, insurance, education, HIV/AIDS and agriculture. Public works programmes are sometimes referred to as cash for work or work for food, such as the Expanded Public Works Programme and the Community Works Development Programme in South Africa.

The *White Paper on Social Welfare*, 1997, stated the neccesity for government departments to work together, in order to guarantee that people who suffer from malnutrition are assisted with feeding programmes, public works, capacity building and other programmes that contribute to household food security. The nature of poverty necessitates that poverty cannot be measured by income only; there is a need for the different sectors to work together in terms of the different programmes they offer related to poverty reduction and food security. School feeding programmes are

provided for as part of the programmes made provision for in the *White Paper on Social Welfare*, 1997. The school feeding programme offered by the DBE is the National School Nutrition Programme.

There are different social protection and income generation programmes that are implemented by other government departments that do not form part of the case study, such as the EPWP implemented by the Department of Public Works. Economic access to food is also determined by people's power to procure food. This brings into significance the economic policies that are applicable to food security in South Africa.

The New Growth Path is the economic policy that was introduced in 2009 in South Africa. The *New Growth Path* identifies the triple challenges of poverty, inequality and unemployment that directly impact on the ability of people to access food. Food security is recognised by the New Growth Path through the agricultural sector in terms of land reform and upgrading employment in the commercial agricultural sector. *The New Growth Path* also recognises a microeconomic package that aims to contain the impact of increases in the prices of basic food items. Economic policies in South Africa since 1994 have focused on poverty reduction and promoting employment. In terms of food security, the agricultural sector plays a significant role in employment. With regard to multisectoral coordination, economic policies are relevant to other sectors which aim to promote the ability of people to access food and promote food security. The envisioned reduction of poverty and unemployment is related to the impact on social grants and social assistance.

There are still challenges that prevail in South Africa as identified in the National Development Plan. The National Development Plan is a strategy which was developed by the National Planning Commission in the Office of the Presidency in 2012 and provides a strategic framework to guide key choices and actions in order to achieve specific goals in 2030. The aim of the National Development Plan is to ensure that South Africans attain a decent standard of living by focusing on the provision of basic services, public transport, the development of human capacity, health care services and

adequate nutrition (Republic of South Africa 2011:41). Food and nutrition security are regarded as a top priority in South Africa, as stated in the National Development Plan. The purpose of the National Development Plan is to ensure that South Africans attain a decent standard of living by decreasing the impact of poverty and inequality with a focus on the core elements:

- "Housing, water, electricity and sanitation;

- Safe and reliable public transport;

- Quality education and skills development;

- Safety and security;

- Quality health care;

- Employment;

- Recreation and leisure;

- Clean environment; and

- Adequate nutrition" (Republic of South Africa 2011:41)

The National Development Plan (2011) recognises food and nutrition security as an issue of significance for government, and that there is fragmentation and a lack of resources in policy implementation. The burden of disease and HIV/AIDS affects the ability of families to care for children and persons with disabilities. In terms of social protection, the vision is to challenge poverty and inequality, with social and economic policies working together. Social protection, as part of public policy, should provide support that reduces vulnerability, and alleviates and prevents poverty (Republic of South Africa 2011:365). Food security exists when everyone has access to sufficient, nutritious and safe food at all times, with the implication that food must be available and that people must have access to it. South Africa earns a trade surplus from agricultural exports and is able to cover the cost of food imports from the exports of

food to ensure food availability. Household food security is determined by the ability to access food rather than its availability. Food insecurity at household and individual level in rural areas is best addressed by job creation and agricultural productivity. Other strategies to improve food security include:

- Assisting the poor households to manage increases in the price of food;

- Utilising platforms for expanded public works programmes for rural infrastructure development;

- Ensuring that all households have access to social grants.

Food access remains a challenge in South Africa, and is linked to other pillars of food security. The multidimensional nature of food security is evident in that one dimension has an impact on the other pillars. In this regard therefore, in order for people to access food, the food needs to be available. Food availability is the second dimension of food security that will be discussed.

3.2.2 Food availability

The agricultural sector forms an integral part of improving food security in South Africa, as a source of food which contributes to physical access to food and as a source of income which is related to economic access to food. The availability of food is an important dimension of food security on the African continent. The *Declaration on Agriculture and Food Security in Africa* was signed by the Assembly of the African Union in July 2003. The *Declaration on Agriculture and Food Security in Africa,* also known as the *Maputo Declaration*, stemmed from two concerns that at the time, thirty percent of the population in Africa was undernourished, and that Africa is the largest recipient of food aid in the world (African Union 2003). The *Declaration on Agriculture and Food Security in Africa* highlighted the need for the African continent to utilise its resources to full potential to increase the availability of food, in order to guarantee food security in a sustainable manner. The *Declaration on Agriculture and Food Security in Africa* also

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identified agricultural production as an important facet of sustainable food security. A resolution was taken by the Assembly of the African Union to implement the *Comprehensive Africa Agricultural Development Programme* (CAADP), including projects and evolving action plans nationally, in the region and on the continent.

The CAADP was launched in 2003, with the recognition of the right of all people to have access to adequate food in terms of the 1948 *Universal Declaration on Human Rights* and the moral imperative of eradicating hunger. According to NEPAD (2003:103), the establishment of CAADP was also aimed at increasing economic productivity on the basis that work productivity would be curtailed if people do not receive the adequate amount of food and experience undernourishment.

The Assembly of the African Union recognised the importance of the African Union Commission, the steering committee of the New Partnership for Africa's Development (NEPAD), the Food and Agriculture Organisation and other partners, to continue cooperation providing effective support to African countries and the implementation of the CAADP. In South Africa, CAADP is a programme that is implemented by the Department of Agriculture, Forestry and Fisheries which is one of the departments that this study will focus on. The multisectoral and multidimensional nature of food security is evident in the *Declaration on Agriculture and Food Security in Africa* in that it identifies the impact of hunger and a lack of access to food on economic productivity, and the importance of agriculture in achieving food security.

The *Dar-Es-Salaam Declaration on Agriculture and Food Security* in the Southern African Development Community (SADC) region was signed in 2004. The *Dar-Es-Salaam Declaration on Agriculture and Food Security* in the SADC region states the need to promote economic growth and reduce and alleviate poverty (SADC, 2004). The declaration recognised agriculture as "the backbone of the economy in the SADC region and 80% of the people in the region depend on agriculture for food, income and employment". In terms of the multisectoral coordination nature of food security, the challenges facing SADC are impacted on by social, economic and environmental factors.

In terms of this declaration, sustainable food security is a top priority on the SADC Agenda and features prominently in the Regional Indicative Strategic Development Plan as one of the key intervention areas (SADC 2004). Food security is a priority in Africa, as recognised by SADC, the AU, and NEPAD.

The *Malabo Declaration on Accelerated Agricultural Growth and Transformation for Shared Prosperity and Improved Livelihoods* was agreed to in 2014 by the heads of state and the government of the African Union. The declaration was made ten years after the adoption of CAADP. The declaration acknowledges previous decisions and declarations made by the African Union in respect of food security, including:

- the 2003 *Maputo Declaration on Agriculture and Food Security in Africa*;

- the 2004 *Sirte Declaration on the Challenges Of Implementing Integrated and Sustainable Development in Agriculture and Water in Africa*;

- the 2009 *Sirte Declaration on Investing in Agriculture for Economic Growth and Food Security;*

- the 2007 *Decision on Abuja Special Summit of the AU on Fertilisers*; and

- the 2007 *Decision on the Abuja Summit on Food Security in Africa* (African Union 2014:1).

These decisions are indicative of the significance accorded to food security on the African continent. There is an acknowledgement of the multisectoral nature of food security through the inclusion of issues affecting agriculture, economic growth and sustainable development being incorporated into decisions on the promotion of food security in Africa. The *Malabo Declaration* commits African governments to ending hunger by 2025. In order to achieve this goal, a resolution by the members of the African Union was made to integrate agricultural productivity with social protection initiatives, ensure food availability during shortages and in periods of disaster, integrate school feeding programmes with local farmer production and to improve the nutritional

status of children in Africa. These resolutions are of significance to this study as they commit the South African Government to ensure integration of sectors that impact on food security in order to end hunger.

Food availability has been a significant dimension of food security since 1994. The *Reconstruction and Development White Paper,* 1994, was the first policy document in the democratic Republic to incorporate multisectoral programmes. Food security related programmes outlined in the *Reconstruction and Development Programme White Paper*, 1994 included water provision, land reform, land distribution and restitution and small scale farmer development, social relief for distress and school feeding schemes. The importance of including the programmes outlined in the *Reconstruction and Development White Paper,* 1994, is twofold. Firstly, to highlight that food security has been a national priority in South Africa for more than two decades since the country became a democratic Republic. Secondly, it is important to provide a foundation for the need for a multisectoral public policy framework for food security in South Africa. Programmes defined herein still remain relevant and form the cornerstone of the legislative framework applicable to food security, as outlined below.

The *White Paper on Agriculture*, 1995, recognises the contribution of agriculture in the improvement of income, food security, employment and the quality of life. The *White Paper on Agriculture*, 1995, states the need for a multidimensional view to enhance household and national food security. This study aims to construct a multisectoral public policy framework for food security in South Africa consistent with the *White Paper on Agriculture*, 1995. South Africa has a dual agricultural economy. This means that it has both a commercial sector and subsistence farming in rural areas. South Africa is a net food exporter and it is self-sufficient in terms of maize, wheat, vegetables, sugar and sunflower (Du Toit 2011:8). South Africa is secure at the national sphere; however the challenge remains with household food security. In terms production and trading, the aim of the agricultural sector is to assist households through food production. The *White Paper on Land Reform*, 1997, identifies land reform as a way to ensure that more households will be able to access enough food on a continual basis.

The *White Paper on Land Reform,* 1997, also identifies the consequences of the absence of household level security on the physical and mental development of children, and this is of importance to the Department of Basic Education, which aims to improve the physical and mental development of children through its National School Nutrition Programme. In this regard therefore, household food security is impacted on by agricultural activities as sources of food and income, and household food security has an impact on nutrition, health and education, and thus denotes a multisectoral approach to food security. The *White Paper on Land Reform*, 1997, makes provision for the access to productive land through which households have opportunities to access to more food and financial resources to purchase food. The White Paper has a focus on poverty, and recognises the contribution of land to economic growth and poverty alleviation, as well as highlighting the impact of poverty and income on food security and identifying the need for coordinated effort between the agricultural sector and other sectors.

The *Fetsa Tlala Production Initiative* is one of the programmes implemented by the Department of Agriculture, Forestry and Fisheries, in order to promote food availability in South Africa. The *Fetsa Tlala Production Initiative* was approved with the *National Policy on Food and Nutrition Security* in September 2013, to facilitate a policy system that ensures sufficient food. The production plan is an integrated framework that seeks to promote food and nutrition security and illuminates the causes of food insecurity. The aim of the initiative is to support subsistence and small holder farmers by putting one million hectares of land under production, to promote food production and to end hunger by 2030, in line with the National Development Plan. Food availability in terms of food production is provided for by multiple programmes: the *Fetsa Tlala Production Initiative*, the Comprehensive Agriculture Support Programme and the Micro-Agricultural Financial Institutions Programme of South Africa.

3.2.3 Stability of food supply

The fourth dimension of food security in South Africa is the stability of food supply. The supply of food in South Africa is impacted on by natural, market, political and economic conditions. The *National Biofuels Industrial Strategy*, 2007, and the *National Climate Change White Paper*, 2012, are key policies that impact on the stability of food supply.

South Africa is affected by natural, market, political and economic forces. Challenges include climate change, bio fuels and revitalising the agricultural sector. According to the *National Policy on Food and Nutrition Security,* the African continent is one of the most vulnerable to climate variability and to flooding or droughts. South Africa has the *National Climate Change White Paper,* 2012*,* which highlights that "all states in the Southern African sub-region face the challenges of rural and urban poverty, limited water or access to water resources and food security". Climate change impacts on food security, as the agricultural sector is the largest consumer of water, through irrigation. Water pollution and soil erosion impact on the ability of small-scale and subsistence farmers to produce food for their households and for the markets, and this therefore impacts on food availability and the stability of food supply.

The *National Bio fuels Industrial Strategy,* 2007 is a key strategy applicable to food security in South Africa. A specific requirement of the strategy is as a link between the first and second economies. This entails job creation in former homelands and areas where agriculture could not take place due to apartheid. The *National Bio fuels Industrial Strategy,* 2007 aims to address issues of poverty and economic development and to promote farming in areas that did not have markets for their produce, and to create a development balance between previously disadvantaged farming and commercial areas. The *National Bio Fuels Industrial Strategy,* 2007 aims to create opportunities for new and emerging farmers. Bio fuels utilise agricultural production not destined for food consumption. The *National Bio Fuels Industrial Strategy,* 2007 excludes the use of basic food crops. With regard to food security the strategy aims to target already existing programmes such as the Department of Agriculture, Forestry

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and Fisheries' Comprehensive Agricultural Support Programme, in order to feed stock production. The *National Bio Fuels Industrial Strategy,* 2007 envisions targeting underutilised arable land which has limited market access, and through bio fuel plants will provide market access and infrastructural support programmes. Maize used for ethanol production should not be used, as it is a basic food. The production of bio fuels is envisaged to contribute to food security by increasing the availability of products that can be used for animal food. The multisectoral nature of food security is evident in other policies that are implemented by more than one government department and other agencies. Figure 3.1 indicates these policies, their purpose and the implementing agencies.

Figure: 3.1 Legislation applicable to food security in South Africa

Policies/legislation	Purpose	Departmental Custodian	Implementing Agencies
The Food Stuffs, Cosmetics and Disinfectant Act, 1974	Controls the sale, manufacture and importation of food stuffs	The Department of Health	National Department of Health, provinces and municipalities
The Marketing of Agricultural Products Act, 1996	Aims to reduce state inteference in agricultural marketing and production prices	The Department of Agriculture, Forestry and Fisheries	Department of Agriculture, Forestry and Fisheries (DAFF), provinces and national Agricultural Marketing Council

The Genetically Modified Organisms Act, 1997	Promotes responsible GMO-related activities and establishing standards for conducting risk assessments for GMO related activities	The Department of Agriculture, Forestry and Fisheries	Department of Agriculture, Forestry and Fisheries (DAFF), the Registrar, the Executive Council and the Advisory Council.
The Competition Act, 1998	Promotes and maintains competition, and ensures customers have access to competitive prices.	The Department of Trade and Industry	Department of Trade and Industry (the dti), Competition Commission, Competition Tribunal, courts and private sector.
The Meat Safety Act, 2000	Provides for measures to promote meat safety and safety of animal products.	The Department of Agriculture, Forestry and Fisheries	DAFF, the dti and national Department of Health, provinces and municipalities
The South African Trade Policy	Outlines how trade can make a contribution to meeting the objectives of upgrading and diversifying the	The Department of Trade and Industry	The Department of Trade and Industry

	economic base in order to produce and export in South Africa		

Source: Adapted from the Financial Fiscal Commission (2014:164)

The legislation applicable to food security in South Africa is indicative of the multisectoral nature of food security in the country. The various acts are implemented by multiple government departments, and, as such, provide a need for multisectoral coordination. As a result of the multiple pillars of food security, each of which is dependent on the other, different government agencies are required to coordinate their efforts and collaborate.

3.4 CONCLUSION

This chapter discussed and explained the regulatory framework applicable to food security in South Africa. The chapter provided a discussion on the four pillars of food security in South Africa: food access, food availability, food utilisation and stability of food supply. Of significance to this chapter are the different crosscutting policies that are not implemented by one government department representing one sector. Different government departments are responsible for implementing policies and programmes that are applicable to food security, and therefore there is a need for multisectoral coordination. The regulatory framework applicable to food security in South Africa incorporates agreements, declarations and treaties that are both international and regional. South Africa has committed itself to promote food security internationally, as a member of SADC and the AU. Multisectoral coordination can be contextualised in the regulatory framework applicable to food security in South Africa. The following chapter will describe the international best practice in the multisectoral coordination of food security policies in Brazil and Ethiopia. These two countries are presented as international benchmarks from which South Africa can draw lessons.

CHAPTER 4

INTERNATIONAL BEST PRACTICE IN MULTISECTORAL PUBLIC POLICY COORDINATION FOR FOOD SECURITY

4.1 INTRODUCTION

Chapter Three of the research described the regulatory framework applicable to food security in South Africa and provided a discussion on the roles and functions of the policy actors responsible for the implementation of programmes applicable to food security. The chapter highlighted the multisectoral nature of food security in South Africa. Chapter Four expands on the previous chapter, through the provision of international best practice in the multisectoral coordination of public policies and programmes applicable to food security in South Africa. Brazil and Ethiopia were selected as international benchmarks, from whence South Africa can draw lessons to inform the multisectoral public policy framework that will be constructed in this study. This chapter will provide a description of the public policy contexts of Brazil and Ethiopia relevant to food security, as well as an explanation of how the multisectoral public policy interventions are implemented.

The state of food security globally and in Sub Saharan Africa is discussed in this chapter, in order to provide context for the selection of international best practice. This chapter elaborates on the rationale for the countries selected, by providing an explanation of the similarities and differences between Ethiopia, Brazil and South Africa, in terms of food security. The country profiles of Brazil and Ethiopia will be provided in this chapter, followed by an explanation of the legislative framework applicable to food security in the two countries. The chapter further outlines the programmes in the two countries that are implemented by different sectors, and describes the multisectoral public policy interventions in Brazil and Ethiopia, in order to inform the development of a multisectoral public policy framework for food security in South Africa.

4.2 THE STATE OF FOOD SECURITY: AN INTERNATIONAL PERSPECTIVE

Food security is a cross-cutting issue and it is imperative to adopt a multisectoral approach that includes the integration of health, education, social assistance and agriculture. Food insecurity can either be transitory or chronic - transitory food security occurs over a short period as a result of loss of access to natural resources, flood, drought, or a sudden increase in food prices, whereas chronic food insecurity occurs over the long-term, often as a result of poverty (Keomany 2011:2). In order to achieve food security, different factors have to be taken into account, including climate change, household and individual income, and social protection services. It is important to highlight that the factors that have an impact on food security are multisectoral and necessitate the collaboration and coordination of different sectors.

According to Mupindu (2015:93) identifies food security policy as an increasingly critical global issue affected by interrelated variables. Countries all over the world, including South Africa, set the goal to reduce the number of people who are malnourished by half by 2015, in accordance with Millennium Development Goal One. Currently 38 countries in the world have already met the Millennium Development Goal to halve the number of people who suffer from hunger, but only 18 of the 38 countries have reached the World Food Summit Goal of reducing the absolute number of people who suffer from hunger (Food and Agricultural Organisation et al. 2013:4). Graaff, Kessler and Nibbering (2011:195), recognise the challenge for the Sub Saharan region in meeting Millennium Development Goal One and the World Food Summit Goal. The Sub-Saharan African region as a whole had not met Millennium Development Goal One by 2015. According to Lusamba-Dikassa et al. (2012:6306), of the world's undernourished children, 80% live in 20 countries and nine of these are in Sub Saharan Africa. A quarter of the world's malnourished population reside in Sub Saharan Africa.

The inability to eradicate the challenges of hunger, food insecurity and malnutrition is also attributed to the economic and food crises that started in 2007, which resulted in

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an 83% increase in food prices. An increase in food prices has a direct impact on the ability of households to access food. Increases in prices also impact on the procurement of nutritious food, as households are more likely to change the quality and quantity of food they buy as a result of these increases. The RDT Food Security (2011:1) states that Southern Africa has experienced three major food crises in the past decade, in 2001, 2005 and 2009, which have impacted negatively on the state of food security. According to the Food and Agriculture Organisation et al. (2014:25), Sub Saharan Africa still remains exposed to hidden hunger - the lack of adequate food. In 2015 South Africa was close to reaching the WFS target. On the African continent, Angola, Ghana, Cameroon and Mali have achieved both the WFS target and the MDG 1c target. Ethiopia has achieved the MDG 1c target. The challenge of Sub Saharan Africa is the multifaceted nature of food security, and also that the different pillars of food security require different approaches. It is important to focus interventions on the ability of the poor people to have access to balanced diets and their overall conditions of living.

The Food and Agriculture Organisation et al. (2014:29) suggest that in order for Sub-Saharan Africa to achieve food security, food availability, food access and improved food quality, enhanced hygiene and access to clean water are issues to be addressed before food security can be achieved. "Good governance, political stability and the rule of law, the absence of conflict and civil strife, related weather shocks or excessive food price volatility are conducive to all dimensions of food security" (FAO 2014:30). There are numerous factors that enable countries towards food security and nutritional goals. Economic growth, agricultural productivity growth, markets and social protection are factors that enable food security.

A further challenge in Sub Saharan Africa that has hampered the ability of households and individuals to have access to adequate, safe and nutritious food is that of HIV and AIDS. Sub Saharan Africa has the largest population of people who are infected with HIV and Aids. Five countries, namely Lesotho, South Africa, Swaziland, Namibia and Zimbabwe show high rates of infections, with more than 15% of the population infected

with the virus (Crush, Drimie and Frayne 2011:347). The impact of high levels of infection on food security includes:

- A reduction in the workforce in terms of agricultural production;
- The decline of income in the household;
- A change in the nutritional status of households;
- An increase in the number of children who are orphaned, which has a direct impact on social protection; and
- A reduction in the availability of credit and access to resources in the household (National Development Agency 2013:18).

It is important therefore to take into consideration the significance of the contribution of the health sector to food security in the public policy process. The health of citizens has a direct impact on household income, on the ability of the household to access adequate food, on the level of food production which contributes to food availability and on social protection which impacts on food utilisation. This study emphasises the importance of considering the agricultural sector, the economy, the health sector and social services to addressing food security.

South Africa, as a member of the Southern African Development Community, with Malawi, Tanzania, the Democratic Republic of Congo, Swaziland, Lesotho, Zimbabwe, Zambia, Botswana and Mozambique have made significant progress that has a direct impact on ensuring food security. For example, in SADC, South Africa and Malawi are the only countries that have reached or are on target to meet the Millennium Development Goal of reducing poverty and hunger by half in 2015 (The Food and Agricultural Organisation et al. 2013). Zimbabwe, Namibia, the Democratic Republic of Congo and Lesotho have reduced the number of people who are suffering from poverty and hunger by five per cent. Madagascar, Botswana, Tanzania, Swaziland and Zambia have made no progress, or are experiencing a decrease in their reduction of poverty and hunger. It is of importance to this study to describe the state of food security in

Sub Saharan Africa, in order is to provide context in terms of the selection of the countries chosen as demonstrating best practice.

Members of the African Union (AU) and the New Partnership for Africa's Development (NEPAD) endorsed the only continentally agreed upon plan of action which places an emphasis on increased investment in the agricultural sector (NEPAD 2009). It is acknowledged that the design and implementation of food security policies and practices need to take into consideration the many dimensions of food security (Hickey, Pelletier, Brownhill, Kamau and Maina 2012:336). In order to be effective, food security policies and practices need to be created within the more integrated context of sustainable poverty reduction, economic growth, health and social services (Hickey et al. 2012:337). The importance of multisectoral coordination is evident in the development of the *Framework for African Food Security* (FAFS), which was drafted with input from academics, politicians, civil society, development partners and non-government organisations (NEPAD 2009:2). Achieving sustainable food security in Sub Saharan Africa is one of the main challenges facing African governments and the international community. This chapter specifically focuses on the efforts of Brazil and Ethiopia in addressing food security, in order to develop key lessons for South Africa.

4.3 THE RATIONALE FOR THE SELECTION OF BRAZIL AND ETHIOPIA AS INTERNATIONAL BEST PRACTICE COUNTRIES

In order to ensure uniformity in the selection of the international best practice, a selection benchmark was used. This selection benchmark is the countries selected. In South Africa the right to access to food is a basic human right provided for in the supreme law of the land. Food security is also a priority in South Africa, in terms of international and regional agreements and treaties such as those explained in Chapter Three.

Both Brazil and Ethiopia have ratified the right to access to food in their constitutions and have ratified and signed the international treaties and covenants relevant to the right to access to food, similar to South Africa, as indicated in the *Constitution of the Federative Republic of Brazil*, 1988, and the *Constitution of the Federal Republic of Ethiopia*, 1995. Brazil, Ethiopia and South Africa target food security through comprehensive social security programmes. Examples are the *Bolsa Familia* Programme, the Productivity and Safety Net Programme and the Programme for Social Relief and Distress respectively. All three countries have specific programmes that provide food to children in schools, implemented by the Ministries of Education. The countries address the multiple dimensions of food security through programmes implemented by various ministries.

The rationale for the selection of Brazil and Ethiopia as international benchmarks for South Africa, in terms of the coordination of food security, is based on a number of reasons. Brazil and Ethiopia have made significant progress in addressing food security. Brazil has already met the Millennium Development Goal to halve poverty and hunger since 1990, and Ethiopia is on target to meet this goal. Both countries have already met the World Food Summit target of halving the absolute number of people who suffer from hunger from 1990 to 2015 (Food and Agricultural Organisation et al. 2013).

The results of the Global Hunger Index (2012) and the Global Food Security Index (2013) indicate improvements in the efforts of Ethiopia and Brazil to reduce hunger and improve food security. The Global Hunger Index is a tool that measures and tracks the level of hunger in countries. The General Hunger Index, as classified by the International Food Policy Research Institute (2013:7), uses various indicators to measure the prevalence of hunger, namely undernourishment, children underweight and child mortality. The measure used is a 100 point score where zero is the desired score and represents no hunger and 100 is the extreme case of hunger. In terms of the Global Hunger Index 2012, Brazil has maintained a score of less than 8 since 1990, and in 2012, Brazil had a score of less than 5. In the 2012 General Hunger Index, Ethiopia

was ranked amongst the top 15 countries that decreased their score by 13 points or more, and is regarded as one of the countries that made absolute progress in their efforts to reduce hunger (International Food Policy Research Institute 2013). The Global Food Security Index measures the state of food security in countries around the world. In the 2013 Global Food Security Index, Ethiopia was rated as one of the two countries in Sub Saharan Africa which made the most significant improvement in terms of achieving food security, and Brazil has a score of 69 which is rated amongst the top thirty countries in the world (International Food Policy Research Institute 2013). The experiences of the two identified countries can be shared, adopted and adapted to the South African public policy context. This thesis does not affirm that Brazil and Ethiopia have no challenges in respect of food security; however the study acknowledges the positive aspects of both countries from which South Africa can learn.

4.4 THE FOOD SECURITY POLICY CONTEXT IN BRAZIL

The Federative Republic of Brazil (Portuguese: *Republica Federativa do Brazil*) is commonly known as Brazil (Portuguese Brasil) and is located in South America and is the largest country on the continent. Brazil is the largest Portuguese speaking country in the world, with a population of 196 million people. Brazil is composed of 26 states and one federal district. In 1822 Brazil received independence from Portugal and is a member of BRICS, together with Russia, India, China and South Africa. BRICS countries are regarded as the five countries whose economies will dominate in the coming years. Transport equipment, iron ore, soybeans and coffee are the country's largest exports, with imports of machinery, oil and electronics (Central Intelligence Agency 2014). Figure 4.1 provides a map of the geographical location of Brazil.

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Figure 4.1 Geographical map of Brazil

Source: Adapted from http://newsnextbd.com/brazil-border-operation-launched-ahead-of-world-cup/

According to Benson (2009), in order for a "multisectoral coordination mechanism or response for nutrition to work, it should have a legitimate institutional arrangement with an authority that is mandated by country-level policy/decision-makers". "Food security exists when all people at all times have physical and economic access to sufficient, safe and nutritious food for an active and healthy life". "Nutrition security means that a person has optimal nutrition coordination for an active and healthy life. Nutrition security means permanent enjoyment of the right to adequate food and the right to health" (Okello, Immink and Mirschler 2011:4). Brazil focuses on food and nutrition security in addressing the right to access to adequate food. Ethiopia also places an emphasis on nutrition in order to promote food security.

4.4.1 The right to access to adequate food in Brazil

The Constitution of the Federative Republic of Brazil, 1988, explicitly recognizes the right to access of adequate food. Article 7 of the 1988 *Constitution of the Republic of Brazil* provides for a minimum wage that is nationally uniform, to provide for the basic rights of citizens which include housing, food, education and health, amongst others. Article 227 of the *Constitution of the Republic of Brazil,* 1998, recognizes the responsibility of the State to guarantee the right of the child to life, health, education and food. In 2003, a constitutional reform was put in place in Article 6 of the *Constitution of the Federative Republic of Brazil,* 1988, that included the right to access to adequate food as being a part of social rights for every citizen. Social rights include the right to education, health, housing, work and food. Similar to South Africa, Brazil has enshrined the right to access to adequate food as a basic right in its supreme law.

In addition, the Republic of Brazil ratified the following international treaties:
- The *International Covenant on Economic, Social and Cultural Rights* in 1992;
- The *International Covenant on Civil and Political Rights* of 1966 in 1992;
- The *Convention on the Elimination of All forms of Discrimination against Women* of 1989 in 1990;
- The *Convention on the Rights of the Child* of 1989 in 1990 (Food and Agriculture Organisation et al*.* 2013:13).

The ratification of these international treaties is a further indication of the recognition of the importance of food security accorded by the Government of Brazil. In 2010 Constitutional Amendment 64 of 2010 made the right to food an obligation of the State and reinforced the need for the implementation of programmes and actions to meet this obligation. Brazil and South Africa have a similar framework applicable to the recognition of the right to access to food. In terms of the definition of food security, the definition used in Brazil incorporates nutrition security. "Food and nutritional security is

the realisation of everyone's right to regular and permanent access to quality food in sufficient quantity, without compromising the access to other essential needs, based on health-promoting food practices that respect cultural diversity and that are environmentally, culturally, economically and socially sustainable" (Organic Law on Food and Nutrition Security 2006). The definition of food and nutrition security in Brazil highlights the importance of sustainable access to and quality of food and the recognition of different dimensions of food security.

The *National Food and Nutritional Security Policy* in Brazil was established by Decree 7.272 in 2010, which gives guidelines for the National Food and Nutritional Security Plan and provides regulations on the *Organic Law on Food and Nutrition Security* (LOSAN), 2006. The aim of the policy is to promote food and nutritional security and to ensure the achievement of the universal human right to adequate food. The *National Food and Nutritional Security Policy* recognises the multidimensional nature of food security, with objectives to act on the factors that influence food and nutritional security, link the various sectors' programmes and actions to promote the human right to adequate food, strengthen family agriculture and guarantee the human right to adequate food, including access to water. The *National Food and Nutritional Security Policy's* (PNSAN) four year plan contains programmes that cover a wide range of issues that are covered by public interventions including food access, income transfer, strengthening agriculture, access to land, food and nutritional health and education for food and nutritional security. Souza and Chmielewska (2011:4) assert that the development of the *National Food and Nutritional Security Policy* ensures that the programmes implemented to promote food and nutrition security in Brazil are sustained over time, even if there is a change in the administration.

"The *National Food and Nutritional Security Policy* (PNSAN) was arranged by the work of different sectors of the government and civil society through the following institutions: the Inter-Ministerial Chamber on Food and Nutritional Security (CAISAN), the National Council on Food and Nutritional Security (CONSEA) and the National

Conferences on Food and Nutritional Security (CNSAN)" (Souza and Chmielewska 2011(a):5). The inclusion of sectors in the formulation of the policy on National Food and Nutrition Security is an important feature that indicates recognition for the multiple pillars of food security.

4.4.2 The Zero Hunger (Fome Zero) Strategy and Brazil without Extreme Poverty

The Government of Brazil has launched two key strategies of multisectoral coordination for food and nutrition security: the Zero Hunger Strategy and the Brazil without Extreme Poverty Plan. Prior to 2011 food and nutrition security programmes in Brazil were implemented through the Zero Hunger Strategy. The strategy, which is called *Fome Zero* in Portuguese, consists of four pillars: food access, strengthening of family agriculture, income generation and mobilisation and social control. The significance of the Zero Hunger Strategy in Brazil is that it identifies the different programmes and policies that are aimed at improving food security and the multisectoral nature of food security initiatives in Brazil. According to Piccin (2011), Zero Hunger is a strategy that articulates policies to eradicate hunger in the three levels of government in Brazil. Figure 4.1 identifies the Zero Hunger Strategy in Brazil and its different programmes that address food security. The Zero Hunger Strategy was composed of more than 30 integrated processes spanning nineteen government ministries, and one key aspect of food and nutrition security in Brazil following a twin track approach (Food and Agriculture Organisation 2014:15).

Figure: 4.2 The Zero Hunger Strategy in Brazil

Source: Adapted from Aranha (2010)

The Zero Hunger Strategy in Brazil consists of more than 20 programmes that are implemented under four areas of intervention: food access, income generation, strengthening of family agriculture and articulation, and mobilisation and social control. The significance of the explanation of the various programmes implemented under the Zero Hunger Strategy is to indicate the multisectoral interventions for food security in Brazil and to identify the similarities between South Africa and Brazil. This will enable

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this study to draw key lessons in the Brazilian food security public policy context relevant to South Africa.

4.4.3 The Brazil without Extreme Poverty Plan

The Brazil without Extreme Poverty Plan was launched in June 2011. The objective of the plan is to promote the inclusion of the vulnerable population in Brazil as beneficiaries of access to government support programmes. According to the United Nations (2012:14) in 2010, the census in Brazil identified 16.2 million individuals living below the extreme poverty line of R$70 monthly. The Brazil without Poverty Plan is multisectoral in nature and is coordinated by the Ministry of Social Development, and the Fight against Hunger, and involves ten other government Ministries;

- The Civilain Affairs Ministry
- The Economy Ministry
- The Planning, Budget and Management Ministry
- The Agrarian Development Ministry
- The Education Ministry
- The Health Ministry
- The Cities Ministry
- The Labor and Job Ministry
- The National Integration Ministry
- The General Secretariat of the Presidency
- Public banks, federal and state and municipal organisations and entities, and the private and third sectors.

The plan has three axes; income guarantee, production and access to public services. The income guarantee axis refers to the transfers for the immediate relief of the extreme poverty situation. The production axis offers job and income opportunities to the target population of the plan, and the access to public services axis is for the provision of expansion of actions of citizenship and social welfare. In terms of income

guarantee, the *Bolsa Familia* Programme and the *Acao Brasil Carinhoso* Programme are implemented. The National Food and Nutrition Security Plan 2012-2015 of Brazil integrates different programmes relating to twenty different government departments which are carried out as part of the Brazil Without Extreme Poverty Plan. The plan introduced new, complementary policies with a goal of eradicating extreme poverty. The *Brasil Carinhoso* Programme was launched in 2012 and is focused on promoting education, health and nutrition of children in their formative years. Since the launch of Brazil without Extreme Poverty in 2011, 22.1 million people have been lifted out of extreme poverty as a result of related policies (Food and Agriculture Organisation 2014:32). Figure 4.3 indicates the three axes of Brazil without Extreme Poverty and the related programmes.

Figure 4.3 The Brazil without Extreme Poverty Plan programmes

Income Guarantee
- Brasil Carinhoso, MDS
- Bolsa Família, MDS

Productive Inclusion

Rural Productive Inclusion
- PAA, MDS/MDA
- Technical Assistance, MDA
- Support and seeds, MDA
- Programa Água para Todos (Water for Everyone Programme), MIR/MDS
- Programa Bolsa Verde, MMA

Urban Productive Inclusion
- Mulheres Mil, MEC
- Pronatec, MEC
- Programa Crescer, CEF, BB, BNB and Basa
- National Productive Microcredit Programme (Programa Nacional Microcrédito Produtivo Orientado — PNMPO), MTE

Access to Services

Education
- Mais Educação, MEC

Health
- Primary Healthcare Units (Unidades Básicas de Saúde — UBS), MS
- Saúde da Família (Family Health), MS
- Low-Income Pharmacies, MS
- Saúde na Escola (School Health), MS

Social Assistance
- Social Assistance Reference Centre (CRAS), MDS
- Specialised Social Assistance Reference Centre (Creas), MDS

Food Security
- Food Bank, MDS
- Community Kitchens, MDS

Source: Adapted from Souza (2013:1)

Paes-Sousa and Vaitsman (2014:1) assert "that the Brazil without Extreme Poverty Plan signifies an incremental approach to social protection policies enacted by the previous

administration". The plan promotes a multidimensional and focused method financed primarily by the federal government and subscribes to the international inclination associated with social protection, employment and income generation policies. It is comprised of 120 public actions. The following are the foundations of the plan:

- To promote social development including excluded populations into Brazil's economic and social dynamics; and
- To promote equity through a reduction in the poverty gaps experienced by Brazilian citizens.

The Brazil without Extreme Poverty Plan was established after the implementation of the Zero Hunger Strategy, and comprises the programmes in the strategy and additional programmes. The following are the programmes implemented by various ministries and are an indication of the multisectoral nature of food security in Brazil that are comparable to those implemented in South Africa.

The *Bolsa Familia* is a family grant. *Bolsa Familia* (Family Grant) is a conditional cash transfer programme, which was created in 2003 and serves more than 12 million households in Brazil (CONSEA 2009). There is a qualification criteria that households are required to meet in order to qualify for the grant. Families must be experiencing poverty or be in a situation of extreme poverty in order to qualify. *Bolsa Familia* is one of the largest cash-transfer programmes in the world, according to Soares, Ribas and Osorio (2007:1).

The Ministry of Social Development and Hunger in Brazil oversees the family grant in collaboration with municipalities who have the duty to register local families into the programme and monitor whether the households and beneficiaries of the programme adhere to the set conditions (Souza and Chmieleskwa 2011:29). According to Rocha (2009:55) the families in the programme are required to ensure that children aged between six and fifteen years of age maintain a minimum of 85% of school attendance. The recipients of the family grant are required to record the visits and vaccinations for

children that are under the age of six years of age, and women who are pregnant and nursing are required to maintain a record of their visits to public health clinics.

The *Bolsa Familia* Programme connects elements which contribute to a reduction in hunger and poverty. Based on the criteria for participation in the programme, *Bolsa Familia* supports families to overcome the impact of poverty. The recording of public health visits and the mandatory school attendance promotes health and education as fundamental rights (Raffrey 2012:9). Brazil's *Bolsa Familia* Programme is comparable to the Social Relief and Distress Programme administered by the Department of Social Development in South Africa. The *Bolsa Familia* Programme aims to contribute to food security, through the provision of cash transfers, the impact of poverty on food security and the link between health and education. The link between social assistance, health and education is indicative of the multidimensional and multisectoral nature of food security.

The National School Meals Programme (PNAE) is the key programme in addressing access to food in Brazil. The National School Meals Programme is Brazil's oldest food programme, which was established in 1954, and is one of the biggest programmes in the world in terms of the provision of school meals (Sidaner, Balaban and Burlandy 2012:1). The National School Meals Programme targets students in basic education, which refers to pre-primary school, primary school, high school and students enrolled in public schools and charities in Brazil. The National School Feeding Programme in Brazil has three goals:

- The provision of nutritious food to students while they are at school;
- To promote learning, growth and academic achievement; and
- To encourage eating habits that are healthy (Souza and Chmieleskwa 2011:21).

The federal government in Brazil provides transfers with 30% of the total financial resources of the programme to states and municipalities. There is a requirement that the purchase of food used in the school meals provided to students is from family

farmers, therefore ensuring support for agricultural production. Multisectorality in the National School Meals Programme in Brazil is displayed in the linkage of education, health and family farming. Raffrey (2012:13) states that the School Meals Programme, although it is implemented by the Ministry of Education, is decentralised to local government. Each municipality receives a grant for a child attending school for more than 200 days annually, which is used to buy food. The state departments' secretaries and municipalities are responsible for the federal budget, and school food committees oversee meal composition and supply and the transfer of funds to municipalities (Sidaner et al. 2012:3). The National School Meals Programme in Brazil is comparable to the National School Nutrition Programme implemented by the DBE in South Africa.

An important aspect of the Zero Hunger Strategy and the Brazil without Extreme Poverty Plan is the strengthening of family agriculture, which is the second pillar of the strategy. The National Programme for Strengthening Family Farming (PRONAF) was created in 1996. This programme is aimed at assisting families and households engaged in family agriculture with subsidies in credit for agriculture, insurance for crops and technical assistance (Rocha, Burlandy and Maluf 2012:522). The National Programme for Strengthening Family Agriculture is implemented by the Ministry of Agrarian Development and is the key initiative in terms of budget and scope which provides support for family farmers. Family farmers in Brazil are provided with financial support to cover the costs of agriculture, the agro-industry and other agricultural activities.

The Zero Hunger Strategy in Brazil also makes provision for the National Food Acquisition Programme (PAA) in order to strengthen family agriculture. According to Souza and Chmieleskwa (2011:21), the National Food Acquisition Programme has two aims. These are the provision of food to populations which are vulnerable and promoting social inclusion of people in rural areas. The Ministry of Agrarian Development, the Ministry of Social Development and the Fight against Hunger Development Programme provide funding for the National Food Acquisition Programme. The National Food Supply Company is responsible for the implementation of the

programme in collaboration with states and municipalities. The National Food Acquisition Programme assists farmers in gaining access to markets through the direct purchase of agricultural goods and the provision of monetary resources to farmer organisations. The programme sets up public food stocks to regulate prices and for the purpose of donations to institutions dealing with food-insecure populations. The target is food producers and food consumers. The Comprehensive Agricultural Support Programme implemented by the Department of Agriculture, Forestry and Fisheries in South Africa is comparable to the National Programme for Strengthening Family Agriculture in Brazil.

The multisectoral nature of food security is evident in the implementation of the National Food Acquisition Programme, which is done by an inter-ministerial group with ministers from different sectors, namely finance, agriculture, rural development and education, with the role of coordination being the responsibility of the Minister of Social Development and Hunger Alleviation.

In Brazil, the Food Insecurity Scale (EBIA) is used to measure food security. The health sector utilises a system to monitor the nutritional status and the way in which food is consumed by people who use public health facilities. This system is the Food and Nutritional Surveillance (SISVAN) (Souza and Chmieleskwa 2011:11). The Brazilian Institute of Geography and Statistics uses the National Household Budget Survey, similar to the General Household Survey conducted by Statistics South Africa. The survey assesses the family financial situation, the amount of money used to buy food, the consumption of food and the nutritional status of young people. Brazil and South Africa share similarities in the measurement of food security, as there is no combination of food security targets into one data set and each intervention sets its own targets.

4.4.4 The multisectoral coordination of food security policies and programmes in Brazil

Brazil is considered a country of international best practice, relevant to this study based on its efforts towards multisectoral coordination of the different policies and programmes applicable to food security. It is important to highlight that Brazil is considered a country of international best practice in terms of achieving the MDG of reducing hunger by 2015. In Brazil, the achievement of this target was done five years before the deadline. Brazil has a specific policy applicable to food security, The *Organic Law on Food and Nutrition Security* (Organic Law on Food and Nutrition Security, 2006) which is based on the principles of the human right to adequate food and food sovereignty.

The characteristics of the *National Food and Nutrition Security Policy* in Brazil, as identified by the Food and Agriculture Organisation et al. (2013:3) are: a strategy for food and nutrition security which is developmental, policies and actions that are multisectoral, and high level social mobilisation and participation. These characteristics are evident in the establishment of the National System for Food and Nutritional Security (SISAN) in Brazil. SISAN was created by the *Organic Law on Food and Nutrition Security,* 2006*,* and is a platform for government and civil society to meet and engage in the establishment of activities, policies and programmes that are aimed at addressing the fundamental human right to access to adequate food. In Brazil, "food and nutrition security is defined as the regular and permanent access to good quality food in sufficient quantities, without compromising other basic needs with healthy nutritional habits and cultural diversity, that is environmentally, economically, socially and culturally acceptable" (Organic Law on Food and Nutrition Security 2006*).* Figure 4.3 indicates the national food and nutrition system in Brazil.

The National Council on Food and Nutritional Security (CONSEA) provides a platform for the engagement of different government departments and civil society in terms of food

security. The National Council on Food and Nutritional Security advises the president on issues on food and nutrition security in Brazil. National conferences are held through the National Food and Nutrition Conferences (CNSAN), and these conferences provide guidelines and priorities and budget the needs of the PNSAN.

Monitoring implementation and linking the activities are included in the PSAN Plan, as well as coordinating with councils and chambers of food and nutritional security at the state and municipal levels. The composition of the National Council of Food and Nutritional Security is as follows: ministers who represent the different government departments that are implementing programmes that have an impact on food and nutrition security form one third, and two thirds are composed of civil society representatives and observers (Organic Law on Food and Nutrition Security 2006). The President of Brazil selects the President of the National Council on Food and Nutritional Security, who can only be chosen from the civil society representatives. In terms of multisectoral coordination, the National Council on Food and Security displays an effort to coordinate between all the ministries responsible for food security and civil society. The role of civil society as the President of the National Council on Food and Nutritional Security, indicates that there is no sector that takes the lead and all sectors are equally represented.

The Inter-Ministerial Chamber on Food and Nutritional Security was established by declaration in 2007. The establishment of the Inter-Ministerial Chamber on Food and Nutritional Security provided a locus for the multisectoral programmes and initiatives that make up the Zero Hunger Strategy and the National Council on Food and Nutritional Security. The 19 ministries responsible for areas related to food and nutritional security are part of the Inter-Ministerial Chamber on Food and Nutritional Security. The mission of the Inter-Ministerial Chamber on Food and Nutritional Security is to consider proposals by the National Council on Food and Nutritional Security for the development and execution of public programmes.
The duties of the Chamber are to:

- Develop the National *Food and Nutritional Security Policy* (PNSAN);

- Coordinate the execution of the policy; and

- Link policy plans at the level of state and municipalities.

The Inter-Ministerial Chamber on Food and Nutritional Security established two technical committees in 2009; one prepares and reviews implementation of national conferences and the other one makes proposals on the *National Food and Nutritional Security Policy*.

One of the key instruments in the Brazilian food security system is the unified registry for social programmes, *Cadastro Unico*. *Cadastro Unico* is a map of low income families in Brazil which identifies and gathers household data and personal data. It is condensed into 80 questions (International Labour Organisation 2014:1). Barca and Chirchir (2014:21) state that a unified registry is a registry that is organised into a database of all people and households registered with an aim of recording and storing updated information. The Unified Registry is a mechanism for highlighting the situation of the most vulnerable population groups throughout the country, identifying their needs and enabling the actions of different areas of government to be coordinated in all of Brazil's states and municipalities. A clear directive in the *National Food and Nutrition Security Policy* is to monitor food and nutrition security in Brazil. In terms of the production inclusion axis, the aim is to promote professional qualification, improving insertion into the labour market and increasing income. The rural productive inclusion helps extremely poor families in terms of production and trade. Through the provision of technical assistance to extremely poor families, quality seeds and acquisition of equipment and other inputs on the quality and quantity of production is improved. Access to public services allows for expanding the assistance network in towns and cities to those who need them most.

The goals of the Unified Registry, according to World without Poverty (2014:1) are:

- Identification and characterization of the most socially vulnerable segments of the population;
- Building a network of social protection and promotion to coordinate existing policies in the different areas of the country;
- A planning tool for public policies targeted at low income families;
- Pooling efforts to ensure priority support for vulnerable families; and
- Creation of indicators to reflect the various dimensions of poverty and vulnerability in the different geographic areas.

The Barca and Chirchir (2014:21) states that a unified registry is a registry that is organised into a database of all people and households registered, with an aim of recording and storing updated information. It can be collected from the data collection of several programmes.

The World Committee on World Food Security provides five principles of monitoring and accountability. These five principles are as follows:

- Human rights based, with specific reference to the realisation of the right to access to adequate food;
- To make it possible for decision-makers to be accountable;
- They should be participatory, and include assessments that involve all stakeholders and beneficiaries, including the most vulnerable;
- They should be simple, yet comprehensive, timely and accessible to all and disaggregated according to race, gender, region and should capture impact, process and expected outcomes; and
- They should not be a duplication of existing systems and should strengthen analytical and statistical capacities (Food and Agriculture Organisation 2014:35).

This thesis identifies a unified registry that embodies these principles. The following section will provide recommendations on how to develop a unified registry for food security in South Africa.

Statistics South Africa is currently the custodian for statistical data collection in South Africa. Of significance to this study is the national database of surveys collected with specific reference to the four pillars of food security and other related surveys. Statistics South Africa houses a wide array of information and resources applicable to food security in South Africa, and has resources to collect information that is required to inform public policy formulation, implementation, monitoring and evaluation. Each of the different government departments responsible for programmes applicable to food security in South Africa develops their own database of information. These different databases should be formulated to include indicators of race, gender, and region. This will assist in terms of identifying the target population for policies and programmes and to identify regions that require immediate assistance.

Kenya (2012:53) states that it is important to share information amongst programmes, in order to not only monitor the registration, but to identify who is covered by the individual programmes and the sector as a whole. There needs to be an agreement by different sectors as to who the vulnerable groups are, and clear definitions of these groups need to be agreed on and consistently applied across programmes (Kenya 2012:53).

De la Briere and Lindert (2005) identify the following requirements of a national information database:

- Identify indicators for vulnerable groups;

- The development of a system for regular audits, cross checks, quality control, and independent quality control;

- Performance-based management and targeting outcomes; and

- Clarify definition of institutional responsibilities.

De la Briere and Lindert (2005:6) highlight the advantages of having a national database for the eligibility of social programmes. These are the prevention or reduction of duplication of efforts, reducing duplication of administrative costs between programmes and across sectors and monitoring time limits and graduation criteria.

Rao (2013:2) identifies potential benefits of a unified national database for information. Rao (2013:2) also contends that the benefits are strengthening of registration, monitoring, evaluation and oversight, the provision of benefits in accordance with need, monitoring time frames, moving beneficiaries between schemes or withdrawing beneficiaries from schemes when appropriate, and more effective emergency responses. According to Barca and Chirchir (2014:22) the following are the reasons for integrating data and information management: the provision of oversight, monitoring and evaluation for policy-making, and supporting common targeting which aims to unify targeting for multiple social programmes. The multidimensional, multisectoral nature of food security necessitates that those different government departments that are responsible for the implementation of programmes addressing the pillars of food security, each has indicators to measure programme performance. There are different surveys that were used to inform the making of the *National Policy on Food and Nutrition Security*, the *Household Strategy for Food and Nutrition Security Strategy* and the *Fetsa Tlala Production Initiative* in South Africa. In light of the fact that the social cluster departments target the same population and have the same beneficiaries of the various programmes, there is a need for integration of information management systems.

According to the International Food Policy Research Institute (2014:7), the utilisation of a multidimensional measurement for hunger is advantageous as it reflects the nutritional status of the population and vulnerable groups and reduces measurement errors through the combination of independently measured indicators. The Food and Agricultural Organisation (2013:17) states that good monitoring requires a combination

of approaches and the ability to produce regular updates of indicators. The multiple pillars of food security are measured with a suite of indicators from the Food and Agricultural Organisation.

The Food and Nutrition Security Monitoring System in Brazil is based on six dimensions: food production, food availability, income, access to food, health and access to health services and education (Food and Agriculture Organisation 2014:13). The system consists of social participation, transparency, fairness, publicity and access to information. The indicators developed are able to identity population groups based on social, ethnic, racial and gender inequalities and population groups at risk of violating the Human Right to Food. The collection of data is carried out by the National Geography and Statistics Institute, the Institute of Applied Research, the Ministry of Health and the National Food Supply Company. Brazil's Food and Nutrition Security Monitoring System fully complies with the five principles of monitoring and accountability systems (Chmieleskwa and Souza 2011:7). CAISAN created a technical committee composed of representatives of nine government ministries and a representative from CONSEA. Another institutional arrangement related to food and nutrition security monitoring is SAGI, which is the Secretariat of Evaluation and Information Management of the Ministry of Social Development and the Fight Against Hunger. SAGI is responsible for working on developing an information system together with CAISAN and the MDS.

The Unified Registry was established by Decree 3,877 on July 24 2001, and the rationale for its establishment was the diverse cash transfer initiatives that existed for families with similar income profiles, such as the Family Grant, Cooking Gas Aid, the Food Grant and the Child Labor Eradication Programme. The *Cadastro Unico* is a strategic public management tool, as it can be used by the three levels of government: federal, state and municipal, and it is aimed at the low-income population that can foster social inclusion initiatives, integrating the three levels of government. The competences of the federal government, as undertaken by the Ministry of Social

Development under the National Secretariat of Citizenship Income are: to coordinate, monitor and supervise the implementation and execution of the Unified Registry (World without Poverty 2014:2). An important feature of *Cadastro Unico* is also in the role of municipalities in food and nutrition security in Brazil. The inclusion of local government is significant in the collection of data. Figure 4.4 provides an illustration of the process to register for *Cadastro Unico* and receive a family grant.

Figure 4.4: An illustration of the process to register in *Cadastro Unico* and receive a family grant
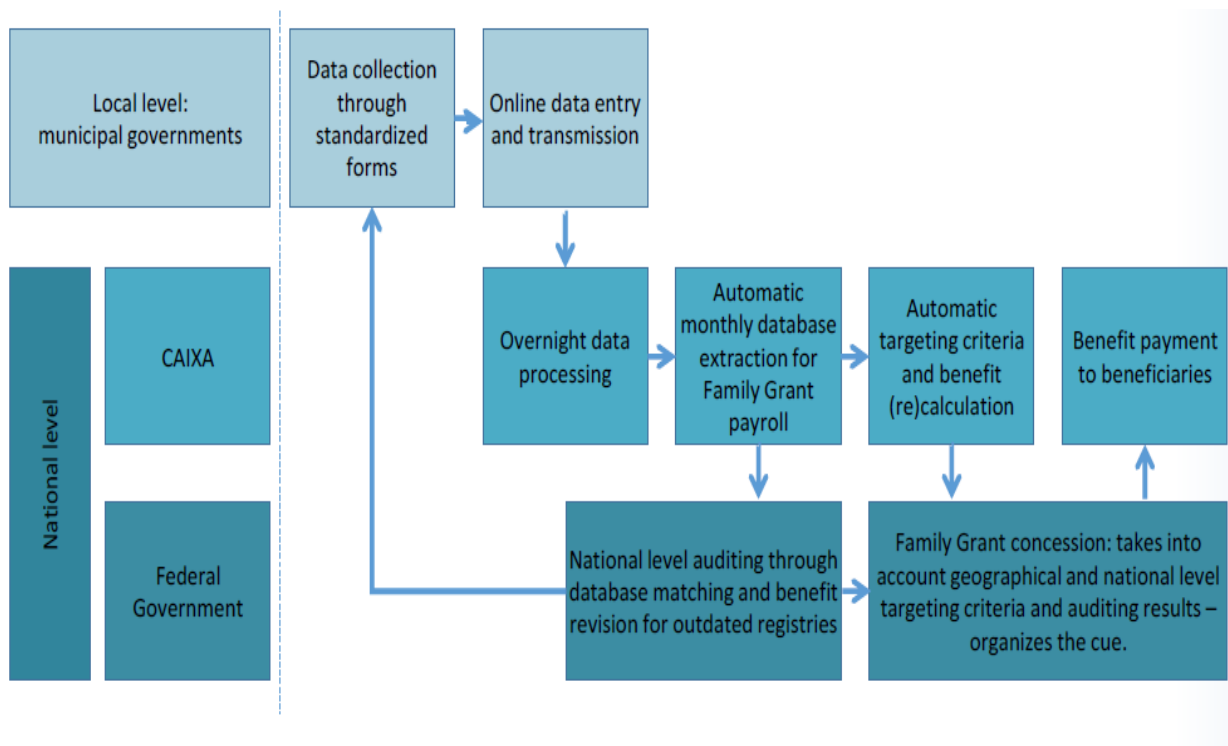
Source: Adapted from the International Labour Organisation (2014:2)

The 5570 municipalities are responsible for the collection of data from households who are eligible to benefit from social assistance programmes, such as the *Bolsa Familia* Grant, and this information is processed and accessible to the state and federal government. According to the International Labour Organisation (2014:1), the collection of data on the population groups vulnerable to poverty and food insecurity has enabled

municipalities and policy-makers to target specific programmes to where these programmes are most needed. Brazil presents a multisectoral public policy framework aimed at addressing food and nutrition security. Both the Zero Hunger Strategy and the Brazil without Extreme Poverty Plan, provide lessons from which South Africa can learn. The similarities between Brazil and South Africa in the programmes implemented to address the multiple pillars of food security enable a comparison between the two countries.

4.5 THE FOOD SECURITY POLICY CONTEXT IN ETHIOPIA

The Federal Democratic Republic of Ethiopia, in its longest form, is referred to as Ityop'ya Federalawi Demokrasiyawa Ripeblik, and is a federal republic located in East Africa. Ethiopia is the oldest independent country in Africa with a total population of 96 million. Addis Abbaba is the capital city. Ethiopia is located in the North Eastern horn of Africa and is surrounded and shares a border with Somalia, Eritrea and Djibouti, Kenya and Sudan. The Central Intelligence Agency (2014) identifies that high rates of poverty characterize Ethiopia, which have a high dependence on the agricultural sector which employs 85% of the labour force. In terms of trade, Ethiopia exports coffee, gold and leather products and imports food, cereals, textiles and petroleum products. Similar to South Africa, Ethiopia is a member of the African Union. Figure 4.5 depicts the geographical location of Ethiopia.

Figure 4.5 Geographical location of Ethiopia

Source: Adapted from https://sheeranadoption.wordpress.com/ethiopia/

4.5.1 The legislative framework applicable to the right to access to adequate food in Ethiopia

In Ethiopia the right to access to food is entrenched in the *Constitution of the Federal Republic of Ethiopia* in terms of Proclamation 1 of 1995. The right to access to food is recognised in the *Constitution of the Republic of Ethiopia*, 1995, along with the right to clean water, education, housing and social security. Article 90 of the *Constitution of the Federal Republic of Ethiopia,* 1995, states that the Government of Ethiopia is responsible for the provision of access to food to its citizens within its available resources, and sets a requirement for policies to be reflective of this provision. The *Constitution of the Federative Republic of Ethiopia* in Article 9(4) recognizes all international agreements ratified by the Government of Ethiopia as central to the law of the land.

Similar to South Africa, Ethiopia has ratified the following international treaties relevant to the right to access to food:

- The *International Covenant on Economic, Social and Cultural Rights*, which recognizes the right to access to food as including the right to land and water and therefore the provision of this right is a legal requirement.
- The *International Covenant on Civil and Political Rights* of 1996.
- The *Convention on the Elimination of All forms of Discrimination against Women* of 1989 in 1990.
- The *Geneva Convention and the Additional Protocols* in 1977.
- The 2003 *Declaration on Agriculture and Food Security in Africa* (Ziegler 2005).

By including the right to access to food in its supreme law and the ratification of the international treaties, the Government of Ethiopia reflects the importance accorded to this right. Ethiopia and South Africa display a comparable legislative framework relevant to food security. This study aims to highlight the need for a multisectoral public policy framework for food security in South Africa, so in order to draw lessons from Ethiopia, it is important to highlight the strategy and policy framework applicable to food security. It is essential to ascertain the way in which the different agricultural, social, health and education policies in Ethiopia promote multisectoral coordination.

i. The Ethiopian agriculture sector ten year policy and investment framework

The agricultural sector is vital to economic growth in Ethiopia, where 85% of the population depends on agriculture as a main source of income. Good health has an impact on the performance of agricultural workers. It is imperative to also consider the educational level of households, which is a key determinant in household food security. Agricultural production has an impact on food availability and food access.

According to the Government of Ethiopia (2010:i) the Policy and Investment Framework is aimed at the provision of strategy to promote development and investment in

agriculture. The goal of the Policy Investment Framework is to increase incomes in rural areas and contribute to national food security in Ethiopia, and recognises the critical need to achieve food security for households and the country. The Policy Investment Framework highlights the significant contribution made by the agricultural sector to income and food security.

The Ministry of Agriculture is tasked with the responsibility of the implementation of agricultural and rural development policies, including disaster and risk management and food security. Similar to South Africa, Ethiopia, as part of the African Union and the New Partnership for Africa's Development, implements the Comprehensive Africa Agricultural Development Programme (CAADP). The objectives of the CAADP, as stated by Berhane, Devereux, Hoddinott, Nega Tegebu, Roelen and Schwab (2012:i), incorporate a focus on the agricultural sector in ensuring food security and the achievement of the Millennium Development Goal to reduce poverty and hunger by half by 2015.

ii.   The agricultural growth programme

The Agriculture Growth Programme (AGP) aims to increase agricultural productivity in a sustainable manner, increase market performance and profits, and promote value in addition to agricultural products in selected targeted areas. The AGP is capitalizing on the enormous agricultural productive growth potential found in Ethiopia, through increased production, and reduction of dependency on food aid, as well as vulnerability and poverty. The programme creates jobs, encourages small scale farmers and increases income, while promoting agribusiness, commercialization and infrastructure development.

The *National Policy and Strategy on Disaster and Risk Management* aims "to reduce risks and the impacts of disasters through the establishment of a comprehensive and integrated disaster risk management system within the context of sustainable development".

The *National Social Protection Policy* in Ethiopia has the objective of offering protection to vulnerable groups suffering from shocks and destitution that threaten their exposure to chronic and transitory food security. The South African Government and the Government of Ethiopia share similarities in their aim to offer social protection to citizens who are out of work or are experiencing underemployment. The *National Social Protection Policy* aims to break down the impact of intergenerational poverty and increase social insurance. The increase in income that stems from employment opportunities supports households in their efforts to access adequate food, which is a fundamental basic right in both South Africa and Ethiopia.

4.5.2 THE NATIONAL NUTRITION STRATEGY IN ETHIOPIA

In 2002, the *National Food Security Strategy* was launched. It was later revised in 2006, and re-launched in 2008. The *National Nutrition Strategy*, 2008, is the first nutrition policy document approved by the Ethiopian Government applicable to food security. The strategy identifies the importance of establishing a multisectoral coordination mechanism and comprehensive monitoring and evaluation. Proclamation No. 691/2010 gives the mandate of the *National Nutrition Strategy* to the Federal Ministry of Health (2013:20). According to the FAO (2008:41) the objective of the *National Nutrition Strategy* is to ensure that all Ethiopians have an adequate nutrition status for a productive life. It involves the nutrition activities and creates strategies and synergies across programmes to improve nutritional outcomes broadly.

 The *National Food Security Strategy* makes provision for the Food Security Programme, which consists of three pillars, namely the Productivity Safety Net Programme, the Household Asset Building Programme and the Contemporary Community Investment Programme (CCI), designed to provide support in cash to populations of the food insecure in Ethiopia (Federal Republic of Ethiopia 2013:24). The National Food Security Programme was launched in Ethiopia by the Ministry of Agriculture, as was the New Coalition for Food Security with the aim to enable five million food insecure households to graduate to a state of food security, without the use of social assistance.

The goal of the *National Nutrition Strategy* aims to ensure that citizens in Ethiopia are able to receive an acceptable nutritional status in a sustainable manner. It also aims to ensure coordination between different government sectors responsible for nutrition activities (USAID 2009:9). The Plan for Accelerated and Sustained Development to End Poverty recognises the importance of the *National Nutrition Strategy* to address malnutrition. The *National Nutrition Strategy* identifies the multisectoral nature of food and nutrition security. The *National Nutrition Strategy* in Ethiopia is the guiding strategy that leads food security efforts. The *National Nutrition Strategy* was launched in Ethiopia in 2008, and the draft strategy, which was drawn up in 2005/2006, was undertaken with the consultation of various stakeholders including UNICEF and the International Food Policy Institute (IFPRI).

The Ministry of Health with other ministries developed the strategy which links activities that are isolated into one strategy which was launched in 2008. The *National Nutrition Strategy* can be compared to the *Integrated Food Security Strategy* used in South Africa, aimed at coordinating various activities by different sectors and government departments. It is also significant to highlight that the *National Nutrition Strategy* is led by the Ministry of Health in Ethiopia, whereas the *Integrated Food Security Strategy* is the responsibility of the Department of Agriculture, Forestry and Fisheries in South Africa.

i.   The National Nutrition Programme

The National Nutrition Programme has a five year plan of action (2010-2014) for the implementation of the *National Nutrition Strategy*. It has clear objectives, interventions and systems coordination that enable multisectoral coordination mechanisms (USAID 2009:9). The National Nutrition Programme was established by the following ministries:

- Health
- Agriculture

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- Water and Energy
- Education
- Finance and Economic Development
- Women, Children and the Youth
- Industry (The Government of the Federal Republic of Ethiopia 2010).

The National Nutrition Programme is implemented under the leadership of the Federal Minister of Health, in collaboration with the above-mentioned sectors. The National Nutrition Programme is based on two key factors: human resource development and institutional capacity. The development of the National Nutrition Programme and its implementation by different ministries indicates a multisectoral approach to food security and nutrition in Ethiopia.

ii The Productivity Safety Net Programme

The Productivity Safety Net Programme in Ethiopia is recognised by the Federal Democratic Republic of Ethiopia (2004:4) as a programme that provides cash and or food transfers to households that are vulnerable to hunger and food security. The programme aims to assist households and promote the participation of households in agricultural and market interventions, in order to increase the purchasing power of households. The Productivity Safety Net Programme consists of two components: labour intensive public works, which is aimed at households who can participate in the provision of labour, and direct support for households who cannot contribute labour - "labour-poor" households. The main aim of the programme is to develop community participation in labour and to assist food insecure households to elevate to a level of food security. The programme also aims to assist those households with chronically ill people and the elderly (The Federal Republic of Ethiopia 2004:4). The PSNP was designed after the Coalition for Food Security in Ethiopia was developed, with the participation of donors, government officials, non-government organisations and NGO's and the participation of the Prime Minister in Ethiopia.

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The first feature of the programme is: a *harmonised effort between the Government of Ethiopia and donor organisations*, which represents a multi-actor approach. The multi-actor approach however encompasses an agreement by the different organisations to adhere to a single monitoring and evaluation plan. The second feature is a *predictable planning and financing approach*, the key feature of the programme, and is its provision of predictable assistance to vulnerable groups which is done multi-annually (Gebru, Gentilini, Wickrema and Yirga ND:331). The third feature is an *entitlement based and productive based approach*, to assist vulnerable households and ensure participation in market activities and timely transfers of cash and/or food. As part of a broader food security programme, the PSNP forms part of the Food Security Programme established by the Government of Ethiopia, from 2010 to 2014.

An important aspect of the programme is the coordination of government activities with food aid donor organisations in Ethiopia. The World Food Programme features prominently in the Coalition for Food Security in Ethiopia and is part of a Donor Working Group, with a donor coordinator responsible for the coordination of donors and government.

Figure 4.6: The Management of the PSNP
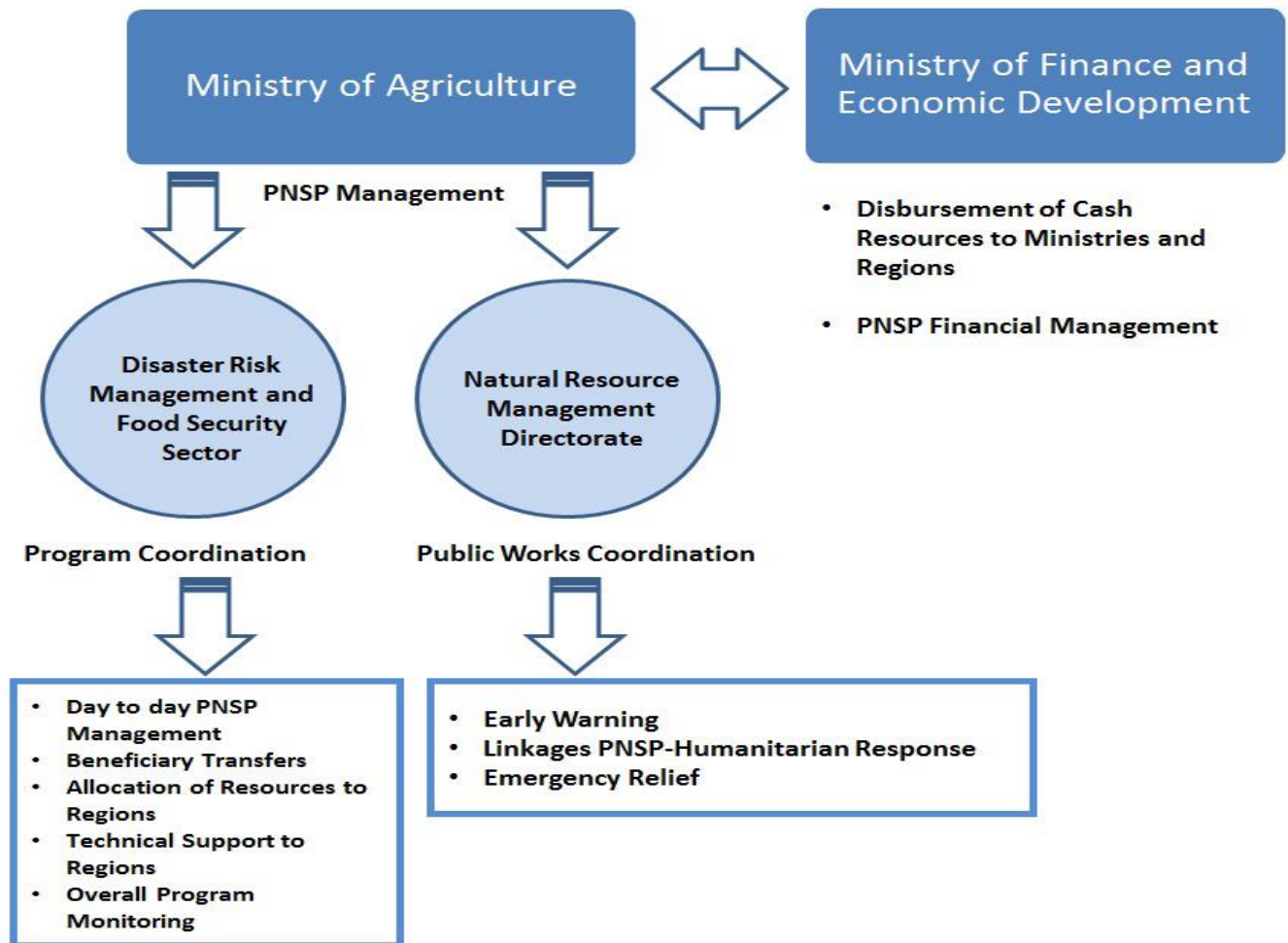
Source: Adapted from the International Food Policy Research Institute (2013)

The Ministry of Agriculture and the Ministry of Finance and Economic Development collaborate in the implementation of the programme. Figure 4.6 illustrates the multisectoral nature of the social protection strategy used in Ethiopia and the roles of the two departments representing the agricultural and economic sector in the programme implementation. The Productivity Safety Net Programme is a social protection programme and can be compared to the Social Distress and Relief Programme by the Department of Social Development in South Africa. The Productivity Safety Net Programme expands into food transfers and participation of households in

agriculture and market activities, whereas the Social Distress and Relief Programme focuses on social grants.

iii The Nutrition and Food Security Joint Programme in Ethiopia

The Joint Programme in Ethiopia is implemented by the Food and Agriculture Organisation, UNICEF, the World Food Programme and the World Health Organisation, and has been led by the Ministry of Health, since 2010. According to Damiba (2013:9) the programme is a clear example of how working together and integrating different sectors in a coordinated approach can achieve positive results. An evaluation of the programme included the need for a strategy integrating different sectors such as agriculture, education and health, in order to promote a multisectoral approach. The recognition of a multisectoral approach to food security in Ethiopia indicates the relevance of this study, which aims to construct a multisectoral public policy framework for food security in South Africa.

4.5.3. The multisectoral coordination of policies applicable to food security in Ethiopia

In order to foster a coordinated approach to achieving nutrition and food security in Ethiopia, the National Nutrition Programme incorporates a multisectoral approach. The National Nutrition Coordinating Body has been established as a mechanism for leadership, policy decisions and coordination of the National Nutrition Programme, (Government of the Republic of Ethiopia 2013:38). The National Nutrition Coordinating Body is chaired by the Ministry of Health, which is the lead department in the implementation of the National Nutrition Programme. The Ministers of Agriculture and Education are the co-chairs for the National Nutrition Coordinating Body, and the Federal Ministry of Health is the secretariat. The multisectoral nature of the National Nutrition Coordinating Body is indicated in the membership, which includes ministers of education, industry, legal and social affairs, women, children and the youth. The membership also includes representatives from the private sector, donor representatives, academia and the Ethiopian National Research Institute.

In addition to the National Nutrition Coordinating Body, the National Nutrition Technical Committee, which is composed of representatives from the same departments as those represented in the Coordinating Body, has been established. The National Nutrition Coordinating Body is the highest policy-making organ with regard to nutrition (USAID 2009:6). In 2008/2009, when the first National Nutrition Programme was launched, challenges in the multisectoral coordination of ministries were highlighted and the current programme clearly stipulates the roles and responsibilities of all the sectors that are involved in the implementation of the programme (The Ethiopian Academy of Science 2013:9). The public policy context applicable to food security in Ethiopia reflects similarities to South Africa. Ethiopia, through the PSNP, uses social protection which is the largest on the African continent, second only to South Africa. South Africa and Ethiopia both implement CAADP, which places an emphasis on agricultural production for food availability and food access.

The Ethiopian food security context displays key features in the coordination of programmes through the participation of all the ministries responsible for programmes that have an impact on food security in the design and development of the *National Nutrition Strategy* and the National Nutrition Programme. The participation of all ministries responsible for food security programmes and the inclusion of donor organisations, academia, the private sector and research institutions in the highest policy and leadership body related to food security, presents the recognition of a multisectoral approach. Figure 4.7 provides a visual representation of a multi-sector, multi-stakeholder coordination system.

Figure 4.7 Ethiopia Multi-sector, Multi-stakeholder Coordination System

ETHIOPIA Multi-sector, Multi-stakeholder Coordination System

- National Nutrition Coordination Body
- Health Population & Nutrition Group
- National Nutrition Technical Committee
- Nutrition Development Partners Meeting
- Nutrition Technical Working Group
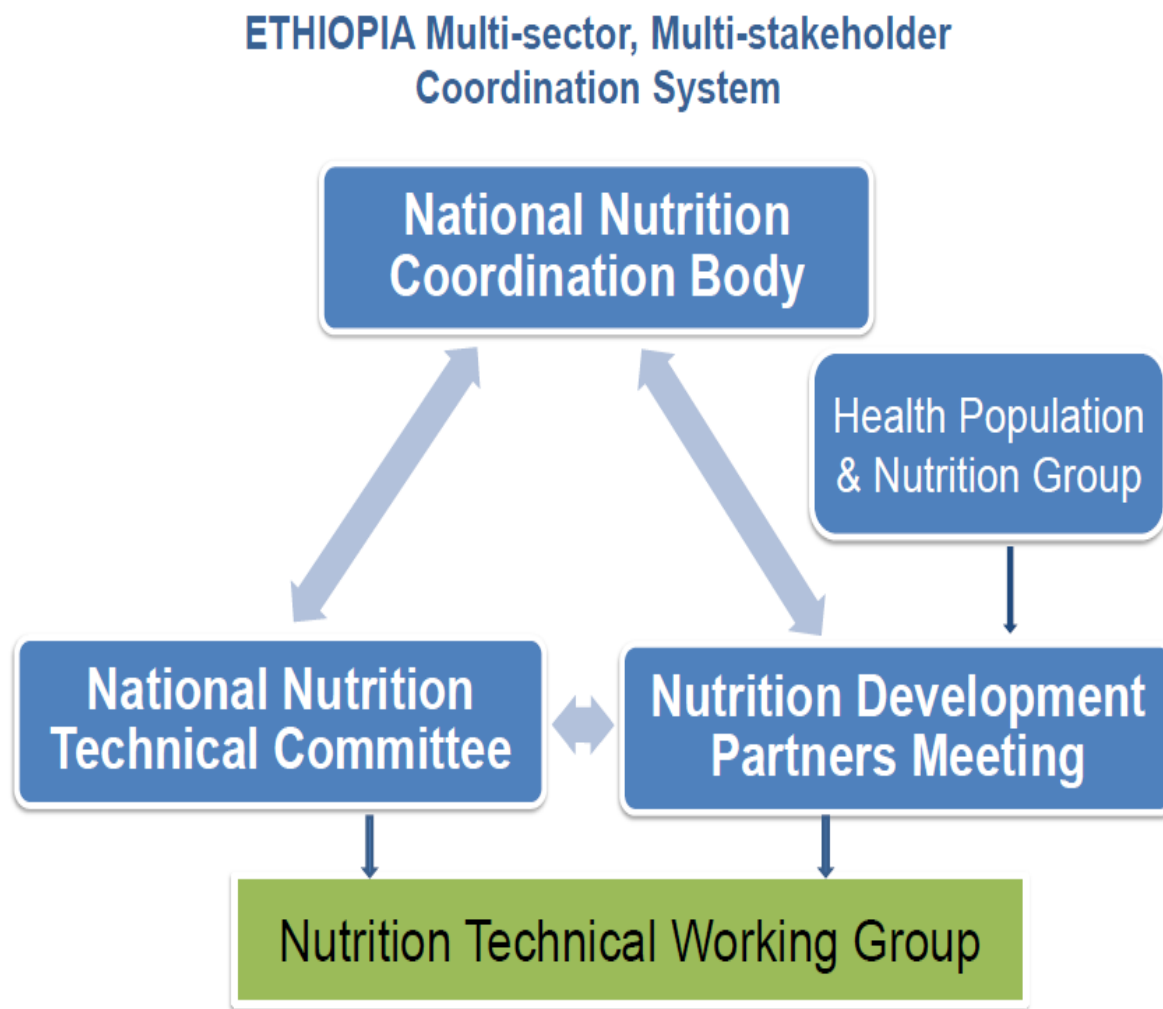
Source: Adapted from the Scaling Up Nutrition (2012)

4.6 LESSONS FROM INTERNATIONAL BEST PRACTICE

The similarities in the food security context in Brazil and Ethiopia with South Africa provide a platform for lessons to be learnt that can be adapted, adopted and shared to fit the South African context. In order to develop a multisectoral public policy framework for food security in South Africa, this study draws on lessons learned from the experiences of Brazil and Ethiopia.

4.6.1 A defined regulatory framework and long-term political commitment

Brazil displays strengths in the multisectoral coordination of food security programmes that are of value to this study. In Brazil, there is a law specifically focused on food and nutrition security. This ensures that food security programmes are not linked to a particular administration, but will remain a priority over a long term period. The existence of a law of food security is also an indication of the prioritisation of food security by the government. The Government of Brazil has also launched the *National Food and Nutritional Security Policy* (PNSAN) which was done with the collaboration of all the ministers involved with programmes applicable to food security and the participation of civil society (Souza and Chmieleskwa 2011:5). Ethiopia does not have a specific food security law; however in terms of the *Constitution of the Federative Republic of Ethiopia*, 1995, all the international treaties ratified in Ethiopia are regarded as part of the law in the country. The *National Nutrition Strategy* is the guiding strategy to ensure adequate nutrition to Ethiopians through the achievement of food security (Benson 2008). The existence of a framework that specifically focuses on the realization of the right to food indicates the importance accorded to the right to adequate food and food security in both countries.

4.6.2 The active participation of civil society and donor organisations in the public policy process

The establishment of the Food and Nutritional Security Council (CONSEA) which is composed of representatives from ministries responsible for food and nutritional security programmes and civil society, highlights the importance of the participation of civil society in food and nutritional security policy coordination in Brazil. The Food and Nutritional Security Council advises the President of Brazil, and the chairperson is elected by the president from civil society representatives. In terms of multisectoral coordination, this is a key feature which ensures that civil society and government work together to promote food and nutrition security.

Civil society participates in the making of laws and policies and this promotes the principle of participatory democracy. In Ethiopia, the participation of donor agencies in the National Nutrition Coordinating Body and the National Nutrition Technical Committee indicates the involvement of other organisations who are representatives of the citizens. It is important to note that the government departments representing the different sectors are not the only participants in the public policy process relating to food security in both Brazil and Ethiopia, and this ensures that there are different perspectives and views indicative of the multisectoral and multidimensional nature of food security.

4.6.3 A clear link between multiple programmes

A key feature in the public policy context of both Brazil and Ethiopia is that there is a clear link between programmes offered by different ministries in the same strategy. An example of this is displayed in the National School Feeding Programme and the Food Acquisition Programme. These programmes are implemented by the Ministry of Education and the Ministry of Agriculture of Brazil respectively, and there is a requirement for the food used in the school feeding programme to be purchased from local family farmers, in order to make provision for agricultural growth and support family farming. In 2012, 80% of public schools were purchasing food directly from family farmers, and half of the schools had achieved the 30% goal. There is also a Health in Schools Programme implemented in partnership between the ministries of Education and Health.

In terms of Ethiopia, the Productivity Safety Net Programme is implemented through a collaboration between the Ministry of Agriculture and the Ministry of Finance and Economic Development. There are elements of multisectoral coordination of programmes apparent. This collaboration in the programmes offered by different departments is indicative of the fact that multisectoral coordination is not only done in the policy-making process, it is also evident in the policy implementation.

4.6.4 A system for multisectoral coordination

Brazil displays multisectoral coordination through the participation of different organisations from different sectors in the National Food and Nutrition Security System. The participation of different ministers from different departments in the Inter-Ministerial Chamber and the participation of civil society in CONSEA and in CNSAN are indicative of this. CNSAN also demonstrates public participation in terms of the food security conferences held at all three levels of government. In addition Brazil includes the role of municipalities in identifying vulnerable groups of the population, to enable policy-makers to design programmes that are specifically targeted at these groups. In Ethiopia the system for coordination is reflected in the establishment of the National Nutrition Coordinating Body and the National Nutrition Technical Body. In these two bodies of coordination all sectors are represented through the active participation of different ministries, and this includes donor organisations, academia and the private sector.

4.6.5 Evaluation, monitoring and accountability

The food and nutrition security monitoring system in Brazil is based on six dimensions: food production, food availability, income, access to food, health and access to health services and education (Food and Agriculture Organisation 2014:13). The system focuses on social participation, transparency, fairness, publicity and access to information. The indicators developed are able to identity population groups based on social, ethnic, racial and gender inequalities, as well as population groups at risk of violating the Human Right to Food. The data gathering is done collectively by the National Geography and Statistics Institute, the Institute of Applied Research, the Ministry of Health and the National Food Supply Company. Brazil's food and nutrition security monitoring system fully complies with the five principles of monitoring and accountability systems (CFS 2013:57). CAISAN created a technical committee composed of representatives of nine government ministries and a representative from CONSEA.

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Another institutional arrangement related to food and nutrition security monitoring is SAGI, which is the Secretariat of Evaluation and Information Management of the Ministry of Social Development and the Fight against Hunger. SAGI is responsible for working on developing an information system, together with CAISAN and the MDS, which contains information related to the indicators in the food and nutrition security monitoring system.

4.7 CONCLUSION

In the conceptualisation of a multisectoral public policy framework for food security in South Africa, it is important to consider best practice lessons. Chapter Four of the thesis provided a discussion on international best practice with a specific focus on Brazil and Ethiopia. The legislative framework applicable to food and nutrition security in the two countries was provided. The specific public policies applicable as well as programmes that are implemented to address the multiple pillars of food security were presented in this chapter. The multisectoral coordination of policies applicable to food security was discussed, in order to highlight key features from which South Africa can draw lessons.

The next chapter will present the findings of the empirical research. The chapter will provide a case study analysis of the selected government departments that are the focus of this study. The public policy context for food security in South Africa will be discussed, and the challenges in multisectoral coordination will be presented. The aim of the chapter is to identify the limitations in the current coordination of policies and programmes applicable to food security in South Africa.

CHAPTER FIVE

AN ANALYSIS OF THE PUBLIC POLICY CONTEXT FOR FOOD SECURITY IN SOUTH AFRICA

5.1 INTRODUCTION

The previous chapter provided a discussion on the international best practice in the multisectoral coordination of public policies applicable to food security in Brazil and Ethiopia. The chapter identified key elements that are important, in order to promote multisectoral coordination between the stakeholders involved in programmes and policies that have an impact on food security. This chapter will focus on an analysis of the public policy context for food security in South Africa. The chapter will present the findings derived from the empirical research. An analysis of the case of the DAFF, DBE, DTI and DSD will also be presented. The chapter explains the challenges of multisectoral coordination in the current public policy framework.

The chapter will also examine the various institutional arrangements made provision for in the current policy framework, in order to identify the challenges in multisectoral coordination. The participation of the provinces, municipalities, civil society and the private sector in the implementation and formulation of the *National Policy on Food and Nutrition Security* will be explained. The challenges identified in this chapter will inform the construction of a multisectoral public policy framework for food security in South Africa which is the main aim of this study.

5.2 BACKGROUND TO THE CASE STUDY

Four national government departments were selected as case study departments for the purpose of this research. These government departments are the DAFF, the DSD, the DBE and the DTI. This section of the research provides a discussion at the departmental level.

5.2.1 The missions, vision, and strategic objectives of the national departments

The first aspect of the public policy context for food security in South Africa is the determination of the vision, mission and the strategic objectives of the selected government departments, in order to ascertain the core mandate of the department and the pillar or pillars of food security it targets. The DAFF envisions a united, prosperous and transformed agricultural sector that contributes to food security for all. The mission of the DAFF is to advance food security and agrarian transformation in the agricultural sector, through programmes and policies that are innovative, inclusive and sustainable. The key strategic goals of the DAFF include: to increase profitable production of food by subsistence and small holder farmers and producers, and to coordinate government's food security initiative (Department of Agriculture, Forestry and Fisheries 2015). A key feature in the strategic goals of the DAFF is the role of coordinating the food security initiatives that government implements. The coordinating role of the DAFF is evident in its role as a lead department in the IFSS and the current policy framework.

According to the Department of Basic Education (2015), the DBE has a vision for a country where all citizens will have access to lifelong education and training, and opportunities to contribute towards improving the quality of life and the provision of an education system for South Africa in the 21st century. The DTI envisions a dynamic industrial, globally competitive South African economy, characterized by inclusive growth and development, decent employment and equity, built on the full potential of all citizens. The mission of the DTI is to provide a predictable, competitive environment conducive to investment, trade and enterprise development (Department of Trade and Industry 2015). The DSD aims to promote an integrated social services system that is directed towards the improvement of quality of life. The DAFF is the department that aims for the achievement of food security for all South Africans, whereas the other government departments are focused on a particular segment of the population: school

children in the case of DBE, employment, trade and investment opportunities in the case of the DTI, and social services in the case of the DSD. It is vital to relate this to the mission and vision of the Department of Agriculture, Forestry and Fisheries, which aims to promote food security. This factor is also stated in its strategic objectives.

5.2.2 Organisational structure

The organisational structure of a department provides an indication of which unit is responsible for programmes related to food security, in order to ascertain the specific people who are responsible for representing the department on multisectoral platforms relating to food security, as well as the programmes that are implemented.

**Figure: 5.1 The Department of Agriculture, Forestry and Fisheries**
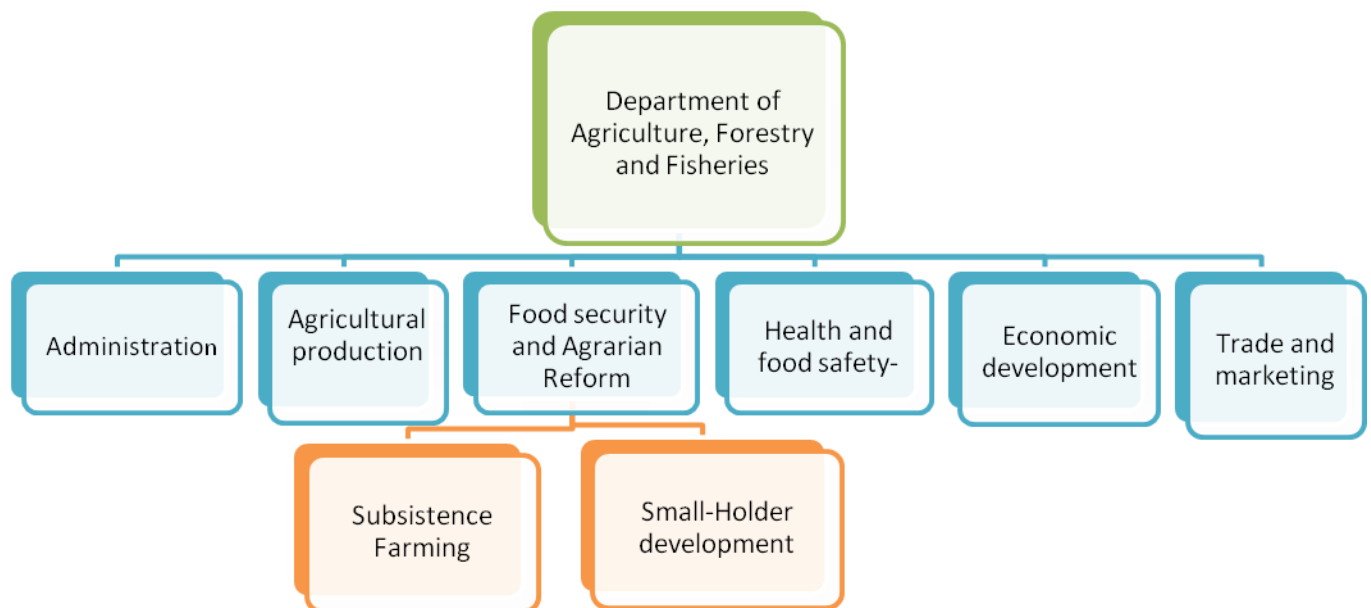
Source: Adapted from the Department of Agriculture, Forestry and Fisheries (2015)

The national DAFF is divided into six branches: Administration, Agricultural Production, Health and Food Safety, Food Security and Agrarian Reform, Economic Development, Trade and Marketing Forestry and National Resources Management and Fisheries Management. The branch mainly responsible for food security policies and programmes is the Food Security and Agrarian Reform Branch, specifically the Small Holder and Subsistence Farming Directorates. The aim of the Small Holder Development Directorate is to improve production systems and development support of small holder farmers in the agriculture, forestry and fisheries sectors, to achieve food security and sustainable livelihoods for all (Department of Agriculture, Forestry and Fisheries 2015).

The Subsistence Farming Directorate aims to improve production systems of subsistence producers in agriculture, forestry and fisheries to achieve food security and sustainable livelihoods for all. The Subsistence Farming Directorate is responsible for the coordination of all food security initiatives in South Africa, including those by other sector departments. The directorate consists of three units, the Policy Unit, the Special Programmes on Food Security Unit and the Information Management Unit. It is significant to highlight that the DAFF is the only department amongst the four lead departments with a branch dedicated specifically to the coordination of food security programmes in South Africa. The DAFF was assigned the role of coordinating multiple stakeholders engaged in programmes relating to food security in the IFSS in 2002. The DAFF was the lead department responsible for the implementation of the IFSS in the national and provincial spheres of government: the Food Security Branch was assigned the responsibility of providing secretariat services. The Food Security and Agrarian Reform Branch of the DAFF maintains this responsibility under the *National Policy on Food and Nutrition Security* and is the lead department of the *Fetsa Tlala Production Initiative.*

Figure 5.2: The Department of Basic Education
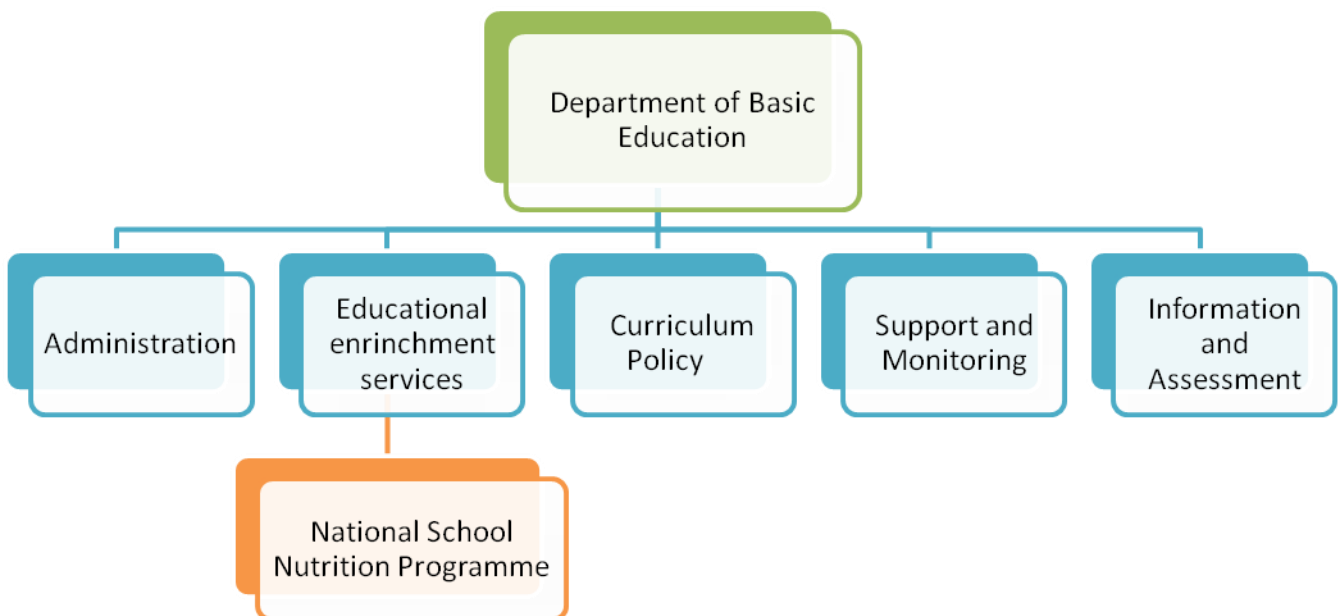
Source: Adapted from the Department of Basic Education (2015)

In terms of the organisational structure, the DBE has five branches: Administration, Curriculum Policy, Support and Monitoring, Planning, Information and Assessment and Educational Enrichment Services. The National Nutrition Programme Directorate is located in the Educational Enrichment Services Branch. The branch is responsible for developing programmes and policies to improve the quality of learning in schools. The programme promotes physical and psychological health in areas of health, poverty alleviation and psycho-social support, in particular health and nutrition for children suffering from a nutrient deficient diet, the concern being for children who go to school on an empty stomach which impacts on learning (Department of Basic Education 2015).

Figure 5.3: The Department of Social Development

Source: Adapted from the Department of Social Development (2012)

The DSD consists of seven branches, namely Comprehensive Social Security, Community Development, Welfare Services, the Chief Operations Office, Social Policy, Finance and Corporate Services. The Community Development Branch is responsible directly for food and nutrition security related programmes, and is located in the Sustainable Livelihoods Unit.

Figure 5.4: The Department of Trade and Industry
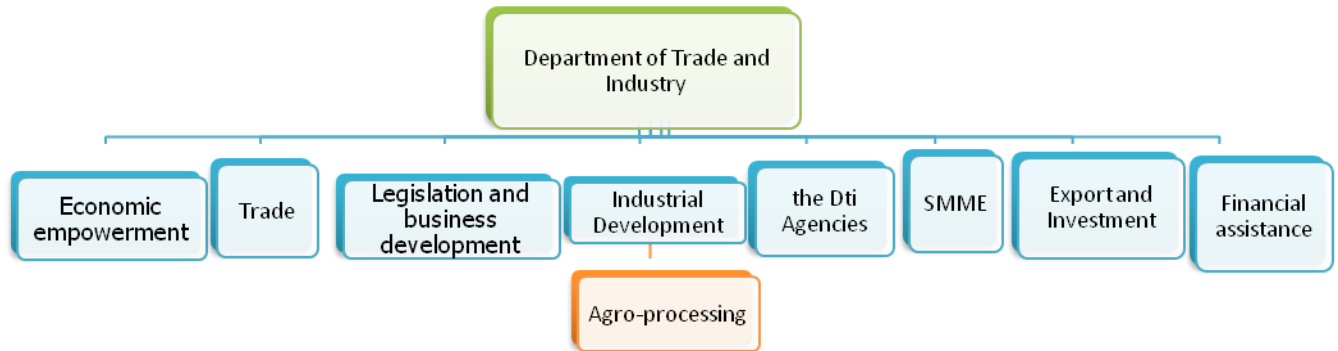
Source: Adapted from the Department of Trade and Industry (2015).

The DTI has seven branches: Economic Empowerment, Small Micro Medium Economic Development, Trade, Export and Investment, Financial Assistance, Legislation and Business Development, the DTI Agencies and Industrial Development. The DTI's Agro-processing Unit is located in the Industrial Development Branch. The organisational structure of the specific departments is identified and aligned with the vision, mission and strategic objectives of the departments. It is of importance in this study to indicate that each of the government departments has a particular sector of the economy that is its area of focus. The government departments are sectoral in nature.

5.3 PRESENTATION AND ANALYSIS OF THE RESEARCH RESULTS

This section of the thesis presents the results originating from the empirical research. The research results will be presented and analysed in order to provide a description of the current context within which the policy framework for Food Security in South Africa is implemented. The presentation and analysis is divided into three sections, firstly, the multisectoral platforms for food security in South Africa and the national government departments involved in policy implementation, secondly, the multistakeholder relations

pertaining to the formulation and implementation of programmes applicable to food security and lastly, the role of non-governmental organisations in the current policy framework will be discussed.

5.3.1 The multisectoral platforms for food security in South Africa

Multisectoral platforms are institutional bodies which bring together multiple stakeholder representatives in order to make decisions. The institutional bodies are convened to connect the benefits of collaboration in addressing problems that go beyond one sectoral jurisdiction and require a coordinated response in the formulation and implementation of policies and programmes (Food and Agricultural Organisation 2014:ix). For the purpose of this research, the multisectoral platforms are those provided for in the IFSS and the current policy framework for food security in South Africa.

i. The multisectoral platforms for food and nutrition security in policy implementation

The first feature of the current policy framework for food security in South Africa that this study aimed to ascertain was the existence of multisectoral platforms. The results emanating from the interviews indicate that, firstly, an Integrated Food Security Task Team was established in terms of the IFSS. This Task Team currently exists, however it was rebranded in 2013 as the National Coordinating Committee (NCC). In the NCC the Deputy Directors-General responsible for food security programmes in the line function departments are represented. Secondly, there is also an Intergovernmental Technical Working Group (ITWG), where the officials from various departments employed at a level not higher than a director are participants. According to the *National Policy on Food and Nutrition Security* it is envisaged that the provinces and municipalities will develop their own structures similar to the national structures. The ITWG was commissioned by the NCC to draft the implementation plan for the *National Policy on Food and Nutrition Security* in South Africa.

The third multisectoral platform is the South African Vulnerability Assessment Committee (SAVAC), which is responsible for the identification of people who are food insecure, as well as the context of their food insecurity. There are currently in some provinces also Provincial Vulnerability Assessment Committees (PVACS). The *National Policy on Food and Nutrition Security* proposes the formation of an advisory council which will be chaired by the Deputy President, and the functions of this council will be responsible for coordinating food security initiatives and providing oversight on policy implementation. Reporting will be done at the Cabinet level. The *National Policy on Food and Nutrition Security* also recommends an Inter-ministerial Committee where the social and economic cluster departments will be represented.

Outcome Seven is a multisectoral platform that is under the leadership of the Department of Rural Development and Land Reform (DRDLR). Outcome Seven aims to promote vibrant, equitable and sustainable communities and food security for all. Outcome Seven consists of five outcomes and each outcome is the responsibility of various government departments (Department of Performance Monitoring and Evaluation 2010). It is of significance to this research to point out the proposed multisectoral platforms for food and nutrition security in South Africa, as outlined in the *Household Food and Nutrition Security Strategy* as well as the *Fetsa Tlala Production Initiative*. There are six national working groups proposed in the *Household Food and Nutrition Security Strategy*, each of which is composed of various government departments from the social and economic clusters, as well as a Ministerial Household Advisory Committee. The *Fetsa Tlala Production Initiative* identifies a task team to implement the production initiative which consists of various national government departments.

There are a number of critical features that stem from the multisectoral platforms applicable to food security in South Africa. Firstly, the same government departments are represented in all of the task teams and working groups. The institutional arrangements for the *Household Food and Nutrition Security Strategy* and the *Fetsa Tlala Production Initiative* and Outcome Seven have representation by the same

government departments. There are numerous working groups aimed at addressing the multiple pillars of food security in South Africa. One of the challenges raised by the respondents in the empirical research was the challenge of organising meetings due to each department having its own mandate to fulfil. The respondents identified reluctance from other departments to participate in multi-stakeholder meetings, in cases where they have their own sectoral mandate which takes precedence over a multisectoral issue.

Another challenge that was identified was the difficulty with regard to organising meetings between many officials from different government departments. A key assertion made by this research is the lack of differentiation between the institutional arrangements established under the *Integrated Food Security Strategy*, as well as those under the current policy framework. The aim of the *National Policy on Food and Nutrition Security* is to provide a guiding framework for coordinating and harmonising the different activities aimed at achieving food security in South Africa, and addressing the limitations encountered under the IFSS. However, with the exception of the Advisory Council to be chaired by the Deputy President, the structures remain the same. The research argues that the myriad of multisectoral platforms indicates a challenge in multisectoral coordination, as the platforms are aimed at addressing the multiple pillars of food security, the same government departments are represented in the platforms and there is no clear differentiation and rationale for the development of numerous task teams addressing the same pillar of food security.

ii. The coordination of multisectoral platforms applicable to food security

An emerging theme derived from the empirical research is the role of the coordinators of multisectoral platforms for food security. The IFSS (2002) refers to the term 'lead department' as the department chairing or co-chairing a task team or working group of government departments. The research findings indicate that the 'lead' department is responsible for chairing the meetings of multi stakeholder platforms for food and nutrition security, providing administrative and secretariat support services and also to

convene the multisectoral platforms where multiple government departments and other stakeholders meet. The DAFF and the DSD are co-leading the formulation and implementation of the *National Policy on Food and Nutrition Security.*

The respondents point out that the DAFF led the formulation and implementation of the IFSS and currently has a leadership role regarding the formulation and implementation of the *National Policy on Food and Nutrition Security*. The DAFF was the chair and convenor of the IFSS multi stakeholder platforms, and is a lead department in terms of the *National Policy on Food and Nutrition Security*. The respondents indicate that whereas the implementation of the IFSS was under the leadership of the DAFF, the policy framework is under the leadership of the DAFF and the DSD. The *National Policy on Food and Nutrition Security (*2013) states that the DAFF and DSD are leading the process of policy implementation and formulation. The *Household Food and Nutrition Security Strategy* (2013) states that the DAFF is responsible for national food security and the DSD is responsible for household food security programme implementation. The leadership of the policy implementation of the *National Policy on Food and Nutrition Security* is assigned to two sector departments, as indicated in the policy framework. The *National Policy on Food and Nutrition Security* also states that the leadership of the policy will be done by an advisory committee led by the Deputy President. It can be deduced that the formulation and drafting of the implementation plan was done by the DAFF and the DSD as lead departments.

The respondents indicate that the working relationship between the DAFF and DSD is as a result of Cabinet requesting the two departments to work together prior to the approval of the *National Policy on Food and Nutrition Security*. The policy and the strategy were initially presented to Cabinet separately by the DAFF and the DSD respectively, and a decision was made to ensure that the country has one coordinated policy and strategy with reference to food and nutrition security. The policy is therefore regarded as the policy of government and not the policy of the DAFF, and the strategy is regarded as a government strategy rather than that of the DSD. According to the

respondents, most of the research and analytical work for the policy was conducted at the DAFF. The *Household Food and Nutrition Security Strategy* identifies activities and programmes for implementation that extend beyond the DSD to include other government departments.

The leadership role of the DAFF extends to the various multisectoral platforms that currently exist: firstly, the DAFF is the chair department of the SAVAC, the *Fetsa Tlala Production Initiative*, the National Coordinating Committee, as well as the co-chair of Outcome Two in terms of Outcome Seven. One of the other key departments that are identified by the respondents as a lead department for food security in South Africa is the Department of Rural Development and Land Reform (DRDLR). It is the convenor of Outcome Seven: the DAFF, the DTI, the DBE and the DSD are support departments on Outcome Seven.

The significance of the role of the DAFF, the DSD and the DRDLR with regard to multisectoral coordination is that the three government departments are sectoral in nature (they represent a particular sector). Each of the government departments have a particular mandate to fulfil and therefore their focus is on a particular segment of the economy. A challenge that emerged from the research is that the respondents assert that a sector department lacks the convening power to convene other line departments to a meeting. There is a view from the respondents that sector departments have difficulty in convening multisectoral platforms and that there is a need for a high level convenor such as the Department of Monitoring and Evaluation (DPME) in the Office of the Presidency to be assigned the role of lead department. The research indicates that it is easier for a high level convenor to coordinate the sector departments and also that there is a need for a convening department to have the decision-making powers that can be derived from placement in the Presidency. One of the challenges in ensuring multisectoral coordination is the assignment of a convening role to a sector department, as this limits the ability to bring other government departments into the same meeting.

In terms of multisectoral coordination and collaboration, the roles of the DAFF and the DRDLR, as coordinators of multisectoral platforms and as implementers of programmes that target the same population, overlap. The DAFF has no convening power over other sector departments, and food security is a multisectoral issue that, according to the respondents, must be contended at a higher level than that of a sector department. Lastly, the respondents from the DAFF highlight that when coordinating a programme of national importance, it is necessary to have a convenor that has the power to be able to convene other government departments.

There is a clear misalignment between the policy content and those who are implementing the policy, as those who will be implementing the policy are of the view that a sector department faces challenges in coordinating other departments. This thesis argues that the legitimacy of the policy formulation is questionable. The *National Policy on Food and Nutrition Security* states that the DAFF and the DSD are mandated to lead the implementation of the policy. It is evident however, that there was a challenge in the implementation of the IFSS as a result of the leadership role of the DAFF. This is also a challenge in the other multisectoral platforms as outlined in the current policy framework, such as those convened by the DRDLR.

iii. Participation in international and regional committees applicable to food security in South Africa is also a key element assessed in the empirical research

As indicated in Chapter Three of this research, South Africa is a member of the international and regional community. This membership has an impact on different pillars of food security, food access, food production, food utilisation and sustainability of food supply. The participants in the interviews indicate the following with regard to participation on international and regional committees:

"The Department of Agriculture, Forestry and Fisheries is a representative of South Africa in committees of the South African Development Community as the chair of the South African Vulnerability Assessment Committee (SAVAC), the Food and Agriculture

Organisation Committee on Food Security and the International Committee on Nutrition, The CAADP".

"The Department of Trade and Industry participates in the Food and Agriculture Organisation Roundtable on Sustainable Food Systems, the Agri-food Task Force on Sustainable Consumption and Production, the Resource Efficient and Cleaner Production of the United Nations Industrial Development Organisations and the United Nations Environment Programme".

The participation by the DAFF and the DTI on these committees highlights their significance in the multisectoral platforms for the development, implementation, monitoring and evaluation of the *National Policy on Food and Nutrition Security* in South Africa. It is of importance to this study to highlight that the selection of participants who were interviewed in this study was also based on their participation on these international committees.

iv. **The importance of multisectoral coordination between government departments responsible for the multiple pillars of food security in South Africa.**

An emerging theme from the empirical research is the recognition of the importance of multisectoral coordination between government departments responsible for the implementation of programmes addressing the multiple pillars of food security in South Africa. This theme is of significance to this study for two reasons. Firstly, to ascertain whether the respondents view multisectoral coordination as important, given the multisectoral nature of food security. Secondly, to provide a description of the context within which a multisectoral public policy framework can enhance the achievement of food security in South Africa. The respondents indicate that it is important to know the policies that are implemented by other government departments that have an impact on food security.

One of the respondents highlighted that in the formulation of a policy on food and nutrition security, it is important to know what other government departments are doing as a result of the multisectoral nature of food security. It is vital to have a clear understanding of the programmes implemented by other departments, such as the Department of Water and Sanitation programmes or those of the DOH. These departments represent the health sector and the water and sanitation sector; however their activities and programmes impact on the activities of the DAFF and the DBE. The DAFF and the DBE implement school food gardens for the NSNP, which requires water and food labelling (function carried out by the DOH).

The importance of multisectoral coordination is highlighted by the respondents who state that, firstly, it allows multiple stakeholders to harmonise their efforts and to avoid duplication of programmes in implementation. Secondly, multisectoral platforms provide an avenue to strengthen the activities of other government departments in programme implementation, and to share expertise and resources. The respondents acknowledge that there are some activities where they need the support of other government departments in cases where the legislation does not allow them to go beyond their assigned roles. It then becomes important that they coordinate with other government departments who are able to do what they cannot do. It is also emphasised by the respondents that there is a need to ensure common interest and mutual benefit when there are different departments that are working together on the same issue.

The empirical research also identified that there is collaboration and coordination between the government departments in terms of the implementation of their various programmes that aim to address the different pillars of food security in South Africa. The respondents from the government departments pointed out that there is multisectoral interdepartmental coordination in the implementation of their specific programmes, each of which addresses a particular pillar of food security.

The DBE, in the implementation of the NSNP, works with the DOH in the development of menus, as well as to ensure food safety in schools. The DCoGTA assists the DBE on issues relating to eliminating food contamination and ensuring food safety, as well as

the Community Works Development Programme which provides food handlers to the programme. There is also collaboration from the DPME which plays an evaluation role in the NSNP. The Department of Public Works (DPW) is responsible for the certification of schools, municipalities and new standards for schools. The DAFF provides assistance to the NSNP by assisting with school gardens for food production.

The DAFF collaborates with DCoG in terms of the provision of assistance to the National House of Traditional Leaders and with the DSD, which provides food parcels to communities. The respondents also add that, as part of the Government Food Purchase Programme, the DSD, the DOH, the DBE, the Department of Military Veterans and the Department of Correctional Services all purchase food from the government. The DTI implements the Resource and Cleaner Production (RCP) Programme aimed at reducing the waste of energy and materials and promoting efficiency and waste management. The Sustainable Consumption Production (SCP) Programme is aimed at strengthening economic competetiveness, poverty reduction, manufacturing and imports and exports.

The following quotes indicate the importance of multisectoral coordination in the views of the participants:

"It is important to know what other policies exist that have an impact on food security such as disaster relief, climate change, floods and drought, rains, water logging, river banks, food labelling and the activities of the Departments of Water and Sanitation and the Department of Health. It is important to strategically bring together these line ministries".

"The Government Food Purchase Programme involves line ministries: Social Development, Health, Education, Military Veterans, Correctional Services, and this is an avenue for multisectoral coordination. It is important to ascertain what brings people with common interest together - coordination is impossible with people without common interest. Nutrition is a health and education issue, in terms of food quality, thus different government departments work together".

"The interconnectedness of food and nutrition security is indicative of the different elements that need to be taken into account. The participation in the *National Policy on Food and Nutrition Security* needs to consider the objectives of the National Development Plan. Factors to be included are economic opportunities, local economic development, procurement, broad economic empowerment, poverty reduction and the use of cooperatives. The provinces need to be guided in terms of how to do this, and it is important to look at the different models and how it should be done. It is imperative to have a clear understanding of where the farmers are in order to supply the schools, where it can be done and to see the municipalities where this can be done. The identification of farmers is the responsibility of the Department of Agriculture, Forestry and Fisheries."

It is evident from the views of the respondents that multisectoral collaboration extends not only to participating in multisectoral platforms, but also in programme implementation. It is therefore important to ensure that the coordination of their activities and programmes is indicative of the multisectoral nature of food security.

Collectively the four selected government departments are the lead departments responsible for the implementation of the IFSS. These departments also form part of the Intergovernmental Working Group which is responsible for the development of the implementation plan for the *National Policy on Food and Nutrition Security,* and coordinating and soliciting inputs and consulting civil society, academia and the private sector, the NCC on Food and Nutrition Security and the Integrated Food Security Task Team.

v. The rationale for the selection of the members of multisectoral platforms

The respondents were asked what the rationale was for their selection and that of their departments on the multisectoral platforms. The aim of this question was to determine whether the respondents understood the reason for their selection on the multisectoral platforms, and whether they recognise the multisectoral nature of food security. This research determined that the key factors that promote multisectoral coordination are

willingness to participate, common interest, shared understanding as well as mutual benefit. Shared understanding is essential to ensure that each of the stakeholders has a clear understanding of why they were selected and their role in the platform, as well as what contribution they are expected to make regarding food security. Figure 5.5 presents the findings for the rationale and selection of government departments on the multisectoral platforms related to food security in South Africa. The members of the IFSNTT and the IWG identify the reasons why the specific departments were selected and which pillar they are each reponsible for. The results of the empirical research indicates that there is a shared understanding of the various roles and functions of the departments on the multisectoral platforms.

Figure 5.5: The pillar of food security and the departments responsible for programme implementation in South Africa
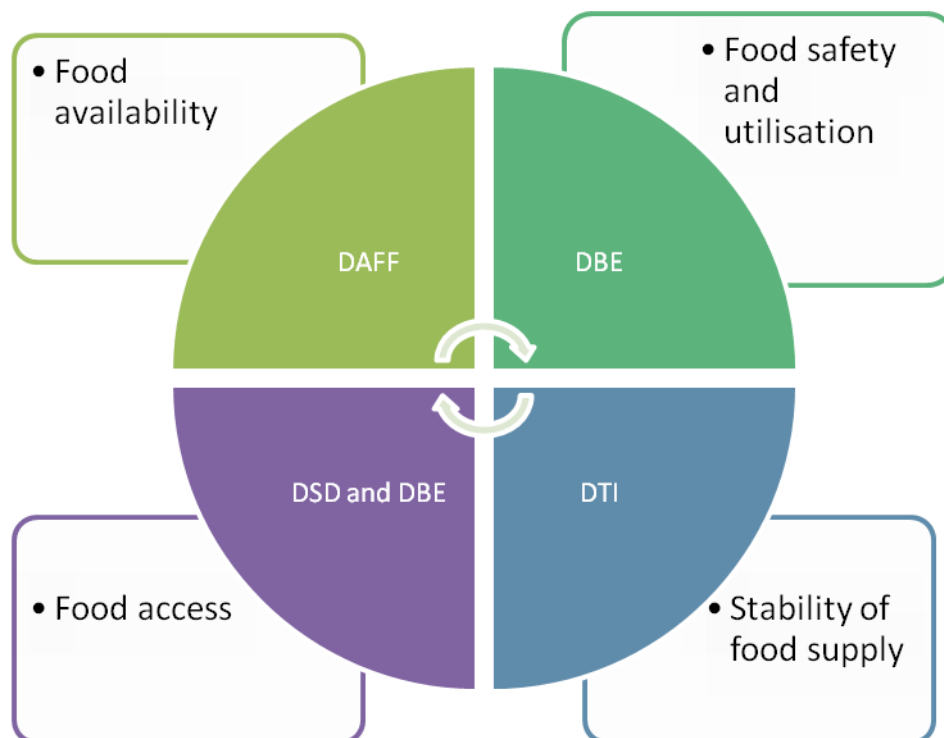
Source: Author

Figure 5.6 indicates the views of the participants regarding their own role in the multisectoral platform and the rationale for their selection. It is evident that there are similarities regarding the views of the departmental representatives in terms of who serves on the multisectoral platform and why. It is also evident that the officials recognise the multisectoral nature of food security through the recognition that in order to achieve food security in South Africa each department has to fulfil a specific role.

i. The participants' views regarding the selection of other government departments. The question was asked as to what the departmental representatives view as their role in food security in South Africa. The aim of this was to determine whether there is shared understanding between the departmental representatives on their role.

Figure 5.6: Departmental contributions to food security

Source: Author

Figure 5.6 provides an illustration of the different roles that each national government department is responsible for. Each department is responsible for the implementation of a programme which contributes to a specific pillar of food security in South Africa.

ii. The participants views regarding other stakeholders. It emerged from the respondents that they worked with other government departments as well.

Figure 5.7: Stakeholders in the public policy context for food security in South Africa
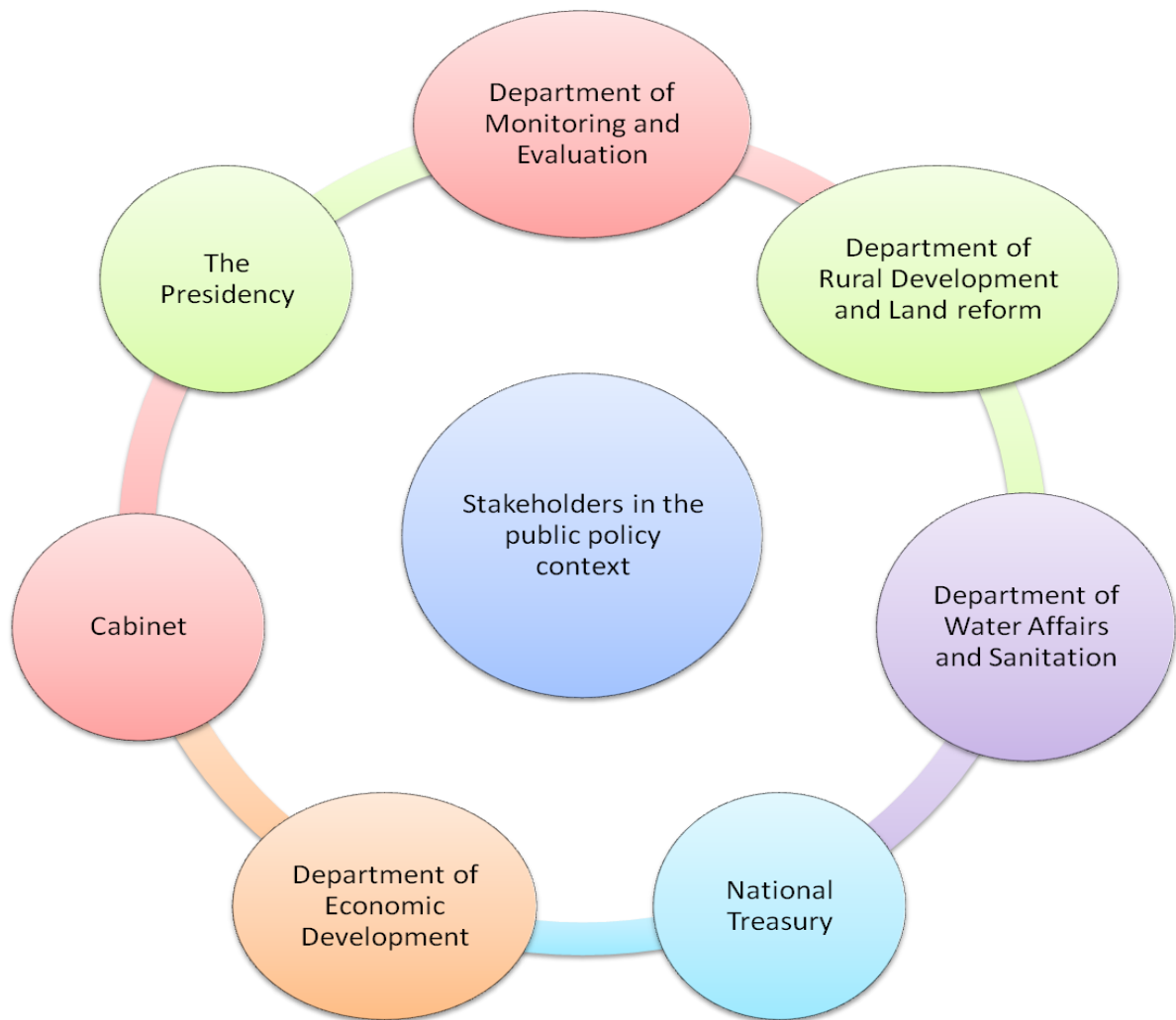
Source: Author

The need for multisectoral efforts to be coordinated and the need for a multisectoral framework are evident in the formulation of the current policy framework for food security in South Africa. In the formulation and in the implementation of the policy, and the subsequent evaluation, there is a need for a coordinated approach. According to Garret and Natalicchio (2011), it is important to create a common sense of achieving the same goal in coordination, as it creates a common language in the discussions, allows for the understanding between partners and the way evidence is interpreted, as well as the development of trust by different agencies. It is important that all

collaborating organisations understand each other. It is essential to assess the use of language (a common definition of food security, measurement, poverty, households); as institutional cultures can lead to limited policy responses with different sectoral organisations seeing things in different ways. In creating multisectoral structures, there is a need to identify a common cause, a common interest, and to have an understanding of what brings multiple stakeholders together, in order to identify people with a common interest, because if there is no common interest and synchronization, it will be difficult to achieve coordination. There are similarities regarding the views of the officials in terms of who serves on the multisectoral platforms and the rationale for their participation. It is also evident that the officials recognise that in order to achieve food security in South Africa, each department has to fulfil a specific role.

The results emanating from the empirical research indicate that there is recognition of the multisectoral nature of food security in South Africa. Each of the departments that were selected as lead departments in the IFSS and are represented in the key structures established for the policy formulation as well as policy implementation, recognise the value of the contribution of their departments as well as the other departments that are involved. One of the findings from the research is that, in the formulation of the *National Policy on Food and Nutrition Security,* is the need for multisectoral coordination with other government departments implementing programmes that have an impact on the multiple pillars of food security in South Africa. The key elements identified from the empirical research will inform the development of the multisectoral public policy framework for food security in South Africa.

iii.   Institutional capacity for policy implementation

An emerging theme from the empirical research is the need for institutional capacity for policy implementation. Institutional capacity includes financial capacity, human resource capacity, and the organisational structures in place to enable programme implementation. The results emanating from the research identify the challenge with

regard to the availability of adequate funding for programmes that aim to address the multiple pillars of food security in South Africa. The respondents state that food security is poorly funded and food security programmes are regarded as being too expensive. The programmes that are supposed to propel the food security mandate such as the NSNP, the Programme of Social Relief of Distress, and the *Fetsa Tlala Production Initiative*, require financial resources for implementation.

One of the key examples regarding the need for institutional capacity provided by respondents, is of the limited funding available for programmes related to food security such as the *Fetsa Tlala Production Initiative*. The production initiative was approved by Cabinet with no dedicated funds allocated to its implementation. The DAFF had to utilise funding from another programme, the Comprehensive Agricultural Support Programme (CASP), in order to fund the implementation of the *Fetsa Tlala Production Initiative*. This example indicates a limitation in the current policy framework, where a programme was approved with no funds for implementation. Without adequate financial resources, there can be no implementation. The CASP targets a particular segment of the population and the role of the CASP implementation is the responsibility of the DAFF. The reprioritisation of funds therefore means that one programme has to take precedence over another, and the support to farmers will then be limited. The CASP is a key programme aimed at promoting the pillar of food availability. In terms of multisectoral collaboration, institutional weaknesses in one pillar of food security have an impact on the other pillars.

Another example that was derived from the research findings highlights the need for institutional capacity for policy implementation, with regard to the NSNP, where the *Household Food and Nutrition Security Strategy* recommends the extension of school feeding days to include weekends and school holidays. This would require human resource capacity, as the programme is currently being implemented in schools by teachers, as this is a DBE programme. An important consideration is with regard to the availability of human, organisational and financial resources, prior to the approval of the *National Policy on Food and Nutrition Security*, the *Household Food and Nutrition*

Security Strategy and the *Fetsa Tlala Production Initiative*. It is vital to ensure that there is institutional capacity in order to enable the expansion of the programme. The expansion is clearly stated in an approved strategy, but without adequate capacity to ensure the implementation, one of the strategy goals will not be realised.

Currently the NSNP is implemented by teachers and school principals and they are on vacation during the school holidays. There is a need to evaluate the extent to which it is possible to expand the programme through the assessment of:

- The accountability for the programme over the school holidays and the use of the school facilities in the absence of the school staff;

- If anything happens at a school, it is the responsibility of the Department of Basic Education, and it will need to take accountability for the programme;

- If a meal is served during this time and a learner gets sick, there needs to be a clear understanding of the roles and responsibilities of programme consultation.

- The concern in the policy and the strategy is from a humanitarian point of view, where there is a huge gap in terms of nutritional status and health status of learners. This is an issue of concern to the health status of the learners at school as well as the DOH. It is vital to this thesis to highlight that children's nutritional status is a key indicator of food security.

- The Department of Basic Education has to conform to legislation such as the *Labour Relations Act* and the *Basic Conditions of Employment Act,* with the increment of school feeding days expanding to school holidays and weekends.

This research argues that the proposal of programme expansion, as indicated in the current policy framework, should be preceded by a clear plan of action as to how the implementation would be conducted. The *Fetsa Tlala Production Initiative* and the NSNP are implemented by one department supported by other line function departments and have an impact on multisectoral coordination.

In South Africa the requirements as set out in the policy, the *Household Food and Nutrition Security Strategy* and the *Fetsa Tlala Production Initiative* have to be considered in line with the requirements of the fiscal control and oversight by the National Treasury. These include the budget constraints in increasing the school feeding days. There are no funds that are specifically dedicated to food security in all spheres of government; this is a challenge in joint multisectoral planning. The National Development Plan (2011) identifies funding for infrastructure and staff, training of teachers, reaching vulnerable children and communities and ensuring collaboration between the departments that are responsible for early childhood development as challenges in the ECD (Financial Fiscal Commission).

The Republic of South Africa (2011) states that there is a need for stronger coordination amongst government departments that perform similar work, particularly in terms of the day to day coordination between units. The departments that implement programmes that have an impact on children should find effective ways to deliver programmes and find ways to resolve problems. There are currently funding limitations that constrain the expansion of the ECD, as the existing funding mechanisms are identified in the National Development Plan as inadequate. This is an important challenge in terms of public policy-making, as it is a requirement of the strategy that ECD's are expanded. In this regard therefore the pre-monitoring implementation in the policy process is examined. There is a need for a pre-implementation feasibility study. In the absence of pre-implementation monitoring in the policy process, the objectives outlined in approved strategies and policies are limited and their efficiency and effectiveness is examined.

The Republic of South Africa (2011) asserts that the social sector is currently fragmented and under-resourced and facing challenges and constraints from the apartheid era. There is a lack of coordination and integration of systems, weak and limited funds available and capacity shortages.

The research findings identify the role assigned to the Subsistence Farming Directorate, in the Food Security and Agrarian Reform Branch located in the DAFF. The capacity of the Subsistence Farming Directorate (decision-making process) is an element to be considered in the current policy framework, as the directorate is responsible for coordinating special programmes on food security, policy formulation, and the management of information pertaining to food security in South Africa. The directorate coordinates multisectoral platforms, provides secretariat and administrative support, convenes and chairs working groups, and leads the implementation of the policy, while it is also entrusted with the responsibility of managing the interest of subsistence farmers. The capacity of one directorate within a sector department to lead the national implementation of a policy which is multisectoral in nature is questioned in this research.

5.4 THE MONITORING AND EVALUATION OF FOOD SECURITY IN SOUTH AFRICA

A criterion used by the Food and Agriculture Organisation considered to be a critical feature in the enabling environment for food security, is evidence based decision-making. "Decision-making on food security is based on evidence generated and functional systems that monitor trends, track and map actions and assess impacts in a timely manner and enable lessons learned to be fed back into the policy process" (Food and Agricultural Organisation et al. 2014:19). The USAID (2013) highlights the importance of the existence of quality data for monitoring the policy objectives, as well as set performance targets to monitor the achievement of policy objectives.

This section of the thesis provides a detailed discussion of the current measurement indicators, the collection of data that informed the development of the *National Food and Nutrition Security Policy* and the *Household Food and Nutrition Security Strategy,* as well as the policy objectives that are set out in the policy content.

The measurement of food security therefore becomes significant. For the purpose of a multisectoral public policy framework, it is important to assess the different ways in which different sectors measure the attainment of the pillars of food security.

The measurement of food security is significant for a variety of reasons:

- it provides a deeper understanding of the causes of food insecurity;

- it allows for the determination of the food insecure and vulnerable;

- it measures food security and allows for the monitoring, evaluating and assessment of policy and programmes; and

- this measurement is important to allow for early warnings in relation to food security (National Development Agency 2013:4).

In order to construct a multisectoral public policy framework, it is important to analyse the different measurements used by the various sectors in the implementation of programmes applicable to food security in South Africa. Different surveys are used in South Africa to measure food security. Statistics South Africa has conducted the General Household Survey (GHS), annually since 2002. According to Statistics South Africa (2013:1) the GHS is used to assess the level of development in the country and focuses on six dimensions: education, health, and social development, access to basic services, food security and agriculture. The survey is specifically intended to assess the multiple factors that affect the living conditions in South Africa. In terms of food security, the survey assesses household access to food, vulnerability to hunger and food adequacy.

The Food Insecurity and Vulnerability Mapping System is a tool developed internationally, with the purpose of providing policy-makers with consistent information about the geographical location and the sectors of the population that suffer from hunger and malnutrition. The Income and Expenditure Survey (IES) is a survey conducted by Statistics South Africa. The aim of the survey is to explore the extent to which households spend money on food. The survey collects information on households'

income and expenditure patterns. Statistics South Africa aims to increase measurement in areas such as employment, rural development and food security, amongst others (Statistics South Africa 2012:1).

"The National Food Consumption Survey (NFCS) was conducted in 1999 and 2005 and focused on households and children between the ages of one and nine years old. The survey assessed food procurement, and anthropometric and food inventories of households. The *Integrated Food Security Strategy* (IFSS) used adequacy of daily energy intake (set at 2000 kcal/day), based on the World Health Organisation's (WHO) determination as the best direct measure of food insecurity" (National Development Agency, 2013:4). The measurement of food security in South Africa reflects its multidimensional and multisectoral nature. Different dimensions such as income, spending patterns on food, sectors of the population suffering from hunger and nutritional intake are taken into consideration. It is important therefore to ensure that the public policy context for food security is reflective of these different dimensions.

The national census in South Africa is conducted by Statistics South Africa. Since 1994 there have been three census collections, in 1996, 2001 and 2011. The census is regarded as the main means of collecting information for social and economic development, to inform policy design and to evaluate and monitor the implementation of programmes and policies in South Africa (Statistics South Africa 2011:1). The national census provides data on specific factors:

- Demographic characteristics
- Education
- Housing
- Migration
- General health and functioning
- Mortality
- Labour market status

This data collection instrument provides a general picture of the South African population. The Quarterly Labour Force Survey is a household-based survey collected

by Statistics South Africa and is aimed at collecting data on the labour market activities of the population aged 15 years and older who live in South Africa (Statistics South Africa, 2014:v). The Living Standards Measure is a household survey programme which is aimed at generating high-quality data, and improving survey methods. The aim of the LSM is to facilitate the use of a household survey for evidence based policy-making. The National Income Dynamics Study (NIDS) is the first national panel study in South Africa. The aim of the NIDS Study is to provide information for government to track and understand the shifting levels of poverty. The NIDS examines the livelihoods of individuals and households, and it provides information about how households deal with positive and negative shocks such as death and unemployment.

The South African Social Attitudes Survey is administered with the goal of gathering data on people's beliefs and behaviour patterns across South Africa. It aims to monitor the modification and variety continuity in a number of socio-economic, socio political and socio demographic factors (Labaradios, Davids, Mciza and Weir-Smith 2009). "The National Food Consumption Survey Fortification Baseline aims to define the anthropometric, iron, iodine, zinc, folate and Vitamin A status of children aged one to nine years of age, women of reproductive age in South Africa and knowledge and attitudes with regard to food fortification and fortified food products"(Labaradios, Davids, Mciza and Weir-Smith 2009).

The South African National Health and Examination Survey was developed as a continuous population health survey, to assess the health needs and to provide a broader platform to study the health and nutritional status of the country. The primary aim of the SANHANES is to collect information on the health and nutritional status of the country with respect to non-communicable diseases and their risk factors. With specific reference to food security, the nutritional status, dietary intake and behaviour including weight management is assessed. Other factors assessed by this survey include:

- The information, attitudes and behaviour of South Africans with regard to non-communicable and communicable transmittable diseases;
- The nutritional status of South Africans in terms of food security and dietary intake;
- behaviour including the intake of alcohol, and body weight management;
- the connection concerning general perceptions of health and health care services;
- the health status of children under the age of five years old;
- the health status of children aged two to nine years old with regard to physical and mental disabilities;
- the behavioural (smoking, diet, physical inactivity) and social determinants of health;
- nutrition (demographic, socio-economic status and geo location) and related to these the health and nutritional status of the South African population.

The *Household Food and Nutrition Security Strategy* uses four types of information that is available regarding food and nutrition security:

- Food consumption data: A food balance sheet provides a comprehensive picture of a country's food supply over a specific period, and indicates the available quantities which are available for human consumption. The Household Budget Surveys are collected as part of the Income and Expenditure Surveys that are coordinated by StatsSA. An Individual Dietary Survey in the form of one large scale study was conducted in South Africa by the NFCS in 1999 for children.
- The Living Conditions Survey is a periodic survey conducted every five years. It aims to identify and profile poverty in South Africa and provide policy-makers with information on who is poor, where the poor are located and what the factors of poverty are. The Consumer Price Index is used to track inflation.
- Expenditure data: Statistics South Africa conducts the Income and Expenditure Survey every five years. It is used to indicate what South Africans spend their

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money on, in order to enable the Consumer Price Index to be updated. The CPI is used to calculate the inflation rate. Figure 5.8 indicates the expenditure data used by Statistics South Africa which informs the development of the *National Policy on Food and Nutrition Security* and the *Household Food and Nutrition Security Strategy*.

Figure 5.8: Consumption expenditure data
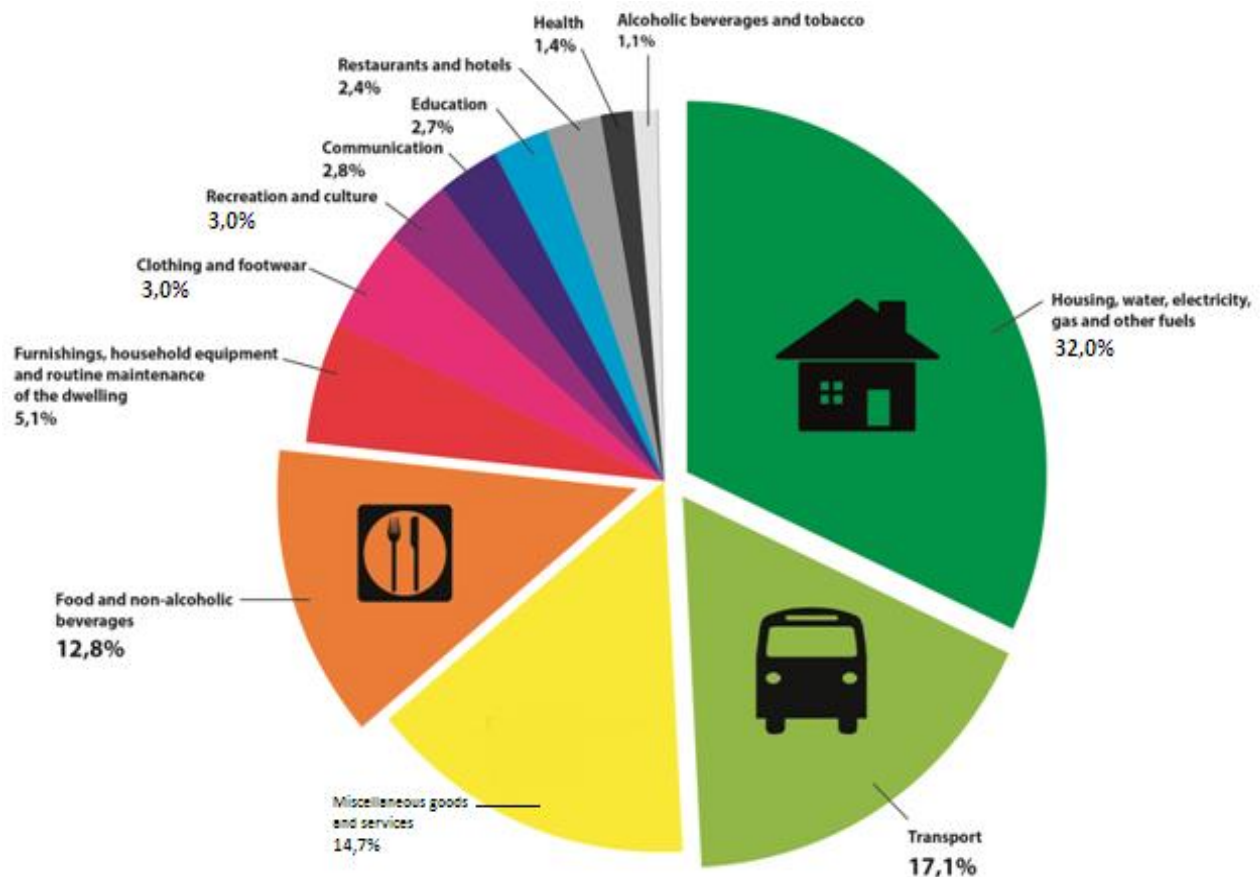
Source: Adapted from Statistics South Africa (2016)

The indicators identified in the *National Policy on Food and Nutrition Security* and the *Household Food and Nutrition Security Strategy* are indicative of the multisectoral nature of food security. There are numerous surveys that are conducted to assess the *status quo* with regard to each pillar of food security. The role of Statistics South Africa

is as the custodian of data collection in South Africa, and it is a key role-player in terms of the development and collection of data to inform policy formulation and evaluation.

Figure 5.9: The suite of food security indicators

The suite of food security indicators		
FOOD SECURITY INDICATORS	**DIMENSION**	
Average dietary energy supply adequacy Average value of food production Share of dietary energy supply derived from cereals, roots and tubers Average protein supply Average supply of protein of animal origin	AVAILABILITY	STATIC and DYNAMIC DETERMINANTS
Percentage of paved roads over total roads Road density Rail lines density	PHYSICAL ACCESS	
Domestic food price index	ECONOMIC ACCESS	
Access to improved water sources Access to improved sanitation facilities	UTILIZATION	
Cereal import dependency ratio Percentage of arable land equipped for irrigation Value of food imports over total merchandise exports	VULNERABILITY	
Political stability and absence of violence/terrorism Domestic food price volatility Per capita food production variability Per capita food supply variability	SHOCKS	
Prevalence of undernourishment Share of food expenditure of the poor Depth of the food deficit Prevalence of food inadequacy	ACCESS	OUTCOMES
Percentage of children under 5 years of age affected by wasting Percentage of children under 5 years of age who are stunted Percentage of children under 5 years of age who are underweight Percentage of adults who are underweight Prevalence of anaemia among pregnant women Prevalence of anaemia among children under 5 years of age Prevalence of vitamin A deficiency (forthcoming) Prevalence of iodine deficiency (forthcoming)	UTILIZATION	

Source: Adapted from the Food and Agricultural Organisation et al. (2013:16)

Figure 5.9 indicates the suite of food security indicators used by the Food and Agricultural Organisation to monitor and evaluate the multiple pillars of food security. The multisectoral nature of food security necessitates that various programmes are implemented by multiple stakeholders, in order to address the multiple pillars. This research aimed to determine how the multiple pillars of food security are monitored and evaluated, as well as the process of coordination in the monitoring process.

The research results indicate that the Information Management Unit, located within the Subsistence Farming Directorate, which is in the Food Security and Agrarian Reform Branch in the DAFF, is the unit charged with the responsibility of managing and coordinating all the information pertaining to food security in South Africa. Although the unit is located at the DAFF, the role of the Information Management Unit is to coordinate all the food security and vulnerability assessment activities and to provide the *status quo* in the country about the food insecurity vulnerability information. The unit is expected to provide annual reports regarding food and nutrition security and to coordinate every other activity that leads to food and nutrition security. The Information Management Unit is also responsible for the FIVIMS, a regular way in which the country is able to monitor specific indicators that the country has selected to measure food and nutrition security. As stated by the respondents, there is a need for a systematic and well-coordinated information system for government to be able to gauge itself and measure itself to ascertain whether there is progress made towards the attainment of the policy goal or not.

The respondents also indicated that the SAVAC, which is chaired by the DAFF, is a committee where the departments that have a stake and interest in information pertaining to food security, including research universities, provide information as far as the status relating to food and nutrition security in South Africa. The *National Policy on Food and Nutrition Security* explicitly recognises that in order for it to be effectively implemented, there is a need to ensure that there is a continuous measurement of the impact of the various programmes on the *status quo*. The Information Management

Unit envisions a food and nutrition security information system that is well coordinated and inclusive of all stakeholders.

Each department is responsible for a particular outcome, with these departments providing indicators for each of the programmes that they are implementing, so that within a five year period there are specific targets to be met. This illustrates the leadership role of the DAFF. The responsibility of monitoring and evaluation is assigned to the DAFF, and the DAFF is responsible for coordinating activities that lead to monitoring food security information. The DAFF is expected to coordinate the indicators of all the programmes that address food security in South Africa. The respondents indicate that there is currently a need in South Africa for a regular way to monitor and measure food security, as the statistics used by the various government programmes are reported using indicators that show numbers and not the exact location, or the gender dimensions or the food security context.

The respondents indicate that government needs a coordinated information system, as there is currently no programme that indicates the information relating to the municipalities. The information indicates the *status quo* in the provinces as well as nationally. There are no surveys that indicate the context within which food insecurity is experienced.

One of the limitations in the current policy framework is the lack of adequate, timely and updated information to inform policy-making. In the formulation of policies it is important to use indicators that provide a real description of the *status quo* and to enable policy-makers to make decisions based on evidence. The first limitation with regard to the indicators used in developing the policy objectives is that there is a reliance on outdated information and data that is collected on an irregular basis in the formulation of policies, strategies and plans that are aimed at promoting the achievement of food security. The *National Policy on Food and Nutrition Security* indicates information from a survey collected in 2005 in terms of the hunger index. The National Food Consumption Survey was last collected eight years before the policy was

approved, however this is utilised as one of the surveys that informed the formulation of the policy. The size of the population as well as the context within which hunger is experienced by the population had changed drastically by 2013. Secondly, the measures indicated in the policy provide information that relates to the percentage of those experiencing hunger nationally and in the provinces, but there is no information pertaining to the state of food security in the municipalities. This is a challenge due to the fact that the respondents pointed out the need for information pertaining to the segment of the population experiencing food insecurity, and the context of their food insecurity is one of the indicators required for a good monitoring system.

A further challenge in the current policy context is the use of different surveys that minimise the ability to compare information over certain periods. The National Food Consumption Survey of 2005 indicated that 50% of households reported that they experienced hunger in 2005; the General Household Survey indicated that between 2002 and 2013, the percentage of households that experienced hunger decreased from 29.3% to 13.4%. Thus this research asserts that there is a lack of consistent measurement of the pillars of food security in South Africa, as various measures provide different information pertaining to the same situation.

The significance of adequate indicators used in policy formulation is in that without updated information, unrealistic policy goals may be set by policy-makers. The lack of adequate, timely information pertaining to food security is evident in the target set in the *Household Food and Nutrition Security Strategy,* which is to decrease the total population experiencing hunger from 50% to 30% using the National Food Consumption Survey collected in 2005. This target is regarded as contradictory, as the General Household Survey indicates that 13.8% of the households are experiencing hunger. It is therefore argued by this thesis that the lack of updated, timely and adequate information is problematic, as it has led to the setting of an unrealistic policy target. The rationale for using information collected eight years prior to policy approval as opposed to updated information collected annually is not clear.

There is no reliable comparison of data over time. There are diverse sources of information and the information that informed the strategy and the policy is inconsistent and contradictory. This assertion is made based on the evidence derived from the indicators used in the *National Policy on Food and Nutrition Security* as well as the *Household Food and Nutrition Security Strategy*. The *National Policy on Food and Nutrition Security* refers to the National Food Consumption Survey of 2005 which indicated that 18% of children were stunted; the strategy used the National Food Consumption Survey of 2003, which indicated that 27% of children were stunted. Both the policy and strategy provide different pictures of the same situation. An illustration of the differences in the indicators used to inform policy formulation is also evident in the indicators used with regard to the number of people experiencing inadequate food access. The policy indicates 13.8 million, while the strategy indicates 11 million people. The *Fetsa Tlala Production Initiative* indicates 12 million people. The same pillar of food security is measured, but the different indicators over different years are provided. There is a lack of an agreed upon measure and the use of different sources of information relating to the same pillar of food security.

The challenge is in the use of an indicator collected ten years ago prior to the formulation of the strategy; this indicates the lack of timely data collection in policy formulation. Another limitation in the formulation of the policies is the lack of an accepted clear definition and measurement for food and nutrition security. There is a lack of recent national data pertaining to all the pillars of food security. The data that is available is measured through different criteria and methodology for selecting respondents and there is a long period of time between nutritional surveys (Hart 2009). The HFSNSS and policy were formulated with a broad view of the state of food and nutrition security in South Africa. There is no baseline data to monitor progress, and this means that without baseline information it is not possible to track the effectiveness of the policy. The policy framework still indicates a lack of consistency in measurement. The strategy set targets for improved household food security and nutrition, however

does not clearly indicate how these will be measured and which surveys would be used and the funding available for these measurement surveys.

Inadequate information relating to the state of food security in municipalities is a challenge in the public policy context in South Africa. The most consistently collected information used in assessing the pillars of food security is that of the General Household Survey collected by Statistics South Africa. The GHS was used to inform the formulation of the *National Policy on Food and Nutrition Security,* the *Household Food and Nutrition Security Strategy* as well as the *Fetsa Tlala Production Initiative*. The GHS provides information on the state of food security in the provinces and at the national level. The GHS doesn't provide a clear picture of the state of the multiple pillars of food security in municipalities.

The policy and the strategy were formulated without specific information on which municipalities are vulnerable to food access. Where the food access index is improving and where hunger is declining in municipalities, this is a challenge in the policy-making process. There is also a lack of information disaggregated by age, gender and race nationally and provincially, which are important indicators regarding the context of the food insecure. Diverse information systems are available; however these are limited in informing policies. Chitiga-Mabugu, Nchemachena, Karuaihe, Motala, Tsoanamatsie and Mashile (2013:7) concur with the need for the state to develop a proper system for monitoring and evaluation, including impact assessment *ex-post* for food and nutrition security programmes, to inform policy-making and targeting. They also state that information that is measured from income or consumption surveys can only be computed accurately if the surveys are conducted effectively. There is a need for African governments and policy-makers to invest in data collection to improve the quality of available statistics and information. There is also a need for governments in Africa to ensure alignment between global indicators and those used by African governments (United Nations Economic Commission for Africa, African Union, African Development Bank and United Nations Development 2014:30).

The respondents indicated that one of the reasons that the policy and strategy were sent back by Cabinet prior to approval, was to enable the DAFF and the DSD, as lead departments in the current policy framework, to coordinate their efforts and ensure that the country has a common view regarding food and nutrition security. This research argues that, based on the current indicators that informed the formulation of the current policy framework, there is a lack of coordination of the monitoring of food and nutrition security in South Africa. This is a challenge, given that the lack of clear indicators has led to the setting and approval of targets that are not based on updated information, which limits effective evaluation.

Hart (2009:375) highlights the need for "a deeper understanding of the factors that generate the stressors or shocks and the ability of households to cope". The assessment frameworks are unable to provide an understanding of the complexity and multidimensional nature of stressors. Hendriks (2005:118) calls for "more qualitative in-depth local studies of households that experience food insecurity and vulnerability, to develop reference lines of how households respond to household food security shocks and stressors". There is a need to explain the reasons why some households and individuals remain food insecure more or less permanently, and why others may manage to remain permanently food secure. This requires an understanding of the context of where the households are located.

The GHS and the Income and Expenditure Survey (IES) conducted by Statistics South Africa (StatsSA) are not designed for the analysis that can be indicated by purpose-designed surveys. "The datasets from the GHS and the IES do have value in respect of understanding food security, large sample sizes, the depth of complementary types of information that assist in contextualising food insecurity and providing regularity" (Aliber 2009:384). According to Hendriks (2015:614) there is no universally accepted measurement system for food security that can be used to formulate programmes, strategies and policies. This is due to the multidimensional nature of the problem of

food insecurity. In order to target policies and programmes, it is necessary to explain the experiences, focuses and consequences of food security and to understand how the multiple pillars of food security reinforce the problem of food insecurity.

Renzaho and Mellar (2010) argue that it is distorted to measure food security through coping strategies, without taking into account the social, cultural and political contexts in which they occur, and that to look at food insecurity solely from the perspective of availability and access to food, without taking into account the importance of how the food is used is equally distorted. According to Alinovi, Mane & Romano (2010), in Hendriks (2015), the "multidimensionality of food security and the volatility of shocks make measures of vulnerability futile and the absence of longitudinal empirical data on various risks constrains the analysis of trends".

The *National Policy for Food and Nutrition Security* in South Africa was formulated with limited information. Hendriks (2005:8) states that there is an absence of studies that are comparative in nature, which excludes accurate estimation of the pillars of food security in South Africa. There currently exist no surveys that are nationally representative and that have been conducted for the entire population. Ballard, Kepple and Cafeiro (2013:1) highlight the significance of information relating to the extent of the severity of hunger and food security in the population, and that the characteristics and circumstances of those affected can contribute to building political will, which can lead to designing effective policies and allocating adequate resources. According to Renzaho and Mellor (2010), it is misleading to measure food security through coping strategies, without taking into account the social, cultural and political contexts in which they occur, and to look at food insecurity solely from the perspective of availability and access to food, without taking into account the importance of how the food is used. Although the DSD grants food parcels, and the NSNP and the Public Works Food/Water for Works Programmes offer some relief to those who are suffering or susceptible to hunger and poverty, these programmes are not legally enforceable due to the lack of a legislative framework. Alinovi et al. (2010) in Hendriks (2015) argue that the multidimensionality of food security and the unpredictability of shocks make

vulnerability measures ineffective and a lack of longitudinal empirical data on various risks constrains our analysis of trends. Hendriks states that policy is not legally binding and is not enforceable. A food security act will entrench the right to access to food and will form the framework to obtain dedicated food security related to funding from programmes and projects specified in particular departments' APPS's.

Vi. The evaluation of the Integrated Food Security Strategy

The purpose of evaluation is to provide a learning role for similar programmes to enable the same development needs to be satisfied through the same programme, with the minimisation of the challenges experienced. It is important that the evaluation develops lessons regarding what worked and what did not, and ways in which the programme or policies can be improved.

The IFSS was aimed at harmonising, coordinating and streamlining the efforts of food security, but, according to the respondents, due to fragmentation of activities, the full impact of the IFSS was not realised. The respondents indicate that the IFSS forms part of the input into the *National Policy on Food and Nutrition Security*, and it forms the building blocks of the policy. The DPME is responsible for monitoring and evaluating programmes and policies, and this includes the programmes of the IFSS, for example the nutrition evaluation, which was done by the DPME. The respondents also indicate that there are similarities between the IFSS and the current policy; however the policy excludes certain elements that were regarded as challenges in implementation. The IFSS was characterised by government departments working in silos and limited coordination, whereas the current policy aims to address this by ensuring multisectoral collaboration.

The aim of the *National Policy on Food and Nutrition Security* is to give direction to the whole country, whereas the IFSS gravitated more towards agriculture. A challenge identified by the respondents was that in the IFSS, the DAFF is considered to not have had a strong voice, although it was the department that came up with the idea to coordinate food security. The challenge was that some of the departments were not

interested. The lessons learnt from the policy analysis and evaluation of the IFSS indicate that some of the challenges in the IFSS are replicated in the current policy framework, such as similar structures and lead departments: this brings into question the effectiveness of policy evaluation. The aim of evaluation is to develop lessons to be learnt in order to ensure that the same challenges are not duplicated. The IFSS evaluation revealed that having a sector department lead food security efforts undermines multisectoral coordination, however the same structures remain in institutional arrangements for the implementation of the policy, and this brings into question the effectiveness of the review of the IFSS to develop lessons for the development of the current policy.

A further limitation identified in this research is that there have been two instances where two different government departments presented strategies to government relating to food and nutrition security, and in one instance the departments had to be sent back by Cabinet to coordinate their efforts. This occurred prior to the approval of the *National Policy on Food and Nutrition Security* presented by the DAFF and the *Household Food and Nutrition Security Strategy* presented by the DSD. This brings into question the multisectoral coordination and consultation between government departments who have strategies dealing with the same issue (food security), presented and led by two sectoral government departments. Thus there are elements of fragmentation in policy formulation.

viii. The role of the provincial government departments in policy formulation and implementation

With the exception of the DTI, each of the sector departments has a provincial government department: the DAFF, the DBE and the DSD. The view from the respondents representing the national government departments is that the provinces are responsible for programme implementation, whereas the national government departments are responsible for developing policies, strategies and frameworks. The national government departments do not have the financial resources to implement the programmes, and their main responsibility is to develop ideas. The implementation

takes place in the provinces where there is funding. The activities carried out in the Food Security Directorate are done by the national department, as well as their provincial counterparts.

With reference to the DBE, each province has a unit or directorate that focuses on school nutrition, and there is a linkage between the districts and the provinces and to the national department. In terms of the multisectoral structures, the aim of the policy is to have provincial integrated structures which will provide information to the NCC. This is also evidenced in the formulation of the draft implementation plan, where the IWG was tasked with the responsibility of coordinating the process of consulting multiple stakeholders, including the provinces, for inputs in the formulation of the *National Policy on Food and Nutrition Security*. The financial and human resources are a critical part of policy implementation. As the respondents indicated, the policies and strategies have been approved by Cabinet, but there have been no resources to implement the programmes outlined in the policies. The inclusion of the inputs from the provinces is a critical addition in the formulation process of the *National Policy on Food and Nutrition Security*. The rationale for the inclusion of the provinces is firstly, to ensure that there is an alignment between those who are responsible for policy formulation and policy implementation, and secondly, to ensure that policies are not approved for programmes to be implemented without adequate institutional capacity.

ix. The formulation of the implementation plan for the National Policy on Food and Nutrition Security

The approval of the *National Policy on Food and Nutrition Security,* the *Household Food and Nutrition Security Strategy* and the *Fetsa Tlala Production Initiative* took place in 2013. Thereafter a draft implementation plan for the *National Policy on Food and Nutrition Security* was drafted. According to the respondents it was important to obtain the buy-in and input from stakeholders, from the beginning of the policy formulation process. The aim of bringing multiple stakeholders into the process of policy formulation was to provide credibility for the implementation plan and the practice of policy

implementation. As a result of the fragmentation challenges experienced in the implementation of the IFSS, the coordinating and leading department (DAFF) was supported by other line function departments.

According to the respondents, the ITWG was charged with the responsibility of drafting the implementation plan for the policy by the NCC. The aim of the implementation plan is to provide a clear picture of the institutional arrangements and to indicate who is involved in the successful implementation of the policy. The implementation plan also attempts to look at the different ways in which to achieve the policy goals and endeavours to configure the institutional agreements and articulate the role of the stakeholders. The implementation plan of the policy prescribes what to do and the policy is the guiding blueprint to draw from.

In drafting the implementation plan for the *National Policy on Food and Nutrition Security,* according to the respondents, it was important to have government wide consultations and to have an agreement from stakeholders in government prior to involving civil society organisations and non-governmental organisations to provide input. It was after government had reached consensus on the contents of the implementation that civil society organisations were consulted. Two consultation sessions were held with officials from different government departments, in order to gain input on the implementation plan.

The first government consultation was organised with the support from FAO, USAID and FHI 360, and the aim was to firstly gain inputs on the implementation plan and the institutional framework for the policy; and secondly, to secure buy in and commitment from stakeholders in government. Lastly, the consultation was aimed at developing the next steps for successful implementation of the policy (Department of Agriculture, Forestry and Fisheries 2015). The second government level stakeholder consultation was also organised by the ITWG, with the aim of securing commitment from provincial and national government departments. There were some representations from NGO's and an academic institution. The two workshops were aimed at promoting a

consultative process from government departments, prior to consultation of civil society, the private sector, and academic as well as research institutions (Department of Agriculture, Forestry and Fisheries 2015).

The respondents however explain that within the draft implementation plan, and as is evident in the policy and strategy; there are responsibilities that are assigned to civil society organisations, donor partners, and NGOs that play a part in the *Food and Nutrition Security Policy* context in South Africa. There are implications for non-governmental institutions in the implementation plan, and there are areas where government needs support from external funding streams, thus the importance of non-governmental stakeholders. The aim of the implementation plan is to firstly provide broad and clear guidelines on the role of the different stakeholders involved and secondly, to provide a clear framework for monitoring and evaluation of national progress towards achieving food and nutrition security. Lastly, the aim is to ensure transparency and accountability of the multiple stakeholders. The empirical research results indicate that the consultation on the implementation plan was limited to the stakeholders representing national and provincial government and a few members of civil society, NGOs, and private sector organisations.

One of the most evident omissions in the government stakeholder consultation sessions is the lack of representation from municipalities. Two consultation sessions were organised for government, the third session included members of academia and research institutions. A fourth consultation session was aimed at soliciting inputs from non-governmental organisations. There is no indication of participation from municipalities. This is a limitation, given the views of respondents that municipalities are role-players in the food security context in South Africa. The *National Policy on Food and Nutrition Security* clearly states that municipalities have to develop structures in the implementation of the policy. It was also the aim of the consultations to develop institutional arrangements for policy implementation and to ensure support from stakeholders; however municipalities were not represented in the consultation. This thesis presents the case that there is a need to involve municipalities in the

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development of structures and institutional arrangements for food security. The rationale for their inclusion is that municipalities are expected to carry out the formulation of these structures, as outlined in the *National Policy on Food and Nutrition Security*. The thesis presents the case that assigning the responsibility of developing structures without consultation does not ensure buy-in from the municipalities.

Section 152 of the *Constitution of the Republic of South Africa,* 1996, identifies the objectives of the local sphere of government and states that municipalities have the objective to "provide services to communities in a sustainable manner, to promote social and economic development, to promote a safe and healthy environment, and to encourage the involvement of communities and community organisations in the matters of local government". The local sphere of government has a constitutional mandate to promote safety and healthy environments. It is of significance therefore that the municipalities are included in the public policy formulation applicable to food security. Mubangizi (2011:2) identifies the importance of local government with regard to promoting trade to improve the production of food and trade which will improve food distribution and food access. The role of municipalities in promoting food security is of importance.

COGTA (2009:21) states that "progress and success of the local government system in South Africa is progressively being overwhelmed by issues such as poor governance, failure in the provision of services, their resources and performance, and also by the distinctive challenges experienced in the changing spatial locations of municipalities. Challenges relate to the availability of human resource capability, the degree of economic activity and overall institutional capacity and strength. Some municipalities are faced with infrastructure bottlenecks, the negative impacts of demographic change and prevalent apartheid-based socio-economic legacies.

It is of significance to note that the 278 municipalities have unique characteristics for which a 'one size fits all' approach is inadequate. It is important therefore that municipalities are included in the engagement of stakeholders and role-players in policy

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formulation. Municipalities in South Africa are responsible for the provision of water and basic services and therefore play a vital role in ensuring local economic development and food security.

a) Public participation

In ensuring that the public is encouraged to participate in the policy-making process, it is important to exploit avenues for public participation. This is essential to ensure that the public is informed about the policy and its formulation, implementation and evaluation. In this regard therefore local government councillors are agents of promoting this process. Makhubedu-Mametja and Bauer (2003:373) state that councillors have to ensure that the real needs and justified expectations of the residents are met. Municipal councillors have a duty to represent the views and needs of the community and present them to the council. The principle of participatory democracy means that citizens have the right not only to elect their representatives, but to participate actively in government decision-making on a continuous basis between elections. Councillors are expected to be in close contact with their constituencies and to keep the council informed of the real experience and views of residents in the municipality (SALGA 2006:49).

b) Multistakeholder relations

Reddy and Govender (2014:172) differentiate between policy role-players and policy stakeholders. Policy stakeholders are defined as those having either direct or indirect influence on policy-making. Direct policy stakeholders are political institutions and actors, including governments and public institutions and researchers. Indirect policy stakeholders are interest groups, non-governmental organisations and academic institutions. Policy role-players are directly involved in the process of formulation, implementation and evaluation of the policy. The role-players are actual participants in the policy process.

Public participation processes help to support organisations of representative democracy by democratising those institutions. In a participatory democracy, the public is actively involved in the decision-making processes of the government. Section 41 of the *Constitution of the Republic of South Africa*, 1996, states that co-operative government takes place when the three spheres of government and organs of state within each sphere collaborate and work together in mutual trust and good faith by;

- Providing assistance to one another;

- Informing each other on matters of concern to all three spheres of government and on matters of common interest;

- Synchronising their activities and laws with each another;

- Following the procedures agreed to by all three spheres; and

- Avoiding legal proceedings against one another.

Civil society includes an extensive selection of non-governmental and non-profit organisations, communal groups, charity organisations, labour and trade unions, ethnic groups, churches, professional associations and foundations. Timney (2011:87) states that in some situations, public input in decisions of administration is likely to be solicited after administrators have defined the problem and developed proposed solutions. Even though the citizens are provided with an opportunity to offer input, what they recommend often does not change the outcome, as the most important decisions are already taken.

Councillors have to facilitate a culture of public participation that allows for the views of the people to be heard and taken into account in the making of policies and the allocation of resources. Councillors in municipalities perform the role of a feedback mechanism for monitoring: whether the municipality's plans and programmes are successful in achieving the desired, whether services are being delivered effectively and efficiently, and whether capital projects as committed to in the Integrated Development

Plans are implemented in the specified time periods. Municipal councillors have to communicate with stakeholders at different spheres of government, decisions have to be made to ensure effective service delivery to the electorate and these decisions are to be made by municipal councillors.

According to the Financial Fiscal Commission (2014:80) municipalities can support food security initiatives by setting aside land in urban or peri-urban areas to encourage small scale production. Municipalities also provide zoning rights for economic development including productive agriculture. In 2013 a stakeholder consultative workshop on food control in South Africa highlighted challenges in food control as the lack of formalised structured consultations between the three spheres of government and the private sector (Department of Agriculture, Forestry and Fisheries, Department of Health and Department of Trade and Industry 2013:12). There are challenges in terms of the capacity within municipalities being different, and municipalities are challenged with financial and technical resource constraints. The capacities of municipalities differ, and municipalities are not authorised to carry out monitoring and enforcement functions. With these challenges facing municipalities in ensuring food control, and by extension food security, the participation of municipalities in the public policy-making process is vital. There is a need therefore for municipalities to be included in the various food security multisectoral platforms. Municipalities do not have a direct legislative mandate for food security, and this leads to a lack of accountability and responsibility, as food security is unfunded. According to Mubangizi (2011:10), there is recognition of the importance of the role of local government in the current policy; however, the activities of food security by local government are not addressed.

 Malan (2014:67) states that there is a requirement on the three spheres of government to inform each other and consult with one another on matters of common interest. Consultation may take place in two ways: joint decision-making, where parties are consulted and the decisions reflect the views of all the concerned parties, and after consultation, where parties are consulted but the decisions do not reflect the views.

Section 211 of the *Constitution of the Republic of South Africa,* 1996*,* recognises the institution, status and role of traditional leadership according to customary law. Letsholo (2006:4) states that the influence of traditional leaders spreads across six of the nine provinces and further asserts that there are about 10 000 traditional chieftains in South Africa who exercise a substantial influence over communal tribal land. Traditional leaders still occupy a significant role in local government to this day, which is highlighted by the *Traditional Leadership and Governance Framework Act,* 2004 (Act 41 0f 2004). The *Traditional Leadership and Governance Framework Act,* 2004 validates the role of chiefs in local government and clarifies the position of traditional authorities that must now operate in and alongside local government structures. The influence that traditional chieftains have over tribal land in South Africa is significant in its impact on food security in South Africa.

Non-governmental organisations maintain that the implementation plan was subject to two days of consultation in one province, with only a few organisations invited to the sessions, and that the policy implementation plan had already been written and developed (Health E-News 2015). One of the elements that is raised by this research is that the implementation plan provides a description of the roles of non-governmental organisations, however they were not consulted in its development. Secondly, the consultations were not conducted widely in other provinces to promote a platform for farmers' organisations, donor organisations and the general public to participate in the development of the implementation plan and the policy, as is required by the *Constitution of the Republic of South Africa*, 1996, to encourage the public to participate in policy-making. Civil society organisations have platforms where they can communicate policies and strategies that aim to address food security, both globally and nationally, depending on the prevalent conditions in each country. However, while CSOs can participate in the global framework on the food security agenda, some of the suggestions made by CSOs at the last 39th Session of the Committee on World Food Security (CFS) indicate the need for action in addressing food security. The CSOs identify the necessity of being partners in all activities, through active partnership and

coordination between government, CSOs, agencies, communities and other relevant institutions. Civil society organisations argue that in order to be effective, strategies must be community driven and include marginalised groups, such as women, children, youth, small holder farmers, indigenous peoples, pastoralists and fishers (National Development Agency 2013).

A third challenge is evident with regard to the lack of a forum that currently exists for civil society and NGOs as well as government to consult with each other. Therefore there is no recognised organisation of civil society organisations, which led to only a few organisations being invited to participate in the consultation sessions for the implementation plan. This is problematic regarding who should be consulted in the formulation of the *National Policy on Food and Nutrition Security* and the implementation plan. Non-governmental institutions identify a limitation in that content of the policy does not translate into the actual implementation. The policy indicates that consultation will take place and the implementation plan indicates wide consultations were held, however the evidence provided from the empirical research from both government and civil society indicates that this is not a true reflection and that consultation was inadequate.

One of the principles of public administration is to encourage the public to participate in policy-making, however there was limited participation and avenues created for public participation in this case. There are other important stakeholders who play a vital role in the public policy context for food security in South Africa. The South African Human Rights Commission (SAHRC) monitors and evaluates the access to the human right to adequate food. There is an indication that the stakeholders go beyond those who form part of the structures and provide an important element in the formulation of a multisectoral public policy framework for food security.

The significance of the participation of civil society and non-governmental institutions in the public policy context in South Africa is highlighted by the participants in the empirical research, who state that non-state partners and stakeholders play a critical

role as partners, due to the way in which government rules and regulations are structured. The private sector has certain advantages as partners with government in policy implementation, such as quicker systems that can assist in the implementation of the policy. According to the respondents from civil society, the ideal way to formulate a policy on food and nutrition security would be that there should be an opportunity to amend the *National Policy on Food and Nutrition Security,* as it was approved by Cabinet without adequate consultation. There is a need to have public awareness campaigns about what the policy means. There need to be defined criteria as to who should participate in the formulation of the *National Policy on Food and Nutrition Security*, as food security is a broad issue which involves multiple stakeholders. It is important to ensure that small retailers in rural areas, and people who eat and produce food are regarded as partners in the policy formulation process. According to the respondents, the participation process followed in the current framework was a last minute plan; there was only one consultation in Johannesburg for the whole country. The rest of the provinces did not have consultation platforms. Particular voices should not be prioritised over others.

The view from civil society organisations is that they were not consulted in the formulation of the *National Policy on Food and Nutrition Security,* as well as on the implementation plan for the policy. This, according to civil society organisations, is a deficiency, as the gazetted version of the policy states that the implementation plan will be widely consulted on. Civil society organisations highlight that there was no public awareness regarding the consultations and only a small group of civil society organisations were invited to the one day consultation (Health E-News 2015). CSOs state that there is a need to address the concentration of power in the food chain, as well as the distribution problems that leave 13.8 million people hungry. There is no costing or a clear budget of how the policy will be implemented. There are no clear lines of accountability and coordination between multiple stakeholders. The DAFF will be responsible for chairing a forum for civil society, research institutions and donors,

however it is not clear what the role of this forum is and no defined membership (Health E-News 2015).

Civil society organisations, trade unions and individuals are calling for consultation on the policy to be held in other provinces as well, in order to enable the poor to participate. Civil society organisations ascertain that people living in poverty and facing hunger should participate in the development of a solution to the challenges that they face, however there is limited consultation by the government department. The DAFF, as the lead department, indicated that it is too late to consult on the policy as it has already been approved by Cabinet.

There is also a question raised by civil society organisations regarding the extent to which the input from the consultation sessions would be included in the policy implementation plan. With regard to the importance, role and need for non-state partners, the respondents indicate that in order to promote food security in South Africa, nongovernmental organisations are important stakeholders to be considered. There is a need for resources that cannot be solely provided by government, thus the participation of non-governmental organisations is vital. Civil society organisations also recognise the significance of their need and willingness to participate in the formulation of the policy and the implementation.

The following are the recommendations made by civil society organisations in terms of promoting public consultation in the *National Policy on Food and Nutrition Security* as well as the implementation plan:

- Multiple consultations across the country;

- Public awareness and consultations;

- Provide notice of consultation to those who are interested in participating;

- The inclusion of grassroots movements;

- Adequate time between consultation and finalisation of the process; and

- Consider the suggestions from the consultation in order to ensure that it informs the policy-making process.

This research makes the point that in light of the role assigned to civil society organisations in the *National Policy on Food and Nutrition Security*, there is a need for these recommendations to be considered.

5.5 CONCLUSION

The aim of this chapter was to present the findings of the empirical research and explain the challenges that hamper multisectoral coordination in the current public policy framework for food security in South Africa. The chapter especially focused on the multisectoral institutional arrangements for food security, through an investigation into the various multisectoral platforms that are currently provided for. A key finding is that there is a plethora of food security task teams and working groups in South Africa. The empirical research also highlighted the overlapping roles of the DAFF, as well as the DRDLR. These two departments are currently the coordinators and convenors of task teams and working groups that are applicable to food security in South Africa. There is a need for collaboration between the agriculture, forestry and fisheries sector and rural development and land reform sectors.

The empirical research also identified challenges in the policy-making process applicable to the current policy framework for food security in South Africa. The limitations in the measurement of the pillars of food security and the data collection methods and surveys available to enable decision-making and monitoring and evaluation were highlighted in this chapter. The challenge is that the lack of adequate and timely information on the programmes applicable to food security in South Africa limits an assessment of effectiveness and efficiency. It is also a challenge in the multisectoral coordination and collaboration, as there currently exists no national database for the programmes addressing the multiple pillars of food security. Various government departments, the private sector and civil society organisations are implementing

programmes with the same beneficiaries, but without a national database that allows for information sharing between multiple stakeholders.

The lack of convening powers by a sectoral department is a further challenge in the current policy framework in South Africa. The DAFF has no convening powers over other sector departments, and therefore the role of the department as a convenor of working groups and task teams applicable to food security in South Africa presents a challenge to multisectoral coordination. The lack of convening powers is a challenge because there is no obligation for the other departments to attend the meetings if there is no law for enforceability. This is also a challenge in the other task teams, as outlined in the current policy framework, such as that of the DRDLR.

The selection of government departments to participate in multisectoral platforms is also limited in the current policy framework. The myriad of task teams indicate that the same government departments are represented in numerous task teams and working groups aimed at addressing a different pillar of food security. There is a need for a more coordinated approach to the management of institutional arrangements for food security in South Africa. Outcome Seven, which is coordinated by the DRDLR, includes lead departments, support departments and non-governmental, civil society and private sector organisations in the various outcome working groups. These are not replicated in other working groups and task teams aiming to address food security.

The next chapter of the thesis will address the fourth and last objective of the research study, which is to construct a multisectoral public policy framework for food security in South Africa, to address the above-mentioned challenges. The chapter will conclude the research study by summarising the first five chapters of the research and identifying the key findings from each chapter. The chapter will propose a framework taking into consideration the theoretical framework, the regulatory framework, the lessons from the international best practice and the responses from the participants. Chapter Six of the study will provide suggestions for future research that stem from the current study. The chapter will conclude the study.

CHAPTER SIX

A MULTISECTORAL PUBLIC POLICY FRAMEWORK FOR FOOD SECURITY IN SOUTH AFRICA

6.1 INTRODUCTION

The aim of this thesis is to construct a multisectoral public policy framework for food security in South Africa. The previous chapter provided an analysis of the current public policy framework for food security in South Africa, in line with the objectives of the research outlined in Chapter One. This chapter is focused on the development of a framework that can be used in order to promote multisectoral coordination in South Africa applicable to food security. The chapter provides a discussion on the collaboration continuum and the different types of multisectoral relationships that are applicable to the South African context. The rationale for this is to outline which specific collaboration or multisectoral relationship is suggested, with specific reference to the institutional arrangements for food security in South Africa.

The chapter secondly provides an explanation of the principles underpinning the framework. In line with the legislative framework that has been discussed in Chapter Three of this study, the principles underpinning the framework are provided which are aligned with the principles outlined in the Constitution for public administration. A multisectoral public policy framework is provided in this chapter with suggested recommendations for implementation and strategies from international best practice.

This chapter concludes the research study by providing suggestions for future research and provides the limitations of the research study. The answer to the research question and the extent to which the research objectives of the study have been achieved will be provided.

6.2 SUMMARY OF THE PRECEDING CHAPTERS

Chapter One of the study introduced the research. The chapter introduced the four pillars of food security: food availability, food access, food utilisation and food production. The four pillars of food security are indicative of the multisectoral, multidimensional nature of food security and set the premise for this study. Chapter One provided a detailed description of the current state of the four pillars of food security. The institutional arrangements applicable to food security indicate that there are different departments that are responsible for particular pillars of food security. The research question and the research objectives were explained in this chapter. The study utilises a qualitative research approach and the case study research design and the data collection methods for the study are explained in Chapter One. The key concepts and terms that are used in this study are discussed in Chapter One.

The second chapter of this thesis was focused on the conceptualisation of food security in the discipline of Public Administration. The aim of this study is to construct a multisectoral public policy framework for food security in South Africa. The government is obligated to devote resources and to develop policies, structures and legislation to promote the right of citizens to have access to adequate food. In this regard therefore, the study is contextualised in the study of Public Administration. Policy-making, policy implementation, policy analysis and policy evaluation are elements of public policy. In Chapter Two this study identified the role-players in public policy, with specific reference to the public policy framework for food security in South Africa.

In Chapter Three the legislative framework applicable to food security in South Africa was provided. The international and regional agreements and treaties that South Africa is a signatory to are detailed in this chapter. Each pillar of food security is impacted on by a specific piece of legislation. The multisectoral nature of food security is evident in that there is legislation that cuts across various government departments and requires the coordination of multiple policy actors, including non-governmental organisations,

the private sector and individuals. The chapter identified the role assigned to South Africa in Africa, in terms of the achievement of food security on the continent.

The fourth chapter presented the international best practice in multisectoral coordination of food security policies. Brazil and Ethiopia were selected, based on their similarities with South Africa, specifically with reference to the programmes and policies pertaining to food security. The public policy contexts for both Brazil and Ethiopia were identified, with critical features that South Africa can learn from. The existence of political commitment to promote the achievement of food security, the participation of civil society and non-governmental organisations in the policy-making process, and the effective monitoring and evaluation of policy implementation were identified as key aspects of multisectoral coordination.

Chapter Five provided the research findings of the study. The selected government departments were discussed with specific reference to their role in the public policy context for food security in South Africa. The challenges and limitations in the current policy framework were highlighted. These include: the limited participation of civil society and non-governmental organisations in the policy-making process, the assignment of the role of a convenor to a sector department, the myriad of task teams and working groups that are aimed at addressing the multiple pillars of food security and the limited participation of municipalities in the process of policy-making.

6.3 RECOMMENDATIONS FOR THE IMPLEMENTATION OF A MULTISECTORAL PUBLIC POLICY FRAMEWORK FOR FOOD SECURITY IN SOUTH AFRICA

The main aim of this research is to investigate the challenges that hinder the multisectoral coordination and collaboration between the policy actors in the policy context for food security in South Africa. The previous chapter identified challenges in the current public policy framework for food security, and this section will provide recommendations in order to address the challenges. The recommendations form the

key elements of the multisectoral public policy framework for food security in South Africa. In the development of these recommendations the previous five chapters will be referred to in order to describe the context within which the recommendations are made.

i. The assignment of the role of lead department on food and nutrition security to a high level convenor

The results of the empirical research indicate that one of the challenges that is evident in the current policy framework is the assignment of a leadership role for multisectoral platforms for food security to a sector department. In the case of the policy framework there are three government departments that have the leadership role: the DAFF, the DSD and the DRDLR. It was clearly pointed out by the respondents that the assignment of a leadership role to a sector department may have a negative impact on the willingness of other departments to participate in meetings and initiatives organised by a sector department, and this can hinder multisectoral coordination. The results from the empirical research indicate that other departments might be unwilling to participate due to the fact that each department has its own mandate. The current policy framework assigns the role of convener, secretariat and chair of multisectoral coordination to the DAFF and the DSD. In the case of the *National Policy on Food and Nutrition Security,* the *Household Food and Nutrition Strategy* and the *Fetsa Tlala Production Initiative,* these roles are assigned to the DAFF. The DRDLR is the lead department with regard to Outcome Seven.

The recommendations from the empirical research are for the DPME to be the lead department in terms of the coordination of the multiple stakeholders involved in food and security in South Africa; the reason for this being that the DPME has decision-making power and it is placed in the highest office in the country, the Presidency. The empirical research also indicates that there is an overlap between the roles of the DRDLR and DAFF as convenors of multisectoral platforms for food security in South Africa. The assignment of this role to one department may ensure that there is no

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fragmentation, which would remove the perception that achieving food security is a sectoral challenge, for agriculture or land reform and rural development, and rather change the perception to one of it being a matter of national importance. International best practice indicates that there is a need for a high level convener to coordinate the various stakeholders involved in the implementation of food security. Management involves the task of policy planning, capacity for policy analysis, organisation of work, decision-making, roles and responsibilities, accountability and feedback review and evaluation. It is vital for management to be able to work with, and around, rules, structures and partners in bureaucracies and other organisations. Two key elements are highlighted as challenges in the institutional capacity of the government departments to implement their programmes: the funding for programmes and human capital management capacity.

ii.   The development of a forum for non-governmental organisations

One of the findings of this study emanating from the empirical research is the recognition of the important contribution made by non-governmental organisations to enable programme implementation by government departments. The empirical research indicates that there is a willingness by non-governmental organisations to participate in the process of policy formulation, implementation, and monitoring and evaluation for food and nutrition security. The organisations that have indicated willingness to participate include trade unions, farmer's organisations, charity organisations, researchers, academic institutions and the private sector. These organisations represent the interests of the public and also represent marginalised groups such as women, children and indigenous groups.

Chapter Four of the research identified that both Brazil and Ethiopia have forums that include nongovernmental organisations that are regarded as partners in the policy framework. The international best practice of both Brazil and Ethiopia displays a forum for these organisations. In terms of multisectoral coordination, the National Council on Food and Security in Brazil displays an effort to coordinate between all the ministries

responsible for food security and civil society. This research recommends a forum coordinated and chaired by the organisations without the interference of government. The role of a non-governmental organisation as the chair and convenor of the forum is recommended, in order to ensure that no sector department takes control of the forum and all sectors are equally represented.

One of the challenges identified in the current policy framework is the invitation of a limited number of civil society organisations to participate in the formulation of the policy implementation plan and the lack of participation by nongovernmental organisations. Another challenge identified in Chapter Five of this study is the view by nongovernmental organisations that they were not included in the formulation of the *National Policy on Food and Nutrition Security*. A further challenge identified in the current policy framework is that consultation with a limited number of stakeholders and civil society, after the policy had been approved and the implementation plan had already been formulated, took place, which limited any form of feedback and input into the implementation plan which had already been drafted.

It is recommended that a forum is established for nongovernmental organisations to be recognised as partners in the policy context. It is also recommended that an invitation is distributed to all the current organisations calling for participation and notices are placed and advertised, so that those who are willing to participate are included in this forum. The forum is recommended to form an integral part of the stakeholders involved in policy-making, implementation, analysis and evaluation. The respondents also indicate a challenge in inundating organisations with a myriad of task teams, working groups and forums. It is recommended that one forum is established for the *National Policy on Food and Nutrition Security,* as well as the *Household Food and Nutrition Security Strategy,* to ensure that, as requested by Cabinet when presented with the policy and the strategy, the country speaks with one voice when addressing one issue. The *Constitution of the Republic of South Africa,* 1996*,* requires the public to be encouraged to participate in policy-making, but without avenues to allow for public participation, the principle cannot be promoted and achieved.

There are currently numerous food and nutrition security working groups and task teams that are proposed in the policy, the strategy and the production initiative. The challenge of organising different meetings aiming to address one concern or issue requires a more coordinated approach. The empirical research indicates that similar departments are represented on the same multisectoral platforms, some addressing national issues and the others addressing household food security. In order to ensure the alignment of the task teams and working groups, it is recommended that the forum includes the departments that are responsible for programmes that impact on the multiple pillars of food security, and the participation of civil society organisations, farmers associations and gender based groups. The aims and objectives of this forum must be defined and communicated.

iii.   An assessment of the institutional capacity for policy implementation

Institutional capacity is an important resource in policy implementation, and organisations that are institutionally weak may hinder multisectoral coordination due to the fact that the various departments assist each other in implementing the programmes that address the multiple pillars of food security. If one organisation cannot fulfil its mandate, the other government departments may be unable to complete their responsibilities. It was indicated by the respondents that in the implementation of their programmes they collaborate with other government departments who have the resources, capacity and jurisdiction to perform functions that their departments cannot.

It was also specified that the programmes that have been approved for implementation in the current policy framework require institutional capacity that is not readily available. The inability to provide these resources may hamper programme implementation and lead to the failure to achieve the policy goal. It is also one of the findings of this study that there have been instances where programmes have been formulated and the policy approved without the capacity to implement these programmes, due to a lack of financial resources. This is also the case with regard to

human resource capacity in the case of programmes that require additional human resources to be implemented.

It is recommended that an assessment of the capacity of all organisations to implement the proposed programmes should be carried out, to ascertain the current capacity available, as well as the resources required for successful programme implementation. Given that the policy and strategy have already been approved, it is recommended that provision be made for this in the annual work plans of the stakeholders involved. To ensure that unrealistic outcomes and aims are not included with the inability to deliver, an evaluation of the social sector departments by the DPME would indicate capacity deficiencies in these departments which are a hindrance in policy implementation.

The coordination of activities by government departments, each with its own organisational structure, vision, mission and strategic objectives, creates the need for an assessment of institutional capacity to carry out activities that are common to a task team or working group. Institutionally weak organisations also hamper multisectoral coordination. This is specifically important with reference to financial and administrative capacity in the implementation of the organisation's own activities.

An analysis of the internal environment of the various government departments that are involved in public policy-making, implementation, monitoring and evaluation is recommended. This is important as the findings of the research highlighted the limited funds available, specifically for food security programmes. This is evidenced by the reprioritisation of 70% of the funds for the CASP for the financing of the *Fetsa Tlala Production Initiative*. The programme was approved and financed through the funding from another programme. A determination needs to be made on who the representatives from the different government departments are on the multisectoral platforms, and also on where in the organisational structure the interested stakeholders are placed. The findings of the study indicate skills shortages and fragmentation in the social sector, and it is therefore important that an environmental analysis is made to ascertain the extent to which adequate capacity exists to achieve policy goals.

iv. The development of a unified registry for food and nutrition security programmes

One of the challenges identified in Chapter Five of this thesis is the need for a system of monitoring and evaluation of food security in South Africa. The system should be able to provide a full picture of the *status quo* and to enable government to provide food insecurity vulnerability information. There is also a need for government to identify the age, gender, race and food security context with regard to food insecurity.

The *National Policy on Food and Nutrition Security* plainly states that, in order to meet the policy goals, it is necessary for the country to: develop a good information system, monitor the impact of the various programmes that are aimed to promote the achievement of food security, and to determine the current state of the multiple pillars of food security. It is necessary to develop a system that is inclusive of all the stakeholders, provided that there are numerous role-players involved in policy implementation.

Chapter Four of the research identifies the significance of the development of a unified registry to monitor and evaluate the four pillars of food security. An effective system of monitoring and evaluation should promote accountability of stakeholders, and the information provided should be timely, up-to-date and accurate. Information should offer details regarding the age, race, gender and location of the beneficiaries of programmes, in order to allow policy-makers to make appropriate decisions. Chapter Four also identified the requirement that the indicators of food and nutrition security should be specifically indicative of the human right to access to adequate food, which is a universal human right, as well as a basic human right as included in the Bill of Rights which was discussed in Chapter Three of this study. It is significant that a system of information provides data on the impact of different programmes, in order to enable stakeholders to agree on the state of food insecurity. A proper system of monitoring and evaluation provides performance based management and outcomes that are to be targeted. It is recommended that a unified registry is developed to enable monitoring and evaluation to take place.

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The results emanating from the empirical research indicated that the various departments are selected to participate in multisectoral platforms because they target the same communities, and that there is a link between their programmes. A unified registry allows for common targeting in unifying multiple social programmes.

The purpose of evaluation is to determine the value that is brought about by various programmes. After data has been collected and analysed, there is a need for the results and the outcomes of the evaluation to be disseminated to all programme stakeholders, in order for them to gain a full picture of the impact of the programme.

v.   The development of data collection tools

In order to inform policy-makers in the formulation of policies, it is necessary that the data collection tools provide not only the number of people that benefit from programmes and policies, it is also important to explain the reasons why the situation is as it is. Various surveys are used in South Africa, as indicated in Chapter Three of this thesis, to provide a clear picture of the *status quo*. One of the annual surveys is the annual General Household Survey, collected by Statistics South Africa, which provides information regarding the multiple pillars of food security nationally and in the nine provinces.

In Chapter Five the other surveys used to inform policy formulation were explained and it was determined that the surveys that are available are conducted over long periods of time and do not provide adequate information for comparison. Without adequate, timely and consistently collected data, and without the ability to compare, the capacity of government to determine the impact and effectiveness of programmes of food security is constrained. It is recommended that the determination is made regarding the indicators that are to be used to inform policy-making. Two recommendations are made with regard to data collection tools: firstly, to conduct an analysis of which information is currently available and the surveys used in data collection. This should be done in order to ensure that new data collection tools do not duplicate those that are already in existence. Secondly, it is recommended that a survey is developed and administered

which provides for the recognition of the context within which programmes are implemented. This includes information pertaining to race, gender and age of the programme beneficiaries.

vi.   Monitoring and evaluation of the multiple pillars of food security

One of the key findings of this research is that the Information Management Unit, in the Subsistence Farming Unit located in the DAFF, is responsible for coordinating the management of food security in South Africa. This is a limitation, as it restricts a holistic multi-dimensional view of the four pillars of food security. Multiple stakeholders from different sectors are engaged in the implementation of programmes that address a specific pillar of food and nutrition security, and it is important to ensure the coordination of monitoring and evaluation indicators, in order to realise impact. It is not clear how this can be done by a unit in a sector department.

The sectoral coordination of multisectoral platforms by the DAFF was also identified in this study as one of the challenges in the *Integrated Food Security Strategy, as* the coordination was done by the DAFF in the Food Security Directorate, which limited multisectoral coordination. In the current policy framework, the Subsistence Farming Directorate is responsible for coordinating the *National Policy on Food and Nutrition Security* and the *Fetsa Tlala Production Initiative*.

There is a lack of clear lines of accountability and clarity around the role of who will be responsible for monitoring and evaluation. Monitoring refers to the collection and analysis of information; evaluation assesses the institutional progress against stated goals. The challenge of a convening 'lead' department also hinders the ability of the DAFF to hold the other sector departments accountable. It is recommended that clear lines of reporting between sector departments are defined and the lines of reporting, monitoring and evaluation are clearly communicated to all stakeholders. This research recommends that the responsibility of coordinating information relating to food and nutrition security should not be assigned to a unit within a sector department that should be addressing the needs of subsistence farmers, but rather to the Department of

Monitoring and Evaluation, as it is the mandate of the department to conduct evaluations and monitor policy implementation. It is recommended that the targets set for monitoring the impact and effectiveness of the programme should be aligned with the data required for a national dataset on food security in South Africa. The aim of this is to ensure that each programme provides information that adds to the data needs of the country, as the respondents stated that there is a need to identify households and individuals who are food insecure.

vii.   The inclusion of evidence based analysis in policy development

A challenge highlighted in the current policy framework is in the use of outdated information that does not adequately inform the development of policies that are able to address the current societal needs. Without adequate problem identification, the development of a policy made with the right intentions will not address the societal needs. The multidimensional, multisectoral nature of food security necessitates that those different government departments that are responsible for the implementation of programmes addressing the pillars of food security each has indicators to measure programme performance. There are different surveys that were used to inform the making of the *National Policy on Food and Nutrition Security*, the *Household Food and Nutrition Security Strategy* and the *Fetsa Tlala Production Initiative*.

In light of the fact that the social cluster departments target the same population and have the same beneficiaries of the various programmes, there is a need for integration of information management systems to facilitate policy analysis. Policy analysis includes studying a policy or a lack of existing policy, identifying a situation that has resulted from the existence of the policy and providing new or revised policies that are relevant to stakeholders. The identification of the state of food security in municipalities is a vital recommendation. The geographical information location, particularly in the municipalities, is necessary to inform policy decisions at the local sphere of government. It is of significance to note that the 278 municipalities have unique characteristics from which a one size fits all approach is inadequate. In ensuring that the public is

encouraged to participate in the policy-making process, it is important to exploit avenues for public participation. This is imperative to ensure that the public is informed about the policy and its formulation, implementation and evaluation.

viii.   A multidimensional measurement for food security in South Africa

The use of a multidimensional measurement for food security is advantageous, as it reflects the nutritional status of the population and vulnerable groups and reduces measurement errors through the combination of independently measured indicators. Good monitoring requires a combination of approaches and the ability to produce regular updates of indicators. The multiple dimensions of food security are measured with a suite of indicators from the Food and Agricultural Organisation. It is recommended that the outcome targets of the *National Policy on Food and Nutrition Security* and the *Household Food and Nutrition Security Strategy* incorporate the indicators reflected in Chapter Three of this research.

The rationale for this is that these indicators provide different ways in which to measure the state of food security in South Africa. There is no one measure for food security and currently no survey that allows for the monitoring and evaluation of all the pillars of food security. The targets set in the *Household Food and Nutrition Security Strategy* are: the reduction of people experiencing hunger, dietary diversity, the reduction of child stunting and wasting and the reduction of obesity. The inclusion of international indicators in the formulation of policies applicable to food security in South Africa is recommended. The Global Hunger Index is a tool that measures and tracks the level of hunger in different countries.

The Global Hunger Index, which is classified by the International Food Policy Research Institute, uses various indicators to measure the prevalence of hunger, namely undernourishment, children underweight and child mortality. The measure used is a 100 point score where zero is the desired score and represents no hunger and 100 is

the extreme case of hunger. The information collected by the International Food and Agricultural Organisation on the state of food insecurity is significant in the formulation of public policies applicable to food security in South Africa. In 2015 South Africa's position on the hunger map indicated that the proportion of people who are currently experiencing hunger is lower than 5% of the population. This information is updated and indicative of South Africa's position in the international community; it is recommended that this information be included in the unified registry for food security in South Africa.

ix. The inclusion of provinces and municipalities in the formulation of policies on food and nutrition security

The *National Food and Nutrition Security Policy* will be implemented under the leadership of the DSD and the DAFF. The policy states that similar structures should be developed in the provinces and municipalities. It is imperative, given the multidimensional and multisectoral nature of food security, that the policy be implemented with clear and specific work-based implementation plans, that clearly indicate the role of the various departments involved and their role in policy-making, implementation, analysis and monitoring and evaluation in all three spheres of government.

The creation of avenues for the participation by the local sphere of government is advocated for and recommended in this thesis. The municipalities are at the coal face of service delivery and in this sense, this is the sphere closest to the people. In the event that services such as water, sanitation and electricity are not being provided to citizens, the first point of call is the ward councilor in that particular municipality. Councilors are closer to the people and have a better understanding of the municipal contexts, as they are also residents in municipalities; they have a better understanding of the needs of the citizens in the particular area. The inclusion of municipalities in the public policy process is significant, as municipalities are responsible for the provision of basic services which have an impact on food access, food use, food production and stability of food

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supply, which are the pillars of food security. If there is no water or electricity, households cannot prepare and cook certain kinds of food. As stated in Chapter Three of this study, 2.3% of households rely on agriculture as a main source of income, 10.5% of households depend on agriculture as a main source of food and 76.9% of households depend on agriculture as an extra source of food. The lack of delivery of basic services by municipalities may hamper household food access.

x. Clearly defined guidelines for the formulation of provincial and municipal policy implementation structures

The *National Policy on Food and Nutrition Security* states that provincial and municipal structures are required to develop their own structures that will feed into the national structures to be developed for policy implementation. Firstly, there are no clear guidelines for the development of these structures. Secondly, the municipalities were not consulted in any of the consultation forums for the implementation plan; it is therefore vital to provide clearly defined guidelines for the formulation of structures. It is important to acknowledge that South Africa has 278 municipalities that differ with reference to geographical location, institutional capacity and size, so a one size fits all approach is therefore inadequate and the lack of consultation with municipalities may lead to the lack of willingness and understanding with regard to the development of these structures. It is recommended that municipalities and provinces are consulted with reference to the challenges faced in the implementation of the IFSS that hindered multisectoral coordination, as the same structures were evident in the strategy. Consultation may also allow for the provinces and municipalities to provide input into their role in policy implementation.

xi. Political commitment to food and nutrition security policy implementation

Legislatures in the three spheres of government are the highest policy-makers and they are responsible to maintain the legitimacy of policies. Political office bearers are representatives of the people who elect them, and are expected to represent the issues

of the electorate. An example of the policy preparation function of appointed officials is the national budget, which is prepared by the National Treasury, indicating the financial needs of the different government departments and the financial affairs of the state. The budget is then presented in Parliament, to be adopted in Parliament and made into law. The international best practice in Brazil and Ethiopia also indicates the significance of political commitment to ensure food and nutrition security. This is evident from Brazil passing a law on food and nutrition security and the recognition of all international ratified agreements in Ethiopia, as law ensures that food security is not linked to a particular administration and remains a long-term priority. In South Africa the right to adequate food is not enforceable by law. It is essential to have political commitment to food security and a commitment from Parliament as the highest policy-makers responsible for maintaining policy legitimacy. Willingness to participate, according to the respondents, is an important element that can hinder multisectoral coordination. If the departments do not regard the meeting issue as important, or moreover not part of their mandate, then they will not see themselves attending.

xii.   Expansion of the policy content

The *National Policy on Food and Nutrition Security* should be reviewed and in the review process, the various stakeholders identified from government in all three spheres, non-governmental organisations and the public should be consulted. Chapter Five of the research identified some of the challenges in the content of the policy. The policy does not clarify the roles and responsibilities of the DAFF as a convenor of the structure for civil society organisations: the policy was drafted with limited participation of the policy formulation process, as identified in Chapter Five. The policy content does not clearly indicate how measurement of the multiple pillars of food security should be conducted, as well as the indicators to be used in this regard.

The non-governmental organisations highlight the lack of clarity regarding the lines of accountability and coordination between the government departments, and the

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realisation of the right to adequate food would be hindered. The organisations also raise limitations in the implementation plan for the policy, which doesn't consider or clearly point out the budget considerations for the programmes envisioned. The recognition of the gender dimensions of food security is regarded by the respondents as significant, as women are considered to be the guardians of food security in South Africa. It is also recommended by the non-governmental organisations to incorporate the role of the big businesses and the private sector, with regard to realisation of the right to adequate food. The identification of the policy problem is a challenge in the formulation process; it is recommended that the formulation is done using evidence based analysis. It is not clear who, when and how the baseline survey prior to the implementation will be conducted in the policy. The policy does not clearly explain the participatory monitoring and evaluation mechanisms, although they are referred to.

xiii.   The active participation of the South African Human Rights Commission in policy evaluation

The international agreements to which South Africa is a signatory recognise the importance of the right to access to adequate food. Section 184 of the *Constitution of the Republic of South Africa*, 1996, establishes the South African Human Rights Commission in order to promote respect for human rights, protection and development and the attainment of human rights and to monitor the observance of these rights in the Republic; this includes the right to adequate food. In terms of Section 184(2) of the *Constitution of the Republic of South Africa*, 1996, provision is made for the role of the South African Human Rights Commission which is to:

- Investigate and report on the observing of the human rights;
- Take action where the rights have been violated, and to take steps to redress this violation; and
- Report the measures taken towards the rights in the Bill of Rights, including the right to access to food.

The relevance of the South African Human Rights Commission to this study is to draw attention to the importance of the right of South Africans to access to food. Access to food as a dimension of food security is interrelated with the right to food availability, food use and food stability.

xiv. The development of a communication strategy amongst multiple stakeholders

There is a need to develop a communication strategy between the various stakeholders involved in food security in South Africa. Firstly, between the national government departments, as they are the ones involved in the multisectoral platforms, as well as those indirectly responsible for assisting the lead departments. Secondly, the provinces and the municipalities should receive better communication. Information should be communicated with them, the private sector and non-governmental organisations, which are critical to policy implementation. The public should be provided with timely, updated and accurate information, as they are the intended beneficiaries of the policy. The aim of the communication strategy is to ensure that the challenges identified in Chapter Five, where stakeholders were of the view that they were not aware of the development and approval of the policy, nor the development of the implementation plan for the policy, are addressed.

It is important to promote the flow of communication between stakeholders. A challenge identified in the formulation of the policy and the draft implementation plan is the criticism that the process did not conform to the constitutional process of public participation and consultation. This is a challenge that can hinder multisectoral coordination, due to the fact that the decision-making process is not clear, transparent and inclusive to all stakeholders, and the responsibility is assigned to a small group of people. It is recommended that rules based decision-making adhering to the principles of transparency and accountability, as required by the Constitution, be instituted. It is recommended that the coordination unit assigned with the responsibility of coordinating the multiple pillars of food security develop a website which is updated with information

pertaining to the formulation, implementation and approval of strategies and policies. The unit should be responsible for the dissemination of information to the multiple stakeholders.

xv.   Clearly defined terms of reference for multiple stakeholders

The development of terms of reference for stakeholders is a further recommendation of this research. The terms of reference should include the tasks of the group/forum, and clearly indicate/identify the composition and the total number of members. The frequency of meetings should be indicated, as well as the clear roles and responsibilities of each stakeholder. The terms of reference should be signed as an indication of acceptance. The aim of the terms of reference is to provide clarity regarding the differentiation of what the stakeholders are responsible for, and the frequency of meetings will also provide for clarity, as the respondents identified the challenge in organising the meetings because of the stakeholders.

xvi.   Mutual accountability by the private sector, civil society and government

The current policy framework proposes the role of monitoring and evaluation and oversight to Cabinet and the advisory committee. It is recommended that the responsibility of monitoring and evaluation is assigned to multiple role-players including civil society, the private sector and academic institutions, as well as research institutions, to ensure that there are different sources of results. International best practice in Brazil indicates the significance of multiple institutions' involvement in monitoring and evaluation. In light of the multiple pillars of food security and the various indicators applicable, it is important to ascertain the measures of success not only in terms of numbers. The aim of this is to ensure that there is common understanding amongst stakeholders in the implementation, analysis, monitoring and evaluation. Cabinet requires that the country speaks with one voice regarding food and nutrition security and is in agreement regarding what defines success.

Quality refers to the appropriateness and integrity of information gathered in evaluation. *Quantity* refers to the amount of information gathered in the evaluation. All evaluations should have a clear and anticipated use. The framework proposes that the data collection process should be monitored to ensure that data is of good quality and quantity and the data collected should be useable.

It is recommended that data be collected through a combination of in-depth surveys and flexible surveys, where the respondents self-report on their own experiences (Food and Agriculture Organisation 2013:17). The development of a data collection design is an action which requires more than one sector to collaborate and provide information. Water, transport, public works, health, trade and industry and economic affairs, are sectors that have their own databases with the required information. Through participation in these multisectoral platforms, the sectors should promote the sharing of information to assist in the monitoring and evaluation of the four dimensions of food security.

6.4 A MULTISECTORAL PUBLIC POLICY FRAMEWORK FOR FOOD SECURITY IN SOUTH AFRICA

The final objective of this study is the construction of a multisectoral public policy framework for food security in South Africa. Chapter Five of the study identified challenges and limitations to effective multisectoral coordination amongst policy actors. This section provides the factors and elements of the framework and the implementation of the recommendations above. Figure 6.1 illustrates a draft multisectoral public policy framework for food security in South Africa. The draft framework provides the elements that emanate from the literature review and the external and internal environmental analysis applicable to food security in South Africa.

Figure: 6.1 A draft multisectoral public policy framework for food security in South Africa
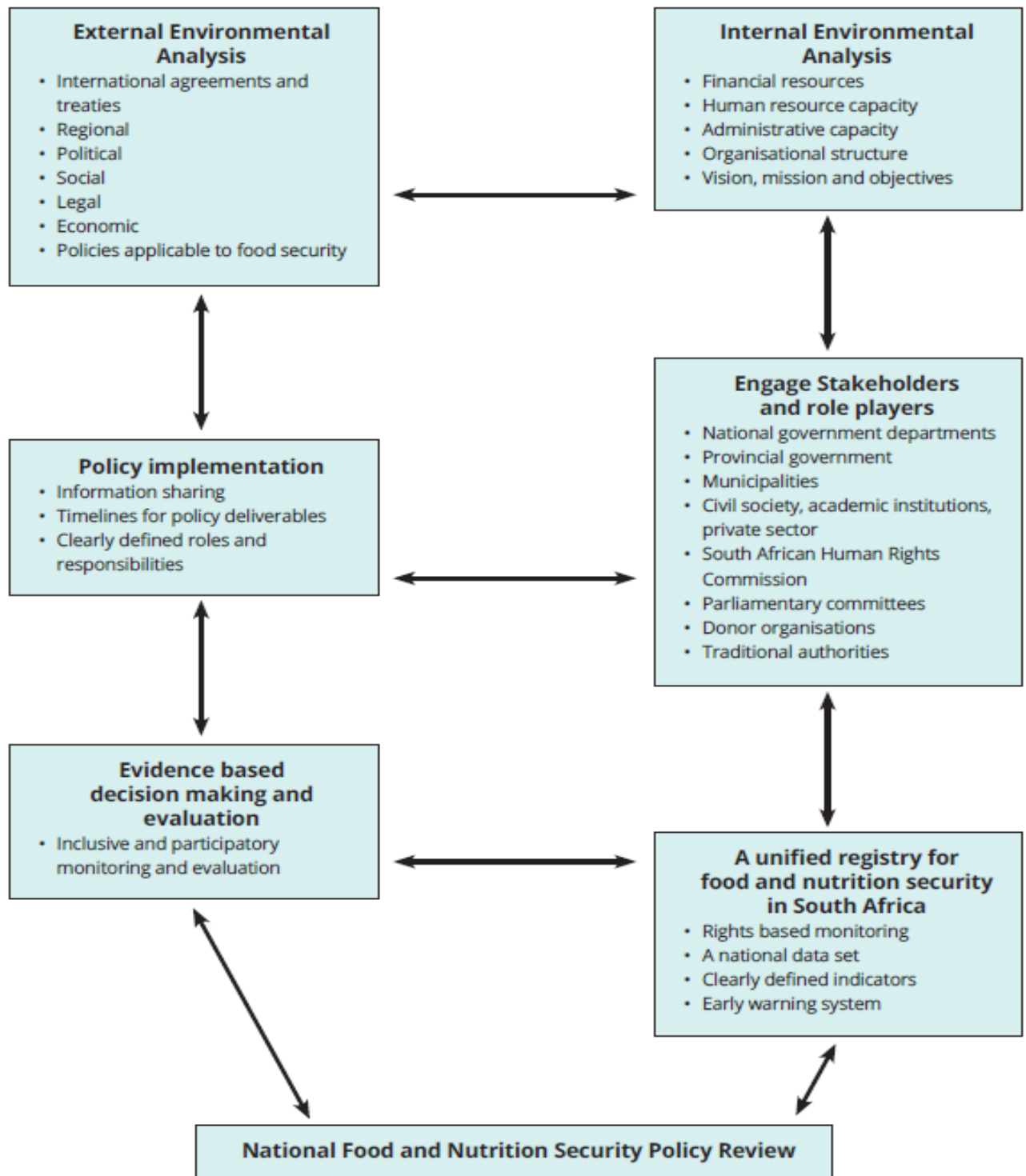
Source: Author

6.4.1 The key elements of a multisectoral public policy framework emanating from the empirical research
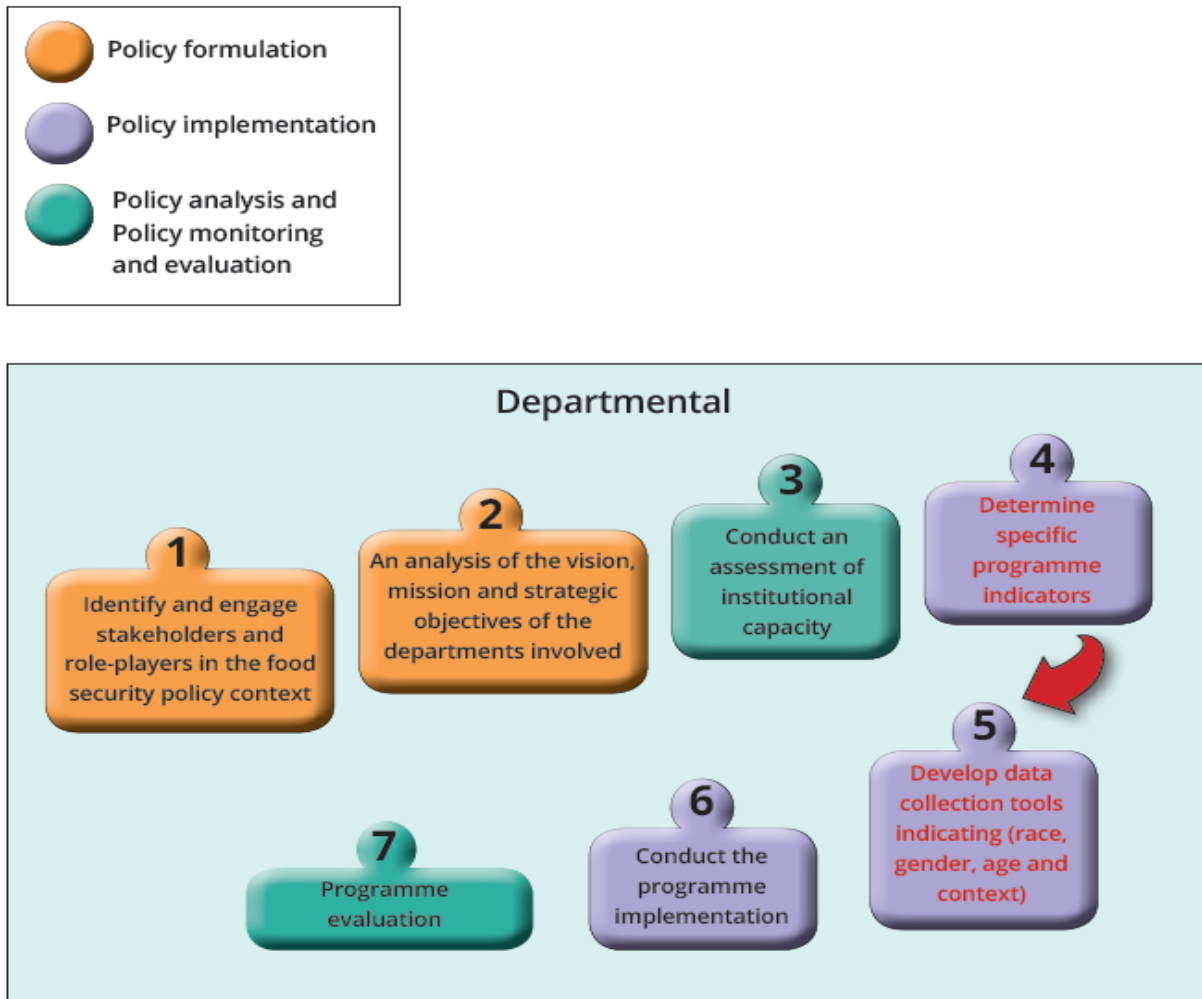
Figure 6.1 provides a draft multisectoral public policy framework for food security in South Africa. This section of the thesis provides the key elements that emerged from the empirical research that will be incorporated into the draft framework.

The following elements indicate the main views from the respondents regarding the factors that impact on policy implementation at the departmental level:

- Institutional capacity for policy implementation;

- Annual work based plans for programme implementation;

- Data collection tools with adequate, timely, updated information; and

- Performance indicators for programme evaluation.

Figure 6.2 depicts the key components of a multisectoral public policy framework for food security in South Africa, at the departmental level.

Figure 6.2: The departmental level
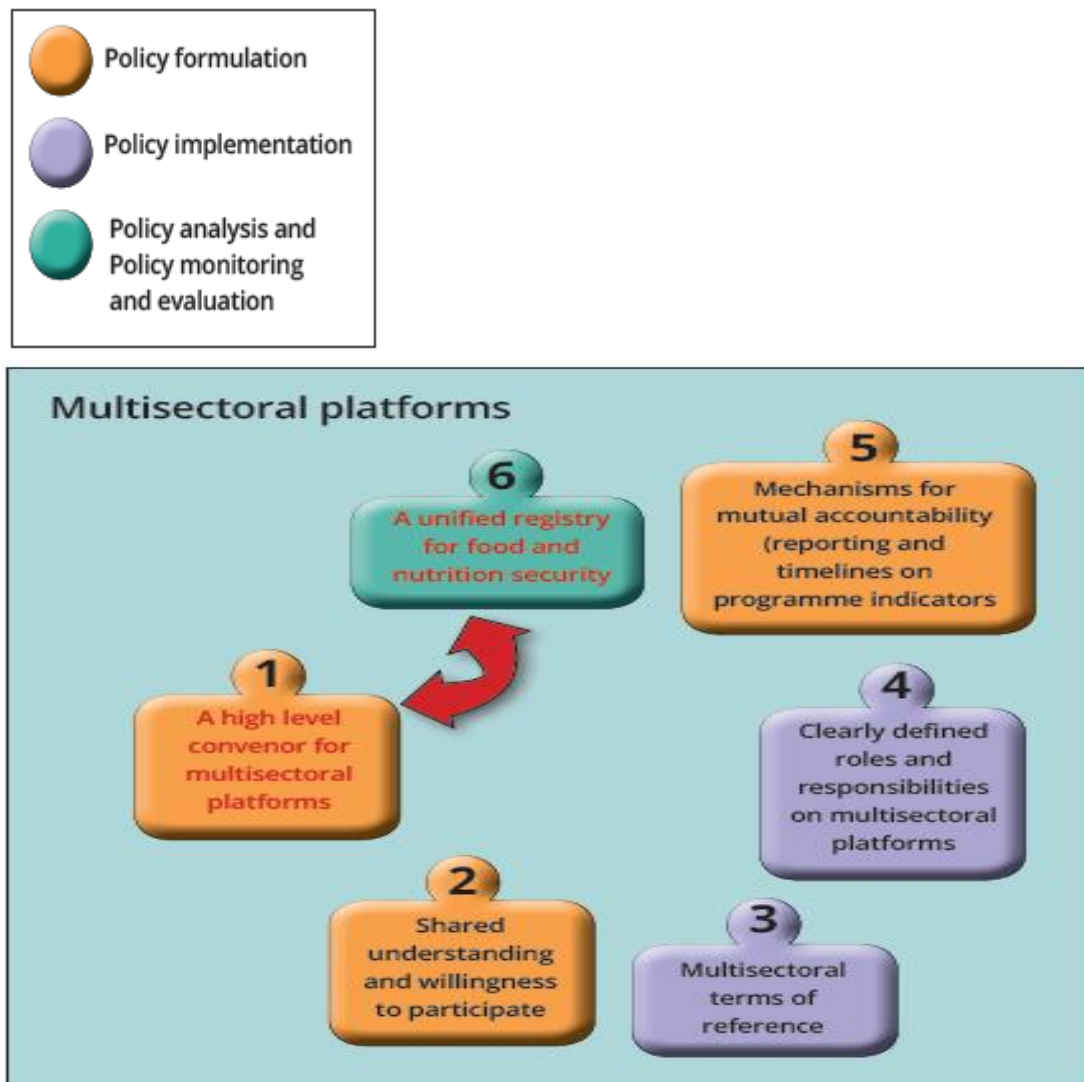

Source: Author

The following are the key elements that emerged from the research with reference to participation in multisectoral platforms:

- Shared understanding and common interest between multiple stakeholders;

- Willingness to participate in multisectoral platforms;

- A high level convenor for multisectoral platforms; and

- Mutual benefit derived from participation.

Figure 6.3 illustrates the key components of a multisectoral public policy framework for food security in South Africa, on the multisectoral platforms.

Figure 6.3: Multisectoral platforms

Source: Author

Figure 6.4 portrays the key components of a multisectoral public policy framework for food security in South Africa, regarding multistakeholder relations.

These components are:

•   Adequate consultation;

•   Communication between multiple stakeholders;

•   Public participation;

•   Identification of key stakeholders; and

•   Partnership development and willingness to participate.

Figure: 6.4 Multistakeholder relations
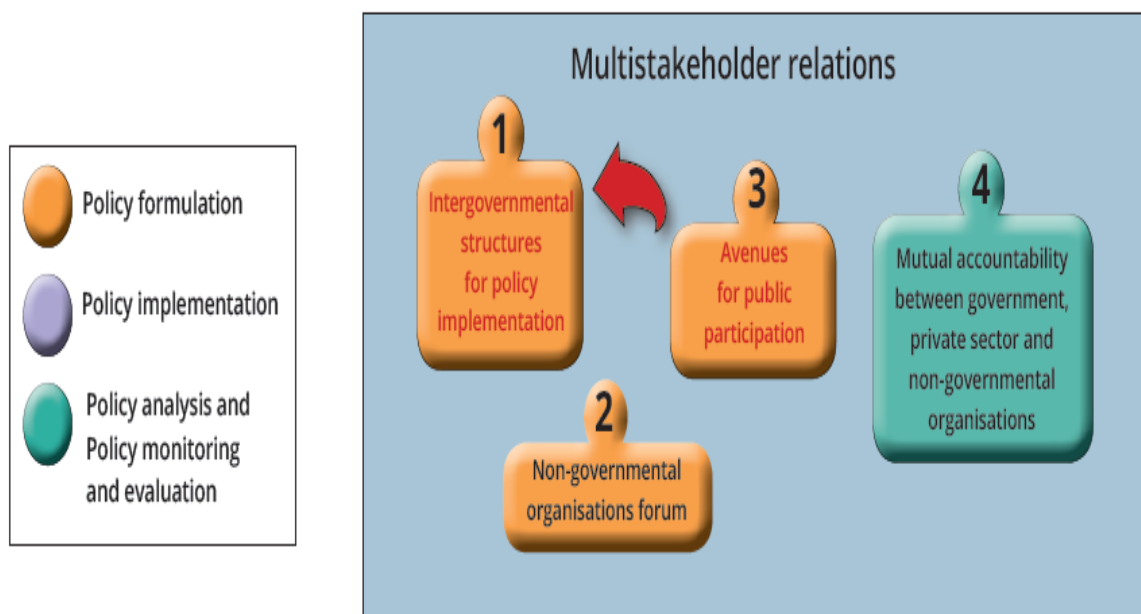
Source: Author

Figure 6.5 indicates the proposed multisectoral public policy framework for food security in South Africa. The framework incorporates the key elements from the literature review, the regulatory framework, the international best practice as well as the empirical research. This framework is proposed for implementation in South Africa.

Figure 6.5: A proposed multisectoral public policy framework for food security in South Africa
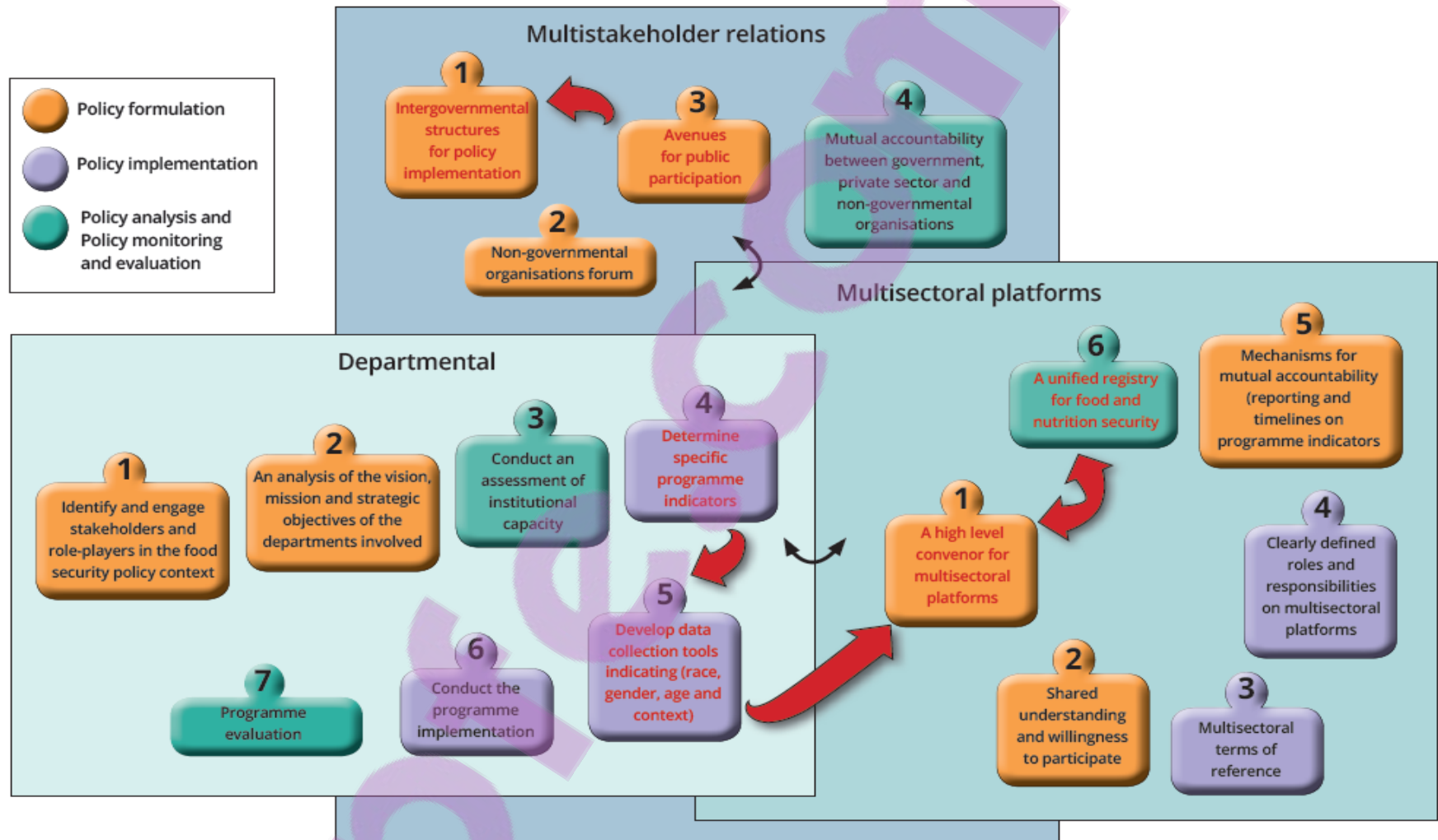
Source: Author

6.5 SUGGESTIONS FOR FURTHER RESEARCH

Chapter one of this thesis provided a description of studies that have been undertaken by other scholars that are related to this study. The approval of the *National Policy on Food and Nutrition Security*, the *Household Food and Nutrition Security Strategy* and the *Fetsa Tlala Production Initiative* indicate a commitment by the South African Government to address and promote the achievement of food security. The study recommends research on the development of a national data set for the implementation of the policy and the strategy, and the various programmes in municipalities that impact on food security in South Africa. The study recommends that future research focuses on the contributions made by non-governmental organisations to the four pillars of food security in South Africa.

6.6 CONCLUSION

The right to access to adequate food is a constitutional right entrenched in the Bill of Rights of the *Constitution of the Republic of South Africa*, 1996. The right to access to adequate food is a universal human right. In South Africa however, 13.1% of households are currently experiencing inadequate food access. Food access is one of the four pillars of food security with food availability, food utilisation and the stability of food supply. Food security is multisectoral in nature and requires a multisectoral public policy approach. This thesis focused on the policy context for food security in South Africa, with an aim to investigate the extent to which the current policy framework in South Africa promotes multisectoral collaboration and coordination. The institutional arrangements in the IFSS, the *National Policy on Food and Nutrition Security*, the *Household Food and Nutrition Security Strategy* and the *Fetsa Tlala Production Initiative* were highlighted. The formulation, implementation and the monitoring and evaluation system in place was investigated.

The key findings of the study indicated that there is recognition of the multisectoral nature of food security in South Africa, with various multisectoral platforms that have

been established to promote food security. There are various challenges identified in this study that limit effective multisectoral coordination. The *National Policy on Food and Nutrition Security*, in the formulation phase and the drafting of the implementation plan for the policy was under the leadership of the DAFF and the DSD. This is a limitation as identified in the evaluation of the IFSS, namely that the assignment of the leadership role of a multisectoral policy to a sectoral department limits the willingness and participation of other government departments, as one sector department has no convening power over the other departments. This limitation is also evident in Outcome Seven, which is led by the DRDLR. This thesis recommends that a multisectoral policy framework requires that the leadership role and the convening powers for multisectoral coordination be assigned to the DPME, in light of its positioning in the highest office in the country, the office of the Presidency. It is recommended that the content of the policy and the strategy be expanded on, to incorporate the role of the DPME. One of the challenges identified in the evaluation of the IFSS is that the strategy was viewed as a strategy of the DAFF, and therefore promoted the perception that food security is an agricultural issue.

One of the principles of public administration is that the public should be encouraged to participate in policy-making. This research revealed that the *National Policy on Food and Nutrition Security* was not subjected to adequate consultation prior to it being gazetted and approved by Cabinet. The framework recommended by this thesis provides for the development of a forum for non-governmental organisations willing to participate in the policy-making process. It has been indicated that non-governmental organisations are in a position to represent their communities in matters relating to food and nutrition security and provide input into the context wherein food insecurity takes place. A multisectoral public policy framework for food security in South Africa makes provision for a forum for non-governmental organisations to participate in the formulation, implementation, monitoring and evaluation of the *National Policy on Food and Nutrition Security*. The framework recommended in this study identifies the development of a unified registry for monitoring and evaluating the multiple dimensions

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of food security, as an important tool to promote multisectoral coordination. Chapter Four of this research provided a detailed account of the use of a unified registry in Brazil, and in Chapter Six the application of such a registry in South Africa was highlighted. The development of data collection indicators that capture details regarding the context of food insecurity in a timely and consistent manner is recommended in this study, to enable effective policy-making.

The *National Policy on Food and Nutrition Security*, the *Household Food and Nutrition Security Strategy* and the *Fetsa Tlala Production Initiative* clearly identify stakeholders that are critical to the implementation of programmes, addressing the multiple pillars of food security. The framework recommended in this study provides strategies for the development of a communication avenue between the different role-players, which aims to ensure that information that is timely, accurate and adequate is disseminated. This is in line with the challenges identified through having a myriad of task teams each addressing a specific pillar of food security.

On the African continent, South Africa is one of the few countries that have made progress in reducing hunger, malnutrition and food insecurity. The international and regional agreements that South Africa is signatory to indicate government's commitment to decrease food insecurity in Sub Saharan Africa. South Africa is obliged to use its resources to ensure the promotion of the basic right to access to adequate food. This thesis has identified limitations in the current policy framework that restricts government from formulating and implementing policies that aim to reduce the triple challenges of hunger, poverty and inequality. The development of a multisectoral public policy for food security in South Africa is the last objective of this study and was presented in Chapter Six. Through the development of a theoretical public policy framework based on literature and international best practice, the study provided key features of the framework. The framework was further refined through the inclusion of the results of the empirical research emanating from the stakeholders directly involved in the formulation of the *National Policy on Food and Nutrition Security*, the *Household*

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Food and Nutrition Strategy and the *Fetsa Tlala Production Initiative*. The inputs were added to the theoretical framework and a multisectoral public policy framework for food security in South Africa was developed. The first SDG aims to promote and achieve food security by the year 2025. The commitment by governments worldwide to reduce hunger and malnutrition can be achieved through improving the structures and systems that are in place to achieve these goals.

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Annexure 1

Faculty of Economic and

Management Sciences

School of Public Management

and Administration

Title of the study

(A Multisectoral public policy framework for food security in South Africa)

<u>Research conducted by</u>:

Ms HM Nkwana

Student number:

04401654

Dear Participant

You are invited to participate in an academic research study conducted by Mapula Nkwana a Doctoral student from the School of Public Management and Administration at the University of Pretoria. The purpose of the study is to provide an analysis of public policies that have an impact on food security in South Africa.

Please note the following:

(This is an <u>anonymous</u> interview as your name will not appear on the questionnaire. The answers you give will be treated as strictly <u>confidential</u> as you cannot be identified in person based on the answers you give.

- Your participation in this study is very important to us. You may, however, choose not to participate and you may also stop participating at any time without any negative consequences.

- Please answer the questions in the attached questionnaire as completely and honestly as possible. This should not take more than 60 minutes of your time. The results of the study will be used for academic purposes only and may be published in an academic journal. We will provide you with a summary of our findings on request.

- Please contact my study leader, (Prof Lianne Malan at: 012 420 2063(Tel)/ Lianne.Malan@up.ac.za (Email) if you have any questions or comments regarding the study.

Please sign the form to indicate that:

- You have read and understand the information provided above.
- You give your consent to participate in the study on a voluntary basis.

_____   _____

Participant's signature   **Date**

Annexure 2

<u>Interview schedule</u>

<u>Department of Agriculture, Forestry and Fisheries</u>

<u> Policy analysis and development unit</u>

1. What is the guiding policy framework for food security in South Africa?

2. Which institutions were involved in the development of the national food and nutrition security policy?

3. Which factors influenced the development of the national food and nutrition security policy?

4. Which departments are responsible for the coordination of the policy development process?

5. What is the rationale for the selection of the members of the Integrated Food and Nutrition Security Task Team?

6. What are the roles of the government departments on the Integrated Food and Nutrition Security Task Team?

7. Which government department is responsible for monitoring and evaluation of the Integrated Food Security and Nutrition Strategy and the national food and nutrition security policy?

8. What is the nature of the participation of non-governmental institutions in the development of the Integrated Food Security and Nutrition Strategy and the national food and nutrition security policy?

9. Which departments are represented on the Integrated Food and Nutrition Security Task Team?

10. Explain the coordination of the implementation of the Integrated Food Security and Nutrition Strategy and the national food and nutrition security policy in the three spheres of government.

11. How often do the meetings of the Integrated Food and Nutrition Security Task Team take place?

Annexure 3

Interview schedule

Department of Agriculture, Forestry and Fisheries

Information Management Unit

1. What are the Food Insecurity and Vulnerability Information Systems?

2. Which indicators are used by the Department of Agriculture, Forestry and Fisheries use to update food security information system?

3. What terms of reference exist in the management of information pertaining to food security in South Africa?

4. What is the role of other government departments in the management of information pertaining to food security in South Africa?

5. What is the role of non-governmental institutions in the management of information pertaining to food security in South Africa?

6. Which government department is responsible for the collection of data on food security in South Africa?

7. How is the measurement of food security conducted in South Africa?

8. Are the different departments responsible for their own indicators and data in terms of the programmes relating to food security in South Africa?

Annexure 4

Interview schedule

Department of Agriculture, Forestry and Fisheries

Special Food Security Programme Unit

1. What are the key functions of the Special Food Security Programme Unit?

2. Which food and nutrition security programmes is the Department of Agriculture, Forestry and Fisheries responsible for?

3. How and with which programmes do the Department of Agriculture, Forestry and Fisheries collaborate with other government departments?

4. What is the nature of the collaboration between Department of Agriculture, Forestry and Fisheries and other government departments responsible for programmes related to food and nutrition security in South Africa?

5. What indicators are used to measure food security in South Africa?

6. What is the guiding policy framework for food security in South Africa?

7. Which institutions were involved in the development of the national food and nutrition security policy?

8. What is the rationale for the selection of the members of the Integrated Food and Nutrition Security Task Team?

9. What are the roles of the government departments on the Integrated Food and Nutrition Security Task Team?

10. Which government department is responsible for monitoring and evaluation of the Integrated Food Security and Nutrition Strategy and the national food and nutrition security policy?

11. Which departments are represented on the Integrated Food and Nutrition Security Task Team?

12. Explain the coordination of the implementation of the Integrated Food Security and Nutrition Strategy and the national food and nutrition security policy in the three spheres of government.

13. How often do the meetings of the Integrated Food and Nutrition Security Task Team take place?

14. Which forums are in place for coordination with the different departments or other organisations?

Annexure 5

Interview schedule

Department of Trade and Industry

Agro- processing chief directorate

1. When was the Integrated Food and Nutrition Security Task Team established?

2. Explain the composition and rationale for the Integrated Nutrition Security Task Team.

3. What is the role of the Department of Trade and Industry in respect of food security in South Africa?

4. What is the guiding policy framework for food security in South Africa?

5. What is the role of the Department of Trade and Industry in the Integrated Food and Nutrition Security Task Team?

5. Which policy outlines the roles and responsibilities of the various ministries on the Integrated Food and Nutrition Security Task team?

6. Which programmes are implemented by the Department of Trade and Industry in respect of food security in South Africa?

7. Which food security committee and forums does the Department of Trade and Industry participate in?

8. What accountability, feedback and reporting systems are in place for the Department of Trade and Industry to monitor the role as the lead department?

9. What is the role of Department of Trade and Industry as a lead department in terms of Integrated Food Security Strategy?

10. What are the indicators of food security used by the Department of Agriculture, Forestry and Fisheries and the Department of Trade and Industry?

12. What are the challenges and limitations facing Department of Trade and Industry with regard to food security in South Africa?

13. What is the government's monitoring and evaluation system in terms of food security?

14. In terms of food security how does the Department of Trade and Industry collaborate with other departments?

15. What was the role of the Department of Trade and Industry in the compilation of the current *National Food and Nutrition Security Policy*?

Annexure 6

Interview schedule

Department of Basic Education

National School Nutrition Programme

1. When was the Integrated Food and Nutrition Security Task Team established?

2. Explain the composition and rationale for the Integrated Nutrition Security Task Team.

3. What is the role of the Department of Basic Education in respect of food security in South Africa?

4. What is the guiding policy framework for food security in South Africa?

5. What is the role of the Department of Basic Education in the Integrated Food and Nutrition Security Task Team?

5. Which policy outlines the roles and responsibilities of the various ministries on the Integrated Food and Nutrition Security Task team?

6. Which programmes are implemented by the Department of Basic Education in respect of food security in South Africa?

7. Which food security committee and units does the Department of Basic Education participate in?

8. What accountability, feedback and reporting systems are in place for the Department of Basic Education to monitor the implementation of the National School Nutrition Programme?

9. What is the role of Department of Basic Education as a lead department in terms of Integrated Food Security Strategy?

10. What are the indicators of food security used by the Department of Agriculture, Forestry and Fisheries and the Department of Basic Education?

12. What are the challenges and limitations facing Department of Basic Education with regard to food security in South Africa?

13. What is the government's monitoring and evaluation system in terms of food security?

14. In terms of food security how does the Department of Basic Education collaborate with other departments?

15. What was the role of the Department of Basic Education in the compilation of the current National Food and Nutrition Security Policy?

Annexure 7

Interview schedule

Department of Social Development

Sustainable Livelihoods Unit

1. What is the guiding policy framework for food security in South Africa?

2. Which institutions were involved in the development of the national food and nutrition security policy?

3. Which factors influenced the development of the national food and nutrition security policy?

4. Which departments are responsible for the coordination of the policy development process?

5. What is the rationale for the selection of the members of the Integrated Food and Nutrition Security Task Team?

6. What is the role of the Department of Social Development as a lead department in the formulation and development of the Policy?

7. What are the roles of the government departments on the Integrated Food and Nutrition Security Task Team?

8. Which programmes are implemented by the Department of Social Development in respect of food security in South Africa?

9. Which government department is responsible for the monitoring and evaluation of the Household Food Security Strategy and the National Food and Nutrition Security Policy?

10. Which government department is responsible for monitoring and evaluation of the Integrated Food Security and Nutrition Strategy and the national food and nutrition security policy?

11. What is the nature of the participation of non-governmental institutions in the development of the Integrated Food Security and Nutrition Strategy and the national food and nutrition security policy?

12. Explain the coordination of the implementation of the Integrated Food Security and Nutrition Strategy and the national food and nutrition security policy in the three spheres of government.

13. How often do the meetings of the Integrated Food and Nutrition Security Task Team take place?

14. What is the difference between the ITWG and the NCC?