# AN ASSESSMENT OF THE IMPLEMENTATION AND MANAGEMENT OF THE NATIONAL SCHOOL NUTRITION PROGRAMME IN BAKENBERG NORTH CIRCUIT SECONDARY SCHOOLS, LIMPOPO PROVINCE

## BY

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# DECLARATION

I, the undersigned, hereby declare that the work contained in this research is my original work, and I have not previously in its entirety or in part submitted it at any university for a degree.


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## ACKNOWLEDGEMENTS

# ABSTRACT

The National School Nutrition Programme (NSNP) is a poverty alleviation strategy, which was introduced in 1994 by the Government of South Africa as part of the Reconstruction and Development Programme (RDP). Studies of the Food and Agriculture Organisation, United Nations Educational, Scientific and Cultural Organisation (UNESCO) and the World Health Organisation (WHO), show that hunger, nutrition, and poverty, are strongly correlated. The same studies note that in the world as a whole, hunger impacts negatively on the Millennium Development Goals, such as universal primary education, gender equality, child mortality, maternal health, management of Human Immunodeficiency Virus (HIV) and Acquired Immune Deficiency Syndrome (AIDS), tuberculosis (TB) and malaria, and environmental stability. Hunger, specifically, has been shown to contribute to reduced school attendance, impaired cognitive capacity, high child mortality rates, high maternal death rates, increased migratory labour that increases the spread of HIV, and the unsustainable use of forest lands and resources.

The National School Nutrition Programme aims at providing meals to mostly needy learners, who come from poor families. Healthy food provides energy for the brain. The meals that are provided at schools are, therefore, intended to give energy for mental and physical activities for the body, for the brain to function, to make learners alert and receptive during lessons. Initially, meals in South African Schools were provided to all learners in Quintile 1, 2 and 3 public primary schools from Grades R to 7. The programme was extended to Quintile 1 secondary schools in April 2009. All Quintile 2 and 3 public secondary schools were included in 2010 and 2011, respectively.

To collect information for research purposes, the researcher used an interview questionnaire. This approach, which is used by the researcher, seeks to identify the impediments that pose challenges to effective and efficient implementation and management of the NSNP in the Bakenberg North Circuit of the Department of Education in the Limpopo Province.

The sample covered three secondary schools participating in the NSNP in the Bakenberg Circuits. In each school, the principal, the heads of departments and the teacher, formed part of the sample of the study.

The empirical findings were analysed and interpreted, and in presenting the findings, special reference to the research questions was made, namely: *"**An assessment of theimplementation and management of NSNP in the Bakenberg North Circuit secondary schools."*** The study shows that the Department of Education in the Limpopo Province has not managed the NSNP efficiently and effectively. The findings of this study reflect that there are still challenges that continue to plague the NSNP after so many years since inception of the programme by the Department of Education. The empirical findings of this study have revealed that the challenges confronting the implementation of the NSNP could be attributed to poor governance and corruption by the Department of Education officials. Some pockets of excellence of the NSNP are noted in the study. Recommendations are made to mitigate the problem situation. The study therefore recommends the:

- **Menu supplied by the department to be followed,**
- **Monitoring to be done at schools,**
- **Storage facilities to be improved,**
- **Issues of myth to be cleared among learners regarding the programme.**

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# CHAPTER ONE

# INTRODUCTION TO THE STUDY

## 1.1 INTRODUCTION

One of the key priorities of the current democratic government in South Africa is poverty alleviation given that the population is poor. The Limpopo Province is one of the most rural and one of the poorest of the provinces of South Africa. The South African government is consciously adopting anti-poverty measures through social security programmes, including the National School Nutrition Programme (NSNP) for learners. The NSNP has, since its inception almost 20 years ago, been fraught with endless problems, which negate the purposes of the programme. The Primary School Nutrition Programme (PSNP) was introduced in 1994.It was under the National Department of Health, with the Provincial Department of Health directly responsible for the programme in schools. A number of evaluations and reviews on the PSNP took place. The programme was relocated to the Department of Education and the name was changed from Primary School Nutrition Programme to National School Nutrition Programme (Public Service Commission, 2008: viii).

The 2006 survey by the Fiscal and Finance Committee of South Africa confirmed that there was a need to extend the National School Nutrition Programme to secondary schools. In October 2006, the Minister of Finance of South Africa announced a budget for the inclusion of secondary schools in the programme. It is funded through a conditional grant that is transferred to provinces on a quarterly basis (Province of the Eastern Cape Department of Education, 2008: 2).

The South African government, especially at provincial and local levels, is faced with daunting challenges in the implementation and management of this NSNP. The communities are desperately awaiting the proper implementation and management of the NSNP for the improvement of the quality of life of their children, as well as for the fulfillment of their constitutional right. The South African population, besides being

predominantly poor, is currently under economic depression, which has affected the developed countries and is also affecting the developing countries. As a result, the people of South Africa are losing their jobs and that poses threat to increased levels of poverty.

The intensification of the implementation and management of the NSNP, in the prevailing economic recession, is needed, most particularly, for children of poverty-stricken families. One critical reason is that for the country to be a developed one, it needs technological and managerial skills, which are guaranteed if children are to be educated. However, NSNP is one of developing governments support measures that keep learners at school. The researcher argues that if there is ineffective and inefficient implementation and management of the NSNP, learners will be denied their constitutional right to nutrition. The adverse consequence is the deprivation for many years of the opportunity for learning and education. It is a fact that the core business of the Department of Education is educating learners for the development of the country and learners themselves. The aim of this study is to assess the implementation and management of the NSNP in order to advance sustainable solutions for the NSNP implementation and management in schools in the Bakenberg North Circuit secondary schools in the Limpopo Department of Education.

## 1.2 PRELIMINARY LITERATURE REVIEW

Houston(1997) argues that one of the difficulties of the Primary School Nutrition Programme (PSNP) was that there was an inherent tension between what theintentions stated by thegovernment are and what in reality it intends to gain. She points out that governments do not embark on development programmes for development's sake, but rather to gain favour with their constituents. Houston(1997) also argues that Non-Governmental Organisations (NGOs) have a role to play in the development of South Africa and that they are better equipped to embark on programmes like the PSNP.

Researchers, such as Houston (1997) and the cited Health Unit (1997), argue for various solutions to NSNP challenges. They identify the development of more stringent targeting criteria for school feeding, improvement of the management system for the school feeding, and the development of human resources for all staff involved in the nutrition programme. The improvement of the management system, as expressed by the Child Health Unit, is in line with Houston (1997) in that it encourages the government to take advantage of the skills and abilities of appropriate NGOs in the provision of the NSNP.

This study is informed by an experience of years of problems expressed by the public and media about the NSNP as it is managed by the government. It is also informed by the fact that the core business of the Department of Education is teaching and learning, and not managing businesses of service providers.

## 1.3   PROBLEM STATEMENT

Since the inception of the NSNP in the Limpopo Province, learners who are in quintiles 1, 2 and 3 and who qualify for the NSNP in Grade R to 7 did not receive food between 2004 and 2006 in particular, and the problem still exists. Some received poor quality of food and others were not receiving food regularly since the inception of the NSNP in 1994. These are young children who cannot survive without a meal in their stomachs. Some schools have proper kitchens to be able to store the food but others do not have such facilities. The service providers were not paid timeously, and others are still owed money for services rendered in 2004 and 2005.

The World Education Forum (2000: 30) argues that adequate nutrition or the lack thereof, affects children's health and well-being in many ways, which in turn affects their ability to learn and take part in education. Malnutrition can cause death and lead to the impaired growth and development of millions of children. Impaired growth may cause children to fall behind in weight and height measures, and they may consequently not be admitted to school in time (World Education Forum, 2000: 30). As pointed out by the World Education Forum (2000: 30), good nutrition strengthens the learning potential and

well-being of children. "Children with more adequate diets score higher on tests of factual knowledge than those with less adequate nutrition" (World Education Forum, 200: 30). This argument strengthens and justifies the value of the NSNP. It is equally a strong global warning from the World Education Forum to all governments of the world that lack of nutrition does not only affect health, but the ability to learn. The question to the governments of the world in general, and South Africa, in particular, is why educate learners when there will not be learning if there is no nutrition? It therefore means that any government that continues to educate its citizenship without taking note of the poverty levels, and fails to provide regular and quality food in schools, is malicious complying, that is, it just wants to be seen to be complying without caring for any positive outcomes.

The White Paper on the Transformation of the Public Service (WPTPS) published on 24 November 1995 argues that public services are not a privilege in a civilised and democratic society, but legitimate expectations. The objectives of service delivery include welfare, equity and efficiency. The White Paper on Transforming Public Service Delivery, therefore, urgently seeks to introduce a fresh approach to service delivery. It is an approach which puts pressure on systems, procedures, attitudes and behaviours, within the public service and reorients them in the customer's favour, an approach which puts the people first. This does not mean introducing more rules and centralised processes or micro-managing service delivery activities, but rather creating a framework for delivery of public services that treats citizens more like customers, and enables the citizens to hold public servants to account for the service they receive, (White Paper on Transforming Public Service Delivery, 1997: 1.1.1 and 1.1.12).

In the context of the argument raised by the White Paper on Transformation of Public Service Delivery above, the service delivery is about the people for whom the service is put in place. In the case of the NSNP service delivery, qualifying learners are the people who should benefit. The public service has been managing the NSNP from its inception. An assessment needs to be made to check whether the implementation of the NSNP has been effective and efficient to benefit the learners, the 'customers' in the language

of the White Paper on Transforming Public Service Delivery. It is for similar reasons that many research studies have been conducted on the NSNP. The key objective for all of those studies and the current study is improved service delivery of the NSNP.

## 1.4 RESEARCH QUESTION

The research questionis: *"How is the implementation and management of the National School Nutrition Programmein Bakenberg North Circuit secondary schools of the Limpopo Department of Education".*

The researcher will be further guided by the specific questions below in finding answers to the question above.

- What impedes the proper implementation and management of NSNP in the Bakenberg North Circuit Secondary Schools in the Limpopo Province?
- What recommendations can be given in order to improve the implementation and management of NSNP in Bakenberg North Circuit Secondary Schools?
- What are the challenges that schools face in the implementation and management of NSNP?
- What are the successes of the NSNP?
- What recommendations can be given in order to improve the implementation and management of NSNP?

## 1.5  OBJECTIVES OF THE STUDY

- To investigate problems in schools, that poses challenges in the implementation and management of the NSNP.
- To identify and highlight successes of the NSNP, as well as the problematic areas that adversely influence the optimal implementation and management of the NSNP.
- To stimulate constructive suggestions and recommendations to the Limpopo Department of Education authorities in terms of creative and innovative mechanisms in the implementation of the NSNP.

## 1.6  MOTIVATION FOR THE  STUDY

The topic is selected because of the slow progress in current efforts to provide food to learners in poverty-stricken schools of Bakenberg Circuit secondary schools by the Limpopo Department of Education. The Bakenberg North Circuit is predominantly rural and has 34 schools participating in the NSNP. As the educator, I work in the Limpopo Province, Bakenberg circuit at Dennis Matlhaba. The choice of the topic is influenced by a deep-seated interest in the plight of poor communities. Moreover, the study will influence the implementation and management of NSNP as a whole.

After the installation of the democratic government in 1994 in South Africa, the African National Congress, as a leading party in government, has been faced with an enormous task of improving the standard of living for the majority of South Africans, that is, the poor communities, through the provision of basic services such as food security, water, sanitation, education, health, and housing. These services have to be best served by the national and provincial government as a guarantee that what the parliament had decided upon was implemented. The NSNP is one of such services to be delivered to the majority of poor children in South Africa.

Nengwekhulu (2009: 349-351) argues that the government's endeavours to provide public services to all South Africans have been dogged by constant accusation of systems failure to deliver services in situations where they are needed, or in situations of poor service delivery. Whilst it is important to acknowledge the remarkable public service delivery achievements, it is also important to recognise public service delivery failures. The criticism of the failure by the public servants to deliver planned and budgeted public services, which are also of high quality, is legitimate criticism. The Public Service has, in a majority of instances, been able to meet its service delivery targets. There were, however, a number of instances where the Public Service did not only fail to deliver the service promised to the public, but also delivered dismally poor services. The national policy on the NSNP (2004: 08) demands that the it should be monitored closely and effectively by the Provincial Departments. The meal servers are generally unemployed women who cook and serve meals to learners. According to this

Annual Report, the Public Service, which manages the programmes, fails to honour payments of services rendered and the remuneration of one of these meal servers, who are poor and unemployed.

## 1.7   ETHICAL CONSIDERATIONS

Approval to conduct this study has been obtained through presentation of the research proposal to the Ethics Committee at the University of Limpopo. The permission of the authorities in the targeted communities has been sought and granted prior to the conduct of the survey. To protect the human rights and welfare of the individual, all participants have been fully informed about the purpose of the study. Interviewees' permission has been sought prior to commencement of the interviews with the researcher asking each individual to confirm verbally the willingness to participate in the study. Also, the right to privacy and confidentiality has been assured and strictly adhered to. This is necessary because researchers should have high concerns for protecting privileged information and their informants.

## 1.8   DELIMITATION OF THE STUDY

This study will confine itself to investigating the challenges of the implementation and management of the NSNP.

This study is not intended to be exhaustive of all endemic problems in the education sector, but will focus solely on the assessment of the implementation and management of the NSNP in Bakenberg Circuit secondary schools of the Limpopo Department of Education.

## 1.9   RESEARCH METHODOLOGY

In the collection of information for research purposes, the researcher has been using a*qualitative approach*. This approach is adopted because the researcher would like to get the views of stakeholders who are charged with the responsibility of the implementation and management of the NSNP in the Bakenberg North Circuit. The answers to this question cannot be limited to how many schools are not fed or how much money is owed to the service providers. These represent a quantitative approach

responding to measurement only, but explanations are also required from the subjects. The opinions, experiences and feelings of individuals are important in the qualitative approach. In this study, the researcher has adopted Cohen's (2000) non-positivist approach, thus using naturalistic, qualitative and interpretative approaches in the study. Finch (1986: 158) sees a broad role for qualitative policy evaluation, *'to describe and understand the real effects of policies, to compare the assumptions upon which policies are based with social experience, and to assist in a considered assessment of their viability and appropriateness.'*

### 1.9.1  Data Collection

The methods of collecting data used *(semi-structured)questionnaires.*The studywill give the researcher an opportunity to probe deeper into those items under study. Moreover, the fact that the questionnaires are semi-structured allows some space for an interviewee to explain further. The researcher intended questioning individuals. The decision to interview individuals by the researcher is in the interest of managing time for the study and also motivated by the fact that some individuals share common experiences.

### 1.9.1.1  Sample size

All participants have been interviewed individually. The total number of responses was 29. The subjects' profile was as follows:

| Position | No. interviewed |
|---|---|
| Educators | 21 |
| Head of departments | 3 |
| Deputy principals | 2 |
| Principals | 3 |

**1.9.1.2    Research Sites**

Due to time constraints, the researcher used a sample of three schools: Bakenberg High School, George Langa Secondary School and Dennis Matlhaba 11 Secondary School. The researcher has identified rural schools that go from Grade 8 to 12 and are in quintile 2 (which is appropriate, given that the rural areas are those mostly affected by poverty and unemployment).

Cohen (2000: 93), in explaining sampling, indicates that, "factors such as expense, time and accessibility frequently prevent researchers from gaining information from the whole population. Therefore, they often need to be able to obtain data from a smaller group or subset of the total population in such a way that the knowledge gained is representative of the total population (however defined) under study."

**1.9.2   Data Analysis**

The researcher used the officials from the research unit of the University of Limpopo to analyze the data collected.

**1.10     CLARIFICATION OF TERMS AND CONCEPTS**

In this study, the researcher used the following key concepts, which are defined here in order to clear up any possible ambiguities and obscurities:

**1.10.1  Conditional grant:**    money given by the National Department to a lower sphere of government, like a provincial department, for a particular project, on top of the budget allocation to that Department (National Treasury Medium Term Budget Policy Statement, 2009: 60).

**1.10.2 Quintile:**    a poverty ranking of a community surrounding the school, where quintile 1 represents the poorest of the poor communities and quintile 5 represents the least

poor communities (Department of Basic Education Annual Report, 2009/10: viii).

**1.10.3 Governance:** management of government policies and resolution through proper implementation (http://en.wikipedia.org/wiki/Governance).

**1.10.4 Poverty:** "is the lack of basic human needs such as clean and fresh water, nutrition, health care, education, clothing and shelter, because of inability to afford them" (http://en.wikipedia.org/wiki/Poverty).

**1.10.5 Qualitative approach:** concerned with describing meaning, rather than with drawing statistical inferences (Corbin and Strauss, 2008:12).

**1.10.6Reliability:** ability of a test to produce similar scores for an individual on separate occasions and carries the primary responsibility for research (Payne and Payne, 2004: 195 – 196).

**1.10.7 Validity:** "ability of a test to measure what it sets out to measure" (Schultz and Schultz, 1986:128).

## 1.11 OUTLINE OF THE STUDY

Chapter one introduces the background of the problem, the significance of the study, and the definition of key concepts in discussing the assessment of management and implementation of the National School Nutrition Programme (NSNP) in the Bakenberg North Circuit secondary schools of the Department of Education in the Limpopo Province. The challenges are illustrated. Furthermore, the researcher highlights the objectives, delimitations, and research methodology to be followed. Ethical considerations and clarification of concepts to be used are incorporated in this chapter.

In chapter two the discussion is about the theories associated with the implementation of the NSNP. The theoretical framework to be adopted in the study is highlighted.

The policies, acts and regulations impacting on the NSNP are also discussed. The Reconstruction and Development Programme Document and the Constitution of the Republic of South Africa are used as the basis for the legislative argument in the discussion.

In chapter three the manner in which the data are collected to get what is actually happening in practice is discussed. Interviews are conducted with educators, heads of department, deputy principals and principals of the focus schools.

In chapter four an in-depth analysis of the data collected through the interviews is outlined. The empirical findings are correlated with objectives, research question and hypothesis of the study.

In chapter five the conclusion and recommendations based on empirical findings are given. The areas of dysfunctionality of the NSNP and its successes, emanating from the empirical findings are highlighted. The limitations of the study are also mentioned.

# CHAPTER TWO

# LITERATURE REVIEW

## 2.1 INTRODUCTION

This chapter explores both the international and South African literature perspectives on the implementation of the National School Nutrition Programme (NSNP). In exploration of the South African literature, the focus is on the interrogation of the NSNP in the era of the new democratic government in South Africa. A priority on the agenda of the South African government is poverty alleviation, which affects large parts of the population of the country. The NSNP is one of the poverty alleviation strategies which the South African government has adopted with the aim of improving the quality of life for its citizens. The chapter provides perspectives on the implementation of the NSNP from various scholars, and draws linkages to the research questions. The purpose is to give a clear understanding of what has been written about the subject. The key focus is on the effective and efficient implementation of the NSNP. The core to effective and efficient implementation of the NSNP is regular school feeding and food quality. According to the National Guidelines for the Implementation of the National School Nutrition Programme (2004: 8), on the obligations of provinces, they are expected to implement a monitoring system in order to ensure regular school feeding, food quality, and safety.

Although not severe, according to the World Health Organisation (WHO) guidelines, the high levels of under-nutrition found in South Africa, which is regarded as a middle-income country, is obviously one of the most important reasons for the introduction of this programme. In addition, the constitutionally recognised rights to basic nutrition and sufficient food, and the right to education, mandates the State to ensure that all children do not go hungry or remain chronically malnourished. Closely related to the above statement is the issue of household food security in South Africa" (Kalian, 2005: 6). "School feeding programmes throughout the world have successfully attracted poor children to school and retained them by offering what they would probably not get

elsewhere, namely hot food or nourishing snacks (Kallman, 2005:7). The chapter, therefore, describes the theoretical perspectives and previous research findings related to NSNP.

According to the Public Service Commission Report on the Evaluation of the National School Nutrition Programme (2008: 5), the aims of the NSNP, analysed from both the objectives of the Department of Health's era and the Department of Education's era, involve:

- Contributing to the improvement of education by enhancing primary school pupils' learning capacity, school attendance, punctuality and contribute to general health development by alleviating hunger.
- Educating pupils on nutrition and also improving their nutritional status through micro-nutrition supplementation.
- Eradicating parasites wherever indicated.
- Developing the nutrition component of the general education curriculum.

Whether the above aims were followed and achieved or not by the Department of Education in the Limpopo Province, the policy and legislative framework that will be discussed in this chapter is evidence of a commitment by the democratic government of South Africa to fulfil its mandate of redressing the imbalances of the past, including poverty alleviation. The implementation and management of the NSNP in Bakenberg North Circuit secondary schools cannot be understood without looking at the important provisions of the Constitution of the Republic of South Africa (RSA) of 1996 and other Statutory Acts, regulations and policies.

## 2.2  POLICY IMPLEMENTATION ON SCHOOL NUTRITION PROGRAMME

"Public policies (the formal and stated decisions of governing bodies) are supposed to bring about change in a current state of affairs. This change can be political, economic, social or institutional. If such policies are not effectively implemented, they remain merely statements of intent" (Cloete and Wissink, 2000: 190).Cloete and Wissink (2000: 193-205) emphasise the importance of managing public policy implementation as projects. They argue that according to the Project Management Body of Knowledge (PMBOK), elements like scope, time, cost and quality are four key elements that can

bring results in the policy implementation if a policy is dealt with as a project. Cloete and Wissink (2002: 207) state that "the responsibility for the failure to achieve the desired effects lies more often with the policy-makers and policy planners than with project managers". This study will provide a response to that.

"Policy implementation must result in the provision of services or products. Thus policy implementation could more appropriately be called a *delivery* processes. Every official concerned with the making and the implementation of policy must always be on the look-out for techniques that may be used to improve the performance of the functions involved. Through the years, numerous work methods and techniques have been devised for improving policy implementation; for example quality circles, programme budgeting, zero-based budgeting, strategic planning, critical path method, programme evaluation review technique (PERT), work study, and organisation development" (Cloete, 1998: 159). "The outcome of implementation activities can often not be predicted precisely. Therefore, every official involved in policy implementation must consciously evaluate the results obtained by the performance of the implementation activities. Provision must be made for systematic feedback of progress with implementation activities to ensure that policy-makers will always be able to adapt existing policies to remain on track with their endeavours to satisfy realistic needs. It is sometimes impossible to predict precisely the results that will be obtained by an agreed policy. Therefore, it is essential that the evaluation of the results, obtained through the policy implementation activities, should be emphasised and performed with the same vigour as the policy-making activities" (Cloete, 1998: 162).

The World Education Forum (2000: 30) argues that adequate nutrition or the lack thereof, affects children's health and well-being in many ways, which in turn affects their ability to learn and take part in education. Malnutrition can cause death and lead to the impaired growth and development of millions of children. Impaired growth may cause children to fall behind in weight and height measures, and they may consequently not be admitted to school in time (World Education Forum, 2000: 30). As pointed out by the

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has been effective and efficient to benefit the learners, the 'customers' in the language of the White Paper on Transforming Public Service Delivery. It is for similar reasons that many research studies have been conducted on the NSNP. The key objective for all of those studies and the current study is improved service delivery of the NSNP.

## 2.3  THE POLICY AND LEGISLATIVE FRAMEWORK

The provisions of the policy and legislative framework within which the NSNP is implemented are summarised below:

### 2.3.1  Reconstruction and Development Programme (RDP) of November 1994

The *White Paper on Reconstruction and Development Programme,* tabled in Parliament on 15 November 1994, sets out the government's initial plans to address the problems of poverty and inequality. Annexure One of the White Paper contains information on the Reconstruction and Development Programme (RDP) Lead Projects. The Primary School Nutrition, currently called National School Nutrition Programme, appears on this list as Project 3.3, under the broader Human Resource and Development Programme (Kallman, 2005: 4).

The scope of the RDP is the provision of an early snack, meeting 30% of the energy requirement to 3.8million children (50% of primary school children) in areas targeted on the basis of poverty criteria, particularly rural areas and peri-urban informal settlements. Project Committees at identified schools would submit proposals to the Provincial Teams for appraisal and approval. Targeting capacity-building is included to ensure effective implementation, and to link other education quality improvement and community development initiatives. The plan was to incorporate capacity building into the national nutrition scheme. The envisaged output of the scheme was the implementation in fifty schools per province by September 1994 (RDP: 1994: 46-50).

The scope and output of the RDP on NSNP have developed overtime, but the core aim of the NSNP of alleviating hunger, and consequently motivating learners to attend school and learn, remains a primary focus of the government of South Africa.

### 2.3.2 Constitution of the Republic of South Africa (Act No. 108 of 1996)

The Constitution of the Republic of South Africa (Act No. 108 of 1996) is the supreme law of the Republic of South Africa; that is, it is above all laws of the republic and has the final say to all such laws. Other laws and regulations are to give meaning to the Constitution. It is important to note that the aims of the NSNP were meant to respond to the stipulations in the Bill of Rights of the Constitution of South Africa (Sections 27, 28 and 29), which recognise and emphasise the constitutional rights of citizens to health care, food, water, social security, and education. The important sections of the Constitution related to the NSNP are:

- Section 27 (1) (b) on the right of access to sufficient food.
- Section 28 (1) (c) on the right of children to basic nutrition.
- Section 29 (1) (a) on the right to basic education.

According to Kallman (2005: 3), "children's right to basic nutrition entitles them to require that the State guarantees that they receive at least a level of nutrition that enables dignified survival, and basic physical and mental development. This imposes two sets of constitutional duties on the State. First, it must take steps, regulatory and otherwise, to ensure that those parents or family members, who are able to care for their children, provide for their nutritional needs. These steps include legal measures to ensure that parents meet their constitutional duties towards their children, as well as measures to support parents so that they are, in fact, able to do so. Second, the State itself must provide for the nutritional needs of those children whose parents or family members are unable to care for them, either because they are absent, or for reasons of poverty or other forms of incapacity. The State must meet this latter duty by supporting parents and family members in their efforts to provide the nutritional needs of their children and, in appropriate cases, provide food directly to their children." This can be interpreted to imply that the state has a major duty of justification to show that its nutritional policies prioritise the basic needs of children, both on paper and in terms of budgetary allocations and implementation measures (Kallman, 2005: 4). In terms of the

researcher's problem statement in the study, it is quite clear the constitutional imperative mentioned above is not fully honoured by the state. This statement is emphatic about indicating that since the inception of the NSNP in 1994, some qualifying learners have received poor quality of food and others have not been receiving food regularly. It is for this reason that the researcher is conducting this study to investigate challenges that impede effective and efficient implementation of the NSNP in the Bakenberg North Circuit.

Section 28 (1) (c), of the Constitution, on the right of children to basic nutrition, is honoured by both the National and the Provincial Departments of Education through the guidelines on NSNP. The implementation of the NSNP is limited to learners from poor communities through the measure of the quintiles. The targeting through the quintile norm is intended to focus on the needy and poor learners as a poverty alleviation mechanism.

### 2.3.3  National Educational Policy Act 27 of 1996

The National Policy Act (1996) is for planning, provision, financing, co-ordination, management, governance, programmes, monitoring, evaluation and well-being in the education system in South Africa. Section 3(4) of the National Policy Act confers powers to the Minister of Education to do the activities in education through the National Policy Act. Section 4 (a) of the National Policy Act emphasises the advancement and protection of the fundamental rights of every person guaranteed in terms of *Chapter 2* of the Constitution, and in terms of the international conventions ratified by the parliament, and in particular the rightto education forevery child in section 4(a)(iv) of the National Policy Act. Subject to the Constitution, the National Policy Act shall prevail over the whole or a part of any provincial policy in education if there is a conflict between national and provincial policies. The right to basic nutrition, section 28 (1) (c) in *Chapter 2* of the Constitution is guaranteed in the National Policy Act. All provincial Departments of Education have an obligation to provide the NSNP as a result of this Act. In 2008 the Minister of Education in South Africa approved that learners should be fed on all 198 school days, unlike in the past year (2007) where they were fed on three days a week

(National School Nutrition Programme, Annual Report 2008: 2). Considering the challenges in the implementation of the NSNP in the Bakenberg North Circuit, despite the above directive from the Minister of Education in South Africa, this study is being conducted to establish the challenges that impede effective and efficient implementation of the NSNP.

### 2.3.4  The South African Schools Act (Act 84 of 1996)

Access to quality basic education and learner success as stipulated in the South African Schools Act 84 of 1996 (Section 34(1)), the state is required to fund public schools from public revenue on an equitable basis in order to ensure the proper exercise of the rights of learners to education, and redress of past inequalities in education provision. Section 41(7)(c)(ii) states that a learner may not be deprived of his or her right to participate in all aspects of the programme of a public school, despite the non-payment of school fees by his or her parent(s) and may not be victimised in any manner, including, but not limited to, conduct, denial of access to the nutrition programme of the school for those learners who qualify in terms of the applicable policy. This means that the schools' Head Masters and the Chairpersons of School Governing Bodies should refrain from overreacting when exercising their authority, as there seems to be a tendency of some principals of schools to overlook this section in exercising their authority. In essence, no learner should be denied access to education. The parents are the ones who must answer for issues like outstanding payment of fees and not the child(South African Schools Act 84 of 1996, Sections 40 and 41).

### 2.3.5  The National Programme of Action for Children of South Africa of May 1996

The National Programme of Action focuses on the integrated delivery of services to children, namely nutrition, child and material health, water and sanitation, Early Childhood development and basic education, social welfare development, leisure and cultural activities and child protection measures. This is in line with the priorities of the National Department of Education of South Africa. The advantage of this programme is the conscious decision by the government of South Africa in focusing on the future of

the country, which means giving priority to children. These are developmental interventions that can sustain transformation in the country.

### 2.3.6  The United Nations Convention on the Rights of Children as ratified by the Republic of South Africa on May 1996

"The Convention on the Rights of the Child (1996) is an international treaty that recognises the human rights of children, defined as persons up to the age of 18 years. In its 41 substantive articles, it establishes in international law that states parties must ensure that all children, without discrimination in any form, benefit from special protection measures and assistance, have access to services such as education and health care, can develop their personalities, abilities and talents to the fullest potential, grow up in an environment of happiness, love and understanding and are informed about and participate in achieving their rights in an accessible and active manner" (Convention on the Rights of the Child 1996: 1).The Committee on the Rights of the Child is an internationally elected body of independent experts that sits in Geneva to monitor the Convention's implementation. In South Africa, the National Programme of Action, launched in 1996, is designed to achieve coordination of governmental and non-governmental plans in favour of children and to ensure the convergence of such plans within the frameworks of the Convention on the Rights of the Child, the World Summit for Children, and the National Reconstruction and Development Programme (National Programme of Action for Children in South Africa, 1996: 1).

Article 27 of the Convention for the Rights of the Child is worth noting in fulfilling the aims of NSNP expressed in the introduction of this chapter. Article 27(1) and (3) indicate that the state parties recognise the right of every child to a standard of living adequate for the child's physical, mental, spiritual, moral and social development, and that they, in accordance with national conditions and with their means, shall take appropriate measures to assist parents and others responsible for the child to implement this right and shall, in case of need, provide material assistance and support programmes, particularly with regard to nutrition, clothing and housing (United Nations Convention on the Rights of the Child, 1989: 10).

### 2.3.7  Norms and Standards for School Funding of 1999

This policy came into effect in August 1999, and was amended in 2006 and the amendment came into effect in January 2007 (Province of Limpopo Department of Education, 2006:3). It deals with how the state should fund public schools, the rules for exempting parents who cannot afford to pay school fees and state subsidies to independent schools. The basic principles of state funding of public schools derive from the constitutional guarantee of equality and recognition of the right to redress imbalances of the past. The Constitution makes it clear that the state must progressively provide resources to safeguard the right to education of all South Africans. However, because educational needs always exceed resources, public funding must target the needs of the poorest (Province of Limpopo Department of Education, 2006: 4*).*The *Norms and Standards* provide a framework for funding that favours poor communities the most (Province of the Limpopo Department of Education, 2006: 4). The target for learners in the poorest quintile, that is, quintile 1, was R738 per year in 2007, whereas the target for learners in the least poor quintile was R123 per year (Province of Limpopo Department of Education 2006: 8). This is evidence of a conscious decision by the new government in South Africa to redress the imbalances of the past by supporting the school in poor communities to afford schooling for the children as these funds are meant to address the needs of the school, which poor parents cannot afford to pay. Children from poor families had in the past been denied access to education due to unavailability of money to pay for school fees and, as a result, they were either refused admission to school or expelled when fees were not paid. This was experienced and observed by the researcher during the secondary schooling years. The NSNP funding, which is a conditional grant to Provincial Departments of Education from the National Department of Education through the National Treasury, becomes additional funding to qualifying schools on top of the school's allocation, which is paid in terms of the *Norms and Standards for School Funding*. The poorest schools are therefore supported to ensure that the learners of poor parents remain at school. Unlike the funds from the *Norms and Standards for School Funding*, which are allocated and finally run by the schools themselves, the NSNP conditional grant is managed by the Department of Education officials running the NSNP.

### 2.3.8  Public Finance Management Act No. 1 of 1999

The use of public funds is governed by the Public Finance Management Act 1 of 1999 (PFMA, updated in 2009) in South Africa. The purpose of the PFMA is to regulate financial management in the national and provincial governments, to ensure that all revenue, expenditure, assets and liabilities of those governments are managed efficiently and effectively, to provide for the responsibilities of persons entrusted with financial management in those governments and to provide for matters connected therewith (PFMA, 1999, Sections 6(1) (g) and 18(1)(c)). Any act of unauthorised expenditure, any irregular expenditure or fruitless and wasteful expenditure, is regarded as financial misconduct. If sections 44 and 81 of the PFMA are concurrently read, this refers to all employees of the government. Managing finance, in the spirit of the PFMA, is not limited to financial controls, but commitments that the government makes through budgeting, which have to be honoured. If a Provincial Department of Education budgets for the NSNP and also gets a grant from the National Department of Education, such monies have to be used for the purpose they were budgeted for.

Key objectives of the PFMA are to enable public sector managers to manage, but at the same time be more accountable, and to eliminate waste and corruption in the use of public funds. The conditional grant for the NSNP is a public fund, and the efficient and effective use of this fund is depended on full application control measures of the PFMA by all the managers in the public sector. It is a concern that the NSNP is having one commission after another because of the allegations of corruption, which result in the NSNP running out of funds. This state of affairs consequently impacts on the effective and efficient implementation of the NSNP, despite the existence of PFMA control measures in the employment contracts of all public sector managers, including those who are managing the NSNP. The National Guidelines of the NSNP emphasise a proper procurement process, which relates to Chapter 5 of the PFMA (The National Guidelines of the NSNP, 1994: 14-27).

**2.3.9  Education White Paper 5 on Early Childhood Development of May 2001**

"Early Childhood Development (ECD) refers to a comprehensive approach to policies and programmes for children from birth to nine years of age with active participation of their parents and caregivers. Its purpose is to protect the child's rights to develop his or her full cognitive, emotional, social and physical potential. Consistent with Education White Paper 1 on Education and Training of 1995 and the Interim Policy for Early Childhood Development of 1996, early childhood development is defined as an umbrella term that applies to the process by which children from birth to at least nine years grow and thrive physically, mentally, emotionally, spiritually, morally and socially" (Education White Paper 5 on Early Childhood Development, 2001: 5).

"The main ECD policy priority addressed in this White Paper is the establishment of a national system for the provision of the Reception Year for the children aged 5 years, which combines a large public and smaller independent component. In this regard, the Medium-Term goal of 2010 is for all children entering Grade 1 to have participated in an accredited Reception Year Programme" (Education White Paper 5 on Early Childhood Development, 2001: 5). The Development of a Strategic Plan for inter-sectoral collaboration focuses on the delivery of programmes of appropriate, inclusive, and integrated programmes, with particular emphasis on the development of a National Curriculum Statement, practitioner development and career pathing, health, nutrition, physical development, clean water and sanitation, and a special programme targeting four-year old children from poor families with special needs, and those infected with Human Immunodeficiency Virus (HIV) and Acquired Immune Deficiency Syndrome (AIDS) (Education White Paper 5 on Early Childhood Development, 2001: 6). "The early years are also critical for the acquisition of the concepts, skills and attitudes that lay the foundation for life-long learning. These include the acquisition of language, perception-motor skills required for learning to read and write, basic numeracy concepts and skills, problem-solving skills, and a love for learning (Education White Paper 5 on Early Childhood Development, 2001: 8)."

## 2.3.10 The Implementation, Monitoring and Reporting Manual of the NSNP in South Africa (January 2004)

The national guidelines of the NSNP in South Africa seek to contribute towards sustainable provision of quality nutrition to learners who are vulnerable to poverty and hunger, targeting learners from poorest schools or schools serving the poorest communities. According to The National Guidelines on NSNP( 2004: 3 - 6),role players such as School Governing Bodies, educators, programme co-ordinators, service providers and parents must be informed and trained on their role and anticipated service in the NSNP. As public funds are made available for the implementation of the NSNP, they should be in the form of a conditional grant or as part of the Medium-Term Expenditure Framework's (MTEF) three-year budget cycle of the government. Stringent mechanisms for planning, monitoring and accounting should be developed and followed by programme managers, coordinators, schools, parents, service providers, suppliers, donor partners and any other interested parties. Obligations to provinces, amongst others, include the development and implementation of effective communication plans for focused role players in order to ensure effective implementation of the school feeding programme (National Guidelines on NSNP, 2004: 8).

## 2.3.11 Intergovernmental Relations Framework Act Evolution & Practice Act (Act No. 13 of 2005)

According to this act, *intergovernmental relations* concern mainly the relations between executives and are thus profoundly political. Legislative intervention should be minimal to allow political processes to dominate. The Act focuses primarily on the outcomes that the government system must achieve, namely coherent government, effective provision of services, monitoring implementation of policy and legislation and the realisation of national priorities. This is intended to have the government machinery working better in a more integrated way, and more efficiently to deliver services to communities and people (Intergovernmental Relations Act, 2005: 9).

The Government of the Limpopo Province, through the Office of the Director General, in line with the stipulations of this Act, is coordinating critical Provincial Departments such

as Education, Health, Agriculture, and Sports, Arts and Culture to work together to align and co-ordinate policy issues to improve service delivery. These departments are coordinated through a structure called the Social Needs Cluster, which is composed of the Heads of Departments and is convened monthly. The Limpopo Provincial Departments of Education, Health and Agriculture are having a working committee to coordinate their efforts to improve the implementation of the NSNP (Nengwekhulu, R.H., 2009).

## 2.3.12 National Treasury Regulations of 2005

The National Department of Education receives a conditional grant which it distributes to the provinces in terms of the *Division of Revenue Act (Act No.5 of 2004).*

According to this Act, the conditions of the grant are the following:

- Provincial business plans, which focus on outputs, must be submitted and approved by the National Accounting Officer before the transfer of the first instalment.
- The grant must be accounted for separately from other funds transferred to the Department.
- Provinces must comply with the targeting criteria and minimum norms and standards as determined by the cabinet decision of 23 January 2002 and implementation guidelines of the national department with regard to approved menus, nutrition quality and quantity and food safety.
- Measurable objectives, as outlined in the Division of Revenue Act, must be achieved.

In terms of the regulations, the treasury is mandated to monitor the programme in the following ways:

- Provinces must report quarterly in terms of progress indicators.
- Monitoring visits by the National Department of Education and Health must report on nutrition quality, quantity and food safety.
- Periodic assessments are to be commissioned by the national department.

The quarterly reports are an obligation to the provincial departments running the NSNP. This creates the opportunity for a department to assess itself on its expenditure patterns in terms of whether the programme is running smooth or has got any challenges. It is the view of the researcher that the procurement process that leads to the tendering process, as outlined in the Treasury Regulations, is not adhered to by management and, subsequently, funds allocated for NSNP are returned back to the treasury(Kasinga, 2008).

## 2.4   CHALLENGES ON THE IMPLEMENTATION OF THE SCHOOL NUTRITION PROGRAMME

The literature review has revealed that the NSNP has been negatively influenced by a variety of factors, which have an impact on the effective and efficient implementation of NSNP, and thus adversely affect the service delivery of a poverty alleviation strategy to needy learners. The researcher is highlighting just a few, but common factors raised about NSNP challenges by South African researchers in their assessments of the NSNP. According to Houston (1997: 9-10), the challenges experienced in the implementation of the NSNP are these:

- There is theft and corruption in the NSNP.
- The Information Systems employed by government have got no reliable data.
- The monitoring procedures are inadequate.
- The budget is overstretched, where the Provincial Administration of the NSNP tries to feed every primary school child in the Limpopo Province, regardless of need.
- There is no one single clear aim. The NSNP hold as its aims the eradication of malnutrition, attracting children to school, to get them through the school day once they are there and to empower the community through the use of small business and community groups as suppliers. In so doing, the NSNP is unable to target one overarching clear and identifiable aim, which would help it to stick to a programme to achieve it.

The Public Service Commission (2008: 26) highlights the challenges in the implementation of the NSNP as follows:

- Unavailability of the necessary and needed infrastructure.
- Non-delivery of supplies.
- Delayed deliveries of the supplies.
- Substitution of other items due to shortages of the necessary items of the day.
- Some stakeholders are not aware of the role they are supposed to play in the implementation of the programme.
- Delivery of supplies, which is not according to the prescribed requirement.
- Centralisation of the programme at the provincial level.

## 2.5 THEORETICAL FRAMEWORK ON THE NSNP

Houston (1997: 17 and 20), having researched on the Primary School Nutrition Programme (PSNP) in the Eastern Cape Province, argues that the government of the Eastern CapeProvince should let the Non-Governmental Organisations (NGOs) run the programme instead of the government, given the fact that the NGOs are better capacitated to run programmes like the PSNP and that they are having a proven record of running programmes even without the government's financial assistance. From the inception of this programme in 1994, a number of NGOs were running the NSNP in the Eastern Cape Province, assisting the government. Some fictitious NGOs could not be properly screened by the Department of Health in the Province of the Eastern Cape, which led to poor quality of food delivered.

It is worth noting that according to Houston (1997: 12), in 1995 the Department of Health in the Eastern Cape Province made its own investigation of the challenges facing the PSNP in 1995 by establishing Audits and Task Teams, but the recommendations were never fully implemented, and the condition of the NSNP could not be improved. The same can be said about the era of the Department of Education in the Limpopo Province, which took over the administration of the PSNP from the Department of Health.

The purpose of the evaluation of the NSNP by the Child Health Unit in 1997, for the whole of South Africa, was to provide a comprehensive, but rapid assessment of the main problems, weaknesses and strengths of the PSNP policy, and its management and implementation (The Child Health Unit, 1997:3). The evaluation was expected to focus on improving performance and effectiveness for the future, rather than on describing the impact of the PSNP in the past. Some of the findings indicate that centralised financial control mechanisms have often led to delays in the processing of funds, causing problems with the remuneration of food suppliers. In many instances, this has been the cause of school feeding being suddenly stopped in schools. There has been corruption and leakage of funds from the PSNP with problems in Mpumalanga and the Limpopo having received considerable media attention. There are cumbersome and difficult administrative procedures, especially with the quotation system. The lack of staff and transport has been described as a cause of poor monitoring and evaluation at the school level by several provinces, especially of the more isolated rural schools.

Researchers suggest various solutions to NSNP challenges. They identify the development of more stringent targeting criteria for school feeding, improvement of the management system for the school feeding, and the development of human resources for all staff involved in the nutrition programme. The improvement of the management system, as expressed by the Child Health Unit, is in line with Houston (1997) in that it encourages the government to take advantage of the skills and abilities of appropriate NGOs in the provision of the NSNP.

According to the Child Health Unit (2011/2012: 40-43), the Limpopo Province has got 312 service providers and one cooperative to run the programme. This number is too small to cover the province and coordinate its business effectively. These researchers further encourage a management system of the NSNP that promotes community involvement through the simplification of bureaucratic and administrative procedures settlement, rural and farm schools.

Many researchers of the NSNP, such as Houston (1997) or the Child Health Unit (1997), continued to focus mainly on stringent targeting criteria as a solution to the NSNP problem, amongst other solutions. This framework is noted, but it should be understood that during the inception of the NSNP, when it was under the Department of Health in the Limpopo Province, there were no formal criteria or standards set to identify needy schools, until the Department of Education came up with a standardizing measure for needy schools, that is, the quintile rating system. The Department of Education came up with the rating of schools according to quintiles 1 to 5, where poor schools are in quintiles 1 to 3, and the well-off schools are in quintiles 4 and 5. The basis for quintile is the level of poverty of the community that surrounds the school. The quintile assumes that if the community surrounding the school is poor, the school deserves a lower quintile.

Kallman (2005) focuses on the targeting of poor children for the programme. Kallman cautions on the use of quintiles, which can cause unintentional unfair disadvantage to poorer provinces because the depth of their poverty is greater, and therefore the targeting should be done nationally and not on province level. Kallman argues that a school in the poorest 20% (resource targeting list) in Gauteng may fall into the same category as one in the next quintile in the Eastern Cape; that is, the schools in lowest quintile (quintile 1, poorest of the poor) in Gauteng, as a result of their poor surrounding communities, may be at a better level than a quintile 1 school in the rural Limpopo Province. Kallman also raises a concern that the programme currently excludes poor children who attend schools in wealthier areas, but are coming from poor families. Kallman (2005: 17) indicates that some of the targets during the PSNP were the identification of geographical areas where poverty levels are highest, and also the avoidance of compromising the number of feeding days, quantity and quality of food, and menu options, in an effort to feed more children, because this would adversely affect school feeding. In essence, Kallman sees the effective implementation of the NSNP as addressing the needy children for which the programme has be developed. That means,Kallman encourages governments to target the right schools and the right learners.

In assessing the efficiency and effectiveness of the implementation of the school nutrition programme, Wildeman and Mbebetho (2005: 36) focus on policy cost of the nutrition programme. The researchers are analysing efficiency and effectiveness in the spending by the government in the programme by discussing three public finance contexts within which the school nutrition programme operated in the period immediately after the 1994 elections(the period between 1996 and 2000 and the Medium-Term Expenditure Framework from 2004 to 2007). The phase that needs to be noted is the period from 1996 to 2000, where the government adopted a government's macro-economic strategy called Growth, Economic Development and Redistribution (GEAR), informing fiscal policy and budget policy. Gear's main influence was on moderating social services' spending, and social services programmes' reduction, on the national purpose, that is, the developmental programmes that the national government committed to implement through social services spending in order to redress the past imbalances that affected the majority of the black population of South Africa. The school nutrition programme was reduced in real average annual terms by 9.7 per cent, while actual expenditure decreased by 3.9 per cent over the same period (Wildeman and Mbebetho, 2005: 37-38).The Congress of the South African Trade Unions (COSATU) intensively challenged the government on GEAR, citing the fact that the government had abandoned the Reconstruction and Development Programme (RDP) which was a consulted upon ANC policy document for a macro-economic policy, whilst there had been no consultation with regard to GEAR.

The researchers are making a unique recommendation in trying to solve the problems of the NSNP, and they are calling for a social dialogue. Wildeman and Mbebetho are inviting all interested parties, community networks, stakeholders, and local communities to discuss and define the relative roles of different parties responsible for implementing constitutional child socio-economic rights. This is critical because there will be an opportunity to brainstorm solutions and buy-in on decisions as they will be collective decisions rather than rubber-stamping or blaming each other or the government for failure on NSNP. This is a clear indication that the government alone cannot run the NSNP. Wildeman and Mbebetho (2005: 7 and 15) emphasise an integrated nutrition

strategy, and not NSNP alone. They want to see a balance between the NSNP and other socio-medical interventions in order to improve the conditions of poor learners. Wildeman and Mbebetho (2005:10) conclude that the programme has been implemented in an increasingly cost-effective manner, but argue that this could result in more and more poor children being excluded, given the high proportion of children living in poverty.

What many assessments have done is to reflect on the problems experienced during and after the implementation of the school nutrition programme as it is implemented by the government(s). Some researchers, in their evaluation, have reflected on both the successes and weaknesses of NGOs in managing the school nutrition programme. The researcher fully acknowledges the problems that have been expressed by other researchers about the school nutrition programme. The researcher has observed that the problems reflected about the programme are similar over the years, for a period of 20 years since the inception of the programme. The researcher's assumption, based on so many years of the similar problems of the programme, is that the 'drivers' of the programme may the problem, that is, *the challenge could now be in governance.* This assumption forms the purpose of the study by the researcher.

Another researcher, Tomlinson (2007), focuses on the critique of South Africa's and Malawi's models of Primary School Nutrition Programmes in order to propose an alternative model for school feeding, which draws on notions of food sovereignty as the emphasis. Food sovereignty refers to the rights of communities to define their own agricultural, labour, fishing, food and land policies, which are ecologically, socially, economically and culturally appropriate to their circumstances (Tomlinson, 2007: 3). The School Feeding Programme is entirely funded by the government in South Africa, in southern Africa and in Malawi. In East Africa, the School Feeding Programme is predominantly operated and funded by external sources. In South Africa, many small businesses were used to stimulate growth of small businesses and income generation, but any food security aspects at community or household level were lost by opting for the cheapest food tender. Despite the broad aims of the PSNP (such as nutrition

education and micronutrient supplementation), it has generally been a vertical school feeding programme, rather than a comprehensive nutritional programme, making any proposed impact on national status unlikely. Tomlinson encourages communities to run the nutrition programmes. What can be added to Tomlinson is the acknowledgement that the South African as well as African population is unskilled and, therefore, the food sovereignty should be supported by capacitating the communities.

The Public Service Commission (2008) assessed the implementation of the NSNP provided by the Departments of Education in the Eastern Cape and Limpopo Provinces. These are historically the poorest areas of South Africa and extremely rural. The specific objectives were to evaluate the effectiveness of the NSNP, identify and highlight successes of the programme, as well as problematic areas that adversely influence the optimal implementation of the programme, providing recommendations in terms of the effective implementation of the programme. Purposive sampling was applied in the study focusing on samples of schools which included school principals, school deputy principals, head of departments, educators. The sample included 3 rural based secondary schools. The Public Service Commission, which is an independent constitutional arm and a watchdog of the South African Public Service on behalf of the government reconfirms in its findings that the majority of the beneficiaries of the NSNP came from poor backgrounds, thus put aside the fears that the government could not be targeting the correct learners for the NSNP. This is an important element in the public service because the money budgeted should serve the purpose it was budget for; otherwise in accounting for public funds according to the Public Finance Management Act (Act No: 1 of 1999), it would be wasteful expenditure. The Public Service Commission in its recommendations has not recommended anything changing the status quo; instead it encourages the tightening of systems by the Department of Education for regular quality check and control during the delivery of the food. The Public Service Commission (2008),has in a way not fully exercised its constitutional mandate to monitor as there have been systems and guidelines in the government (in both the Department of Health and Education), since 1994, on how to best run the programme.

## 2.6  CONCLUSION

The Department of Education in the Limpopo Province has provided the NSNP to about 4 700 qualifying schools out of a total 5 800 provincial schools, in the 2009/10 financial year. This is a clear indicator of the extent of poverty engulfing the Limpopo Province, and a motivation for sensitivity, commitment and enthusiasm within which the NSNP must be managed and guarded. The quality of interaction between the public servants, as the government machinery, and the public in the service delivery transaction, determines the impact of the state's development. If the NSNP is not delivered according to both national and provincial guidelines to schools, the state is failing to manage poverty alleviation. The researchers above show indications that service delivery has been compromised as far as NSNP is concerned and these researchers continued to make certain recommendations in different times of the inception of the NSNP. Efforts have to be made to find a lasting solution to the NSNP challenges in terms of guaranteeing meals on each school day to learners of qualifying schools.The government should get value for money spent as the outcome will be achieved. The participation of the communities in the NSNP and the use of NGOs should be brought to a dialogue to eliminate dependency by the communities.

Given the possibility that poor learners who remain in school as a result of the NSNP will in fact have careers in future, the cycle of poverty will be removed from their families and sustainable development will be guaranteed. Steyn and Labadarios (2002: 333) argue that as long as unemploymentremaines high, supplementary school meals for needy school children should be continued.

This chapter started by focussing on the aims and objectives of the National School Nutrition Programme (NSNP). This is critical, as the study is about the assessment of the challenges in the implementation of the NSNP. The core of this chapter has been on the policy and legislative framework that the South African government has adopted in giving meaning to measures of poverty alleviation for children by making the provision of nutrition in needy schools. The discussion has highlighted that the Reconstruction and Development Programme (RDP) has set out the government's plans to address the problems of poverty and inequality, which continued in the introduction of the NSNP. The policy and legislative framework expressed in this chapter illustrates the

government's commitment to the fulfilment of the fundamental rights of children with a specific emphasis on the provision of nutrition in schools.

The National Department of Education has, in 2004, as a custodian of the NSNP, produced a policy document to be followed by Provincial Departments of Education. This policy document forms a basis for in-depth assessment of the challenges of the implementation of the NSNP, given that this policy is the current tool for the implementation of the NSNP in South African schools. The National Programme of Action for Children of South Africa of 1996 is another important practical effort and commitment of the democratic government to ensure that the NSNP is provided efficiently in qualifying schools. The next chapter focuses on the *research methodology* used in gathering empirical data for this study.

# CHAPTER THREE

# RESEARCH METHODOLOGY

## 3.1   INTRODUCTION

Research methodology focuses on the research process, the kind of tools, and the most "objective" (unbiased) procedures to be used (Mouton 2001: 56). Brynard and Hanekom (1997: 27) define *research methodology* as "the how of collecting data and the processing thereof within the framework of the research process. Moreover, it also identifies two methodologies for collecting data, namely quantitative and qualitative methods, and indicates that both methods make use of specific techniques to collect data, *inter alia,* literature reviews, interviews, questionnaires, and direct observation."

According to Brynard and Hanekom (1997: 29), "indispensable condition or qualification for qualitative methodology is a commitment to seeing the world from the point of view of the actor or participant." They further explain that qualitative methodology refers to research that produces descriptive data. The methods used for the construction of data collection instrument, sample selection, data collection and data analysis are explained in this chapter within the context of the research question of this study, that is, *"What are the challenges in the implementation and management of the National School Nutrition Programme in the Bakenberg North Circuit of the Limpopo Department of Education?".*

Trustworthiness of the study was attained to ensure the integrity of the findings. The chapter winds up by presenting ethical issues that guide the entire research process.

## 3.2 OBJECTIVES OF THE STUDY

- To assess the implementation and management of the NSNP provided by the Limpopo Department of Education in Bakenberg North Circuit secondary schools.
- To provide an understanding of those inherent problems in schools, that pose challenges in the implementation of the NSNP.

- To identify and highlight successes of the NSNP, as well as the problematic areas that adversely influence the optimal implementation and management of the NSNP.

- To stimulate constructive suggestions and recommendations to the Limpopo Department of Education authorities in terms of creative and innovative mechanisms in the implementation of the NSNP.

## 3.3  RESEARCH DESIGN

Mouton (2001: 55) emphasizes that there is a difference between research design and research methodology, and further explains the research design as the next step after formulating the research problem. "Put simply, what kind of a study will a researcher be doing? What type of study will best answer the question that the researcher has formulated? Research methodology, on the other hand, focuses on the research process and the kind of tools and procedures to be used" (Mouton, 2001: 55-56). Powell (1999: 21) explains a *research design* as "a sequence of events, which connects the procedure for collecting empirical data to the initial research question on the one hand and to the subsequent data collection, analysis and conclusions on the other hand." Qualitative research will allow for the description of how the implementation process takes place and the discussion of factors that affect policy implementation.

The research design refers to the overall strategy that one chooses to integrate the different components of the study in a coherent and logical way, thereby; ensuring one will effectively address the research problem. It constitutes the blueprint for the collection, measurement, and analysis of the data. The function of a research design is to ensure that the evidence obtained enables the researcher to effectively address the research problem logically and as unambiguously as possible. In social sciences research, obtaining information relevant to the research problem generally entails specifying the type of evidence needed to test a theory, to evaluate a program, or to accurately describe and assess meaning related to an observable phenomenon (USC Libraries: 2014).

A well-developed research design will assist the researcher to achieve the following (USC Libraries: 2014):

- Identify the research problem clearly and justify its selection, particularly in relation to any valid alternative designs that could have been used;
- Review and synthesize previously published literature associated with the problem;
- Clearly and explicitly specify hypotheses [i.e., research questions] central to the research problem;
- Effectively describe the data which will be necessary for an adequate testing of the hypotheses and explain how such data will be obtained; and
- Describe the methods of analysis to be applied to the data in determining whether or not the hypotheses are true or false (USC Libraries: 2014).

The study will however restrict itself to descriptive research design.

## 3.4 RESEARCH METHODOLOGY

The research methodology section describes the rationale for the application of specific procedures or techniques used to identify, select, and analyse information. These are applied in order to understand the research problem, thereby, allowing the reader to critically evaluate a study's overall validity and reliability. The methodology section of a research paper answers two main questions: How were the data collected or generated? And, how were they analyzed? The writing should be direct and precise and always written in the past tense. Methodology is a technique of collecting data systematically is the rationale behind collection of concepts, ideas, theories, and assumptions (USC Libraries: 2014).

Due to the nature of the study, the research used different research methods, techniques, approaches to collect data in the area of the study. The researcher also employed different research paradigms which include both positivism and phenomenology due to their relevance to inform the study. These two paradigms compelled the researcher to use both the qualitative and quantitative approaches. The

combination of the two research designs is called the mixed method research design. To supplement the above research designs, case studies and exploratory research design were looked upon. The mixed method research design assisted the researcher to develop both the questionnaire and structured interview that made him to quantify the number of respondents and to understand the in-depth of the problem through the qualitative research approach.

## 3.5 RESEARCH PARADIGMS

### 3.5.1 Positivism

A positivist approach is based on the philosophical approach also known as *logical positivism*. The positivism approach underlies the natural scientific method in human behavioural research and holds that research must be limited to what we can observe and measure objectively, that is, that which exists independently of the feelings and opinions of individuals. The positivist approach to research is also known as the quantitative approach (Wellman, Kruger and Mitchel, 2005: 6). This position is based on the fact that in order for the truth to be revealed, the method of research must be valid and reliable and the researcher must be independent and not affected by the outcome of the findings (Wellman, Kruger and Mitchel, 2005: 6).

### 3.5.2 Phenomenology

Phenomenological research is a qualitative method that attempts to understand participants' perspectives and views of social realities. It aims at letting the phenomenon speak for itself (Leedy and Ormond, 2014: 102).

Imenda and Muyangwa (2002: 26) postulate that meanings about the world are determined in the eyes of the beholder. They further argue that that, which appears to the researcher could be different from that which appears to the people constituting a given research sample. What appears in the consciousness of the researcher demands a universe of power relations between the researcher and the research sample. This means that the researcher should engage in an investigation which truly seeks to find

out how a given phenomenon appears to and is construed to be by the members of the research sample.

The purpose of the phenomenological approach is to establish the essential characteristics of a given phenomenon, idea, or object without which, in the eyes of the beholder, such phenomenon, idea or object would cease to be known as such (Imenda and Muyangwa, 2002: 26).

This kind of approach has assisted in the observation and assessment of the situation, while taking into account the previous situations in the event of constructing knowledge.

## 3.6 MIXED METHOD RESEARCH DESIGN

A mixed methods research design is a procedure for collecting, analysing, and mixing both quantitative and qualitative research and methods in a single study to understand a research problem (Cooper & Schindler, 2008:14). It utilizes both quantitative and qualitative data collection methodologies including the following:

- Interviews and questionnaires;

- Performance tests and observation;

- Questionnaires and follow up focus groups; and

- Document analysis, performance tests, questionnaires and interviews (Cooper & Schindler, 2008:14).

The ways in which the researcher might combine qualitative and quantitative methods are almost limitless, restricted only by the researcher's imagination and creativity and by the nature of the research problem (Leedy and Ormond, 2014: 269). The following general design will help the researcher to envision some of the possibilities:

- **Convergent designs**

In a convergent design, the researcher collects both qualitative and quantitative data in parallel, usually at the same time and with respect to the same research question(s). The researcher gives equal weight to the two types of data and strives for triangulation,

with the hope that analyses of both sets lead to similar conclusions about the phenomenon under investigation (Leedy and Ormond, 2014: 270).

## 3.7    POPULATION

The study focused on Bakenberg North Circuit secondary schools. The circuit is situated about 57 km north-east of Mokopane Town. The circuit has 13 secondary schools. The study focus on three secondary school, which are Dennis Matlhaba II, George Langa and Bakenberg high. A total of 21 educators, 3 heads of departments, 2 deputy principals and 3 principals provided responses.

Leedy and Armrod (2005:145) state that a population is a collection of all observations of a random variable under study about which one is trying to draw conclusions in practice. According to Steyn (2008: 23), a population comprises the total collection of all the elements or units of analysis (members of a population) about which a researcher aims to reach (a) distinct conclusion(s). A population is thus the full group of potential participants to whom the researcher wants to generalize the findings of the study (Madikizela, 2006: 29). In contrast to a population, a universe refers to all possible elements cases of a certain kind. Therefore, the population is that portion of the universe that the researcher has possible access to.

The target population under consideration in this study was the thirteen (13) secondary schools. Principals, deputy principals, heads of departments and educators participated in the study.

In a situation where it is not possible to survey the entire population within a reasonable time and within the resources at the disposal of the researcher, he or she must identify the part of the target population that is accessible and the sample of the study should be taken from the identified target group (Henning, Van Rensburg& Smith, 2004: 28).

### 3.8 SAMPLING

A sample is defined by Leedy and Ormrod (2005:145) as a subset of the population that exhibits all the characteristic features of the population. Sampling is divided into two, namely, probability and non-probability sampling methods. Due to the large number of potential respondents in the study, the researcher used a random sampling method to achieve the intended aim and objectives of the study. Therefore, sampling is the process of selecting from the aggregate or totality of the objects or individuals regarding which inferences are to be made based on the study.

#### 3.8.1   Sampling methods

Hair, Bush and Ortinau (2002: 344) argue that there are two main sampling methods, namely probability sampling and non-probability sampling. Probability sampling is based on the concept of random selection in which each sampling unit in the defined target population has a known, non-zero probability of being selected for the sample. In contrast, non-probability sampling is arbitrary (non-random) and the probability of selection of each sampling unit is not known (Cooper and Schindler, 2001: 166).

There are different sampling techniques but for this study only random and purposive sampling were used because of the relevance of these techniques to the study.

#### 3.8.2   Random sampling

Random sampling is the process of selecting a sample from the population where all the elements in the population have equal chances of being selected (Utts and Hechard, 2007: 80). The sample in this study consisted of male and female small business managers in the area of the study. The attributes of successive random samples drawn from the population suggest that it is wise to use stratified random sampling if it included the possibility of all members of the population getting similar opportunities.

Stratified random sampling is obtained by separating the population into mutually exclusive sets, or strata, and the drawing a sample from each stratum. To draw a representative stratified random sample, two aspects must be considered, first is to identify the various strata according to one or more variables and second is to draw a

random sample from each separate stratum. Using this method one can be more certain of obtaining a representative sample from a population with clearly distinguishable strata (Welman*et al.*, 2005: 61).

The advantage of using stratified random sampling is that from a normal population which is stratified in terms of gender, the probability of the sample consisting of members of one gender only is zero. Stratified random sampling requires smaller samples to obtain valid results and ti ensure the sample's representativeness (Welman*et al.*, 2005: 61).

### 3.8.3   Non-probability sampling

The probability that any element (unit of analysis) will be included in a non-probability sample cannot be specified. The advantage of non-probability samples is that they are less complicated and more economical (in terms of time and financial expenses). Non-probability samples may also be especially useful in pilot studies in which a preliminary form of a questionnaire has to be tested (Welman, *et al.*, 2005: 67).

According to Welman*et al.* (2005: 69),*purposive sampling* is the most important type of non-probability sampling. Researchers rely on their experience, ingenuity and/or previous research findings to deliberately obtain units of analysis in such a manner that the sample they obtain may be regarded as being representative of the relevant population. The researcher selects a particular group or category from the population to constitute the sample because this category is believed to mirror the whole population with reference to the characteristics in question. The researcher purposefully selects some members while leaving others out. This is relevant when there is a specific objective.

It was wise for the study to take the correct view of both these methods namely stratified random sampling and purposive sampling. The purposive sampling technique was used in the study.

## 3.9 DATA COLLECTION

**Data collection** is the process of gathering and measuring information on variables of interest, in an established, systematic fashion that enables one to answer stated research questions, test hypotheses, and evaluate outcomes. The data collection component of research is common to all fields of study including physical and social sciences, humanities, business, etc. While methods vary by discipline, the emphasis on ensuring accurate and honest collection remains the same. Regardless of the field of study or preference for defining data (quantitative, qualitative), accurate data collection is essential to maintaining the integrity of research. Both the selection of appropriate data collection instruments (existing, modified, or newly developed) and clearly delineated instructions for their correct use reduce the likelihood of errors occurring (Northern Illinois University, 2005).

The data were collected from the participants through the use of questionnaires based on the mixed method research design as stated in the study. The interview schedule instrument assisted the researcher to collect more data while the analysis assisted the researcher to understand the in-depth of the research problem in the area of the study.

The researcher interviewed 29 respondents, 14 male and 15 female, in the area of the study. In this section the researcher collected data through interviews from 29 authoritative representatives(principals, deputy principals, heads of departments and educators) representing 13 secondary schools in the Bakenberg North Circuit. Secondary data were also collected from existing documentation from the Department of Basic Education reports.

This was done to meet and satisfy the requirements of both the quantitative and qualitative research approaches incorporated in the study. Gender sensitivity was taken into consideration so as to avoid bias and have a completely representative study.

### 3.9.1  Questionnaires

A questionnaire is a means of eliciting the feelings, beliefs, experiences, perceptions or attitudes of some sample of individuals. As a data collecting instrument, it could be structured or unstructured (Oklahoma State University, 2002). The questionnaire is most frequently a very concise, pre-planned set of questions designed to yield specific information to meet a particular need for research information about a pertinent topic. The research information is attained from participants normally from a related interest area. A questionnaire is a written or printed form used in gathering information on some subject or subjects consisting of a list of questions to be submitted to one or more persons (Oklahoma State University, 2002). Following are the advantages of using the questionnaire as a data collection tool:

- Economy - Expense and time involved in training interviewers and sending them to interview are reduced by using questionnaires;
- Uniformity of questions - Each participant receives the same set of questions phrased in exactly the same way. Questionnaires may, therefore, yield data more comparable than information obtained through an interview; and
- Standardization - If the questions are highly structured and the conditions under which they are answered are controlled, then the questionnaire could become standardized (Oklahoma State University, 2002).

### 3.9.2  Interviews

An interview is a direct face-to-face attempt to obtain reliable and valid measures in the form of verbal responses from one or more respondents. It is a conversation in which the roles of the interviewer and the participant change continually (Oklahoma State University, 2002). The following are the advantages of using an interview as a data collection tool:

- Allows the interviewer to clarify questions;
- Can be used with young children and illiterates;
- Allows the informants to respond in any manner they see fit;

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- Allows the interviewers to observe verbal and non-verbal behaviour of the respondents;

- Means of obtaining personal information, attitudes, perceptions, and beliefs; and

- Reduces anxiety so that potentially threatening topics can be studied (Oklahoma State University, 2002).

For the purpose of this study, the researcher used structured and open-ended questions during interviews. The open-ended questions gave the interviewee space to make further input into the questions.

## 3.10    DATA ANALYSIS

*Data analysis*is the process of systematically applying statistical and/or logical techniques to describe and illustrate, condense and recap, and evaluate data. Various analytic procedures provide a way of drawing inductive inferences from data and distinguishing the signal (the phenomenon of interest) from the noise (statistical fluctuations) present in the data. It refers to the process of unpacking an object, phenomenon, entity, process, or event that the researcher is investigating. An essential component of ensuring data integrity is the accurate and appropriate analysis of research findings. Improper statistical analyses distort scientific findings, mislead casual readers and may negatively influence the public perception of research. Integrity issues are just as relevant to analysis of non-statistical data as well (Northern Illinois University, 2005). There are a number of considerations/issues in data analysis that researchers should be cognizant of with respect to data analysis and these include:

- Having the necessary skills to analyse
- Concurrently selecting data collection methods and appropriate analysis
- Drawing unbiased inference
- Following acceptable norms for disciplines
- Determining statistical significance
- Providing honest and accurate analysis
- Manner of presenting data

- Environmental/contextual issues
- Data recording method
- Reliability and validity

According to Blaikie (2003: 28), "all social research should be directed towards answering research questions about characteristics, relationships, patterns, or influences in some social phenomena. Once appropriate data has been collected or generated, it is possible to see whether, and to what extent, research questions can be answered. *Data analysis* is one step, and an important one, in this process. In some cases, the testing of the theoretical hypotheses, that is, possible answers to "why" research questions, is an intermediary step. In other cases, research questions will be answered directly by an appropriate method of analysis." "The process of data analysis involves making sense out of text and image data. It involves preparing the data for analysis, conducting different analyses, moving deeper and deeper into understanding the data (some qualitative researchers like to think of this as peeling back the layers of an onion), representing the data, and making an interpretation of the larger meaning of the data" (Creswell, 2009: 183). According to Corbin and Strauss (2008: 57-66), "analysis involves what is commonly termed *coding,* taking raw data and raising it to a conceptual level."

This chapter is based on the scientific techniques employed in collecting and analysing data to indicate the factors encumbering or accelerating the assessment of the management and implementation of NSNP in Bakenberg North Circuit secondary schools of the Limpopo Department of Education. The researcher will be capacitated to advise relevant stakeholders on principles of best practices when it comes to NSNP. Data analysis and interpretation of results will allow the researcher to arrive at appropriate conclusions and recommendations that answer the research questions stated in chapter one.

In this regard the objective of the study was to assess the management and implementation of NSNP in secondary schools of the Bakenberg North Circuit. A

selected sample of secondary schools was involved in generating data that would assist the researcher in the identification of the problem, and factors and issues related to management and implementation in the area of the study.

In order to achieve the above-mentioned objective, the study used data collected through the use of questionnaires and interviews. The data collected were processed and analysed using the Statistical Package for the Social Sciences (SPSS) so as to maintain the validity and the reliability of the information in the research.

## 3.11    VALIDITY

Validity is established when the actual measure measures the intended construct. It therefore refers to the accuracy of measurement and the extent to which a test measures what it claims to measure. Validity determines whether the research truly measures that which it was intended to measure or how truthful the research results are. In other words, does the research instrument allow you to hit "the bull's eye" of your research object? Researchers generally determine validity by asking a series of questions, and often look for the answers in the research of others (Golafshani, 2003: 599).

Content validity refers to how accurately an assessment or measurement tool taps into the aspects of the specific construct in question. In other words, do the questions really assess the construct in question, or are the responses by the person answering the questions influenced by other factors? In order to achieve content validity, all components of the intended construct to be measured must be included (Education Portal, 2003).

The research instruments were piloted to gain preliminary insight into the phenomenon under investigation before it was finally used to collect data. This process was possible through piloting the instruments and appropriately modifying them to achieve the intended outcomes, which answered the research questions and objectives of the study. Construct validity refers to how well a test or tool measures the construct that is was designed to measure. It is established by looking at numerous studies that use the test being evaluated. Construct validity measures the degree to which scores reflect the

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intended outcomes, which are intended to be measured, using the instruments (Education Portal, 2003). The instruments used in the collection of data were constructed in such a way that they collected valid data that were required in order to answer the research questions as accurately as possible.

## 3.12    RELIABILITY

Good research instruments collect data that are reliable and help the researcher to achieve the intended objectives of the study. The extent to which results are consistent over time and an accurate representation of the total population under study is referred to as reliability and if the results of a study can be reproduced under a similar methodology, then the research instrument is considered to be reliable (Golafshani, 2003: 598). Reliability is established when tests get the same results when the same participants are given the same score under similar conditions. The outcome of the research should be able to hold if another researcher conducts similar research.

The researcher eliminated bias in the interviewing process by concentrating on the research questions and eliminated opposing personal views by leading the respondents to the answers. The participants were prepared for the interviews in order to establish credibility of the information collected. The participants that were targeted were closely managed to ensure that the data were not contaminated. The researcher did not divulge information to any of the participants so as to get the reliable data from other participants.

## 3.13    ETHICAL CONSIDERATIONS

By conducting the study, the researcher applied the usual ethical guidelines which included protecting the participants from harm, ensuring that voluntary and informed consent is acquired and the participants' right to privacy regarding everything they revealed about themselves. Furthermore, the researcher has obtained permission from appropriate authority at his institution for conducting the research study.

The information obtained was used for the purpose of this research project only and the results were only used for data analysis in this study conducted within the demarcations of Bakenberg North Circuit. The identity of the participants and other legal documents were not revealed to protect them from public scrutiny and criticism.

With regard to the professional code of ethics, the researcher obtained approval from the circuit managers to conduct the study and they were also informed in detail about the research. The ethical codes of the professionals involved in the study were taken into consideration by the researcher. The researcher signed a letter of informed consent and the privacy of participating professional individuals was respected during the research process. There were no physical tests and experiments conducted during the research study and the research did not pose any potential harm, risk or danger to the participants. Participants were also protected from any unnecessary risks and physical discomfort.

### 3.14 CONCLUSION

In this chapter, different research paradigms, approaches, methods and techniques used in collecting data for the study were discussed. The population of the study and sampling methods employed were outlined. The choices of research design, paradigms and their applicability to the study were also explained.

From the discussions in this chapter, it is evident that the combination of approaches, methods, design and techniques in conducting the research was prudent. All the research approaches and methods are relevant as long as they are used appropriately in the study.

The next chapter will focus on data collection, analysis, and interpretation of data collected. The applicability and the relevance of the data collected in the study to an assesment of management and implementation of NSNP in Bakenberg North Circuit secondary schools will be discussed in detail.

# CHAPTER FOUR
## AN ANALYSIS AND INTERPRETATION OF EMPIRICAL FINDINGS

### 4.1  INTRODUCTION

This chapter focuses on the analysis and interpretation of the empirical findings. In presenting the findings, special reference to the research question is made, namely: ***"An assessment of the implementation and management of the National School Nutrition Programme in the Bakenberg North Circuit of the Limpopo Department of Education".*** The researcher is further guided by the specific questions below in finding answers to the question above:

- Is there a policy guiding the implementation of the NSNP?
- Is the policy being implemented according to pre-determined goals?
- What impedes the proper implementation of such a policy?

This chapter is based on the scientific techniques employed in collecting and analysing data to indicate the factors encumbering or accelerating the assessment of the management and implementation of NSNP in Bakenberg North Circuit secondary schools of the Limpopo Department of Education. The researcher will be capacitated to advise relevant stakeholders on principles of best practices when it comes to NSNP. Data analysis and interpretation of results will allow the researcher to make at appropriate conclusions and recommendations that answer the research questions stated in chapter one.

### 4.2 DATA COLLECTION

The information in chapters one, two and three must be applied in a particular situation in order to establish its relevance to the research study. The relevance of the information was determined by the participants' accuracy and reliability of the data collected. The data in this chapter is derived from 29 structured questions completed by 15 female and 14 male respondents working in the focus secondary schools. Responses from all the completed questionnaires were used to discuss factors and

challenges that prohibit the implementation and management of NSNP in the focused secondary schools.

## 4.3 ANALYSIS AND INTERPRETATION OF THE RESULTS

### 4.3.1   DATA OBTAINED THROUGH EMPIRICAL RESEARCH

The researcher received full participation and feedback from the participants who were invited to participate in the research. The analysis of data is summarized in tables and figures as indicated below. Information obtained from the sample element in the sample survey was generated by using statistical inference in order to reach valid conclusions about characteristics of the population as a whole (Utts and Hechard, 2007: 83).

**Diagramme number 1: Age of the respondents**

**Question 1: Age of the respondents**



| | 21 - 30 years | 31 - 40 years | 41 - 50 years | 51 years and above | Total |
|---|---|---|---|---|---|
| ■ Frequency | 1 | 1 | 13 | 14 | 29 |
| ■ Percent | 3.4 | 3.4 | 44.8 | 48.3 | 100.0 |
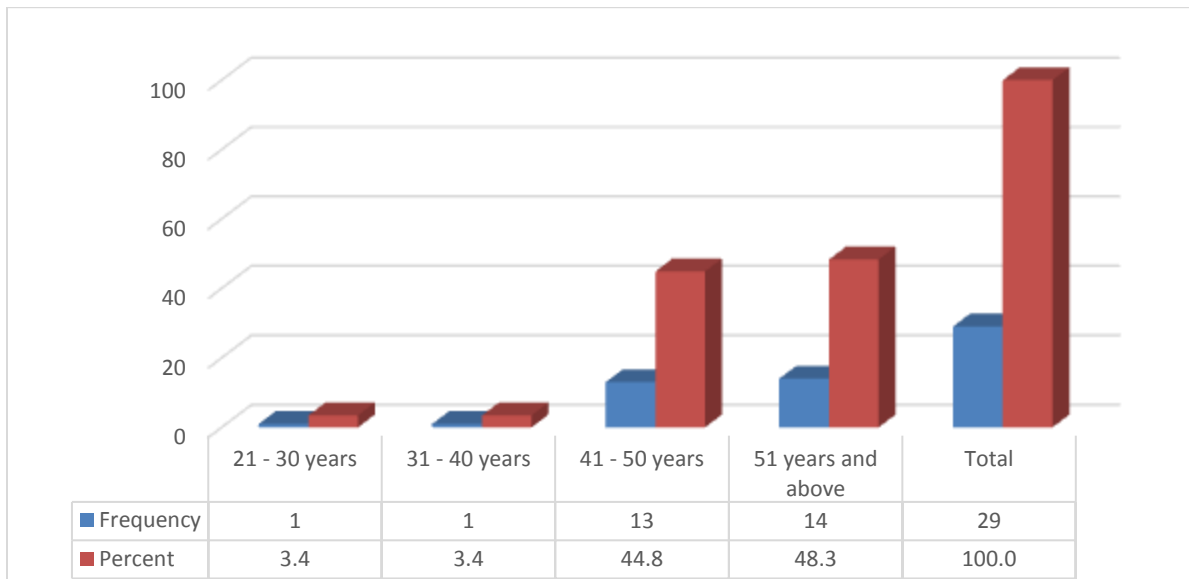
Source: own source (2015)

The question revealed that 48 % of the participants are 51 years and above. 45% of the participants interviewed are in the age range of 41 years. Other age intervals recorded very low percentages.

Based on the analysis, one could use the information particularly that most participants are matured citizens of the country.

Diagram number 2: **Gender of the respondents**

**Question 2: Gender of the respondents**
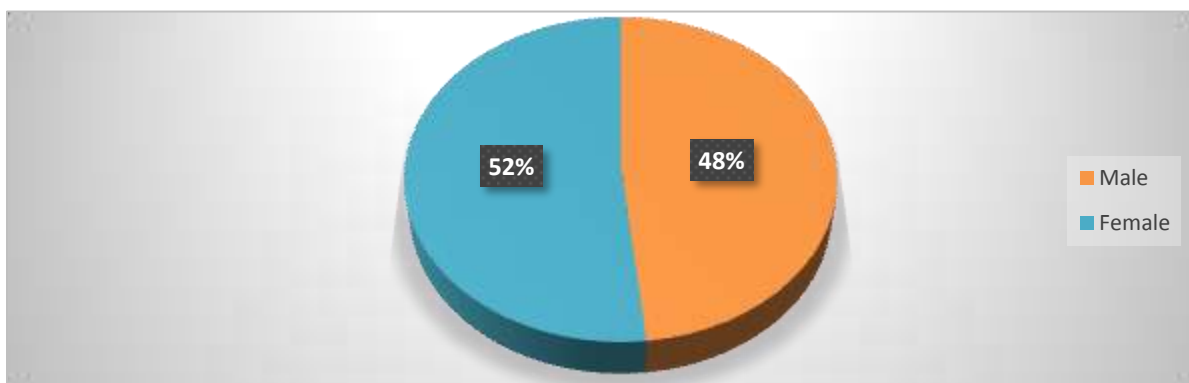


Source: own source (2015)

The researcher obtained 100% responses from the participants. 52% are female and 48% are male.

The distribution of gender was pursued in order to avoid gender bias in the study. This was done to be in line with the equity and equality goals in South Africa.

**Diagram number 3: Educational qualification**

**Question 3: Educational qualification.**



| | Grade 12 and below | Diploma | Degree | Total |
|---|---|---|---|---|
| Frequency | 2 | 9 | 18 | 29 |
| Percent | 6.9 | 31.0 | 62.1 | 100.0 |
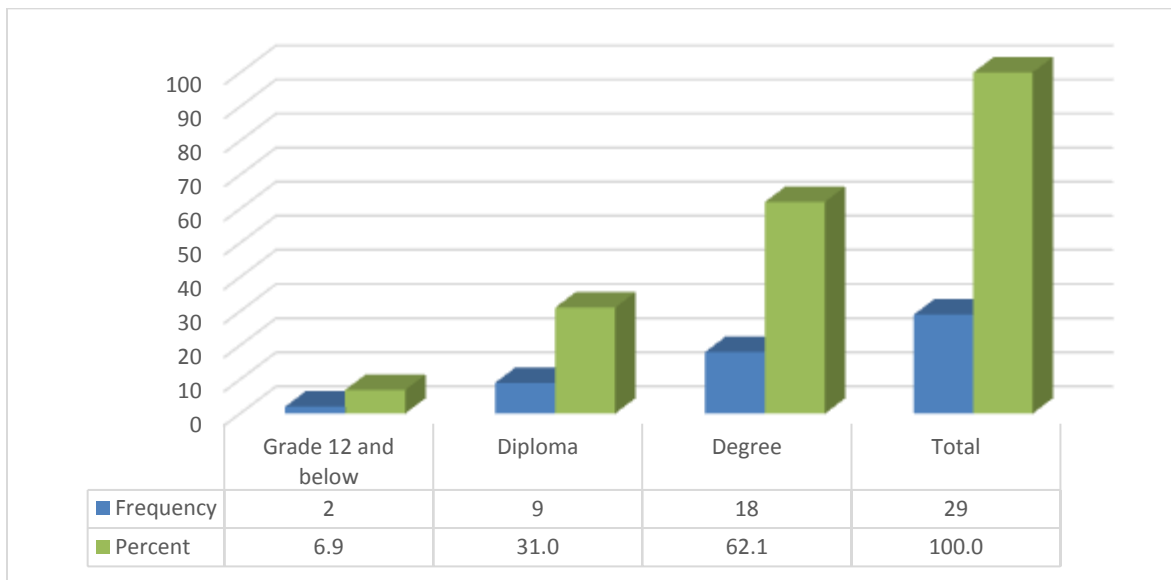
Source: own source (2015)

The question revealed that 62 % of the participants hold degrees and 31% hold diplomas. Only 7 % have got a qualification below grade 12.

Based on the above examination most participants are educated and cannot be easily moved from their observations.

Table number 1: **Experience of the respondents**

**Question 4: Experience of the respondents**

| Experience | Frequency | Percent |
|---|---|---|
| Between 6 and 10 years | 4 | 14 |
| Between 11 and 20 years | 5 | 17 |
| More than 20 years | 20 | 69 |
| Total | 29 | 100 |

Source: own source (2015)

The analysis of this question reveals that 69% of the participants have vast experience of more than 20 years serving the department of education. 17 % of the participants have got experience from 11 to 20 years and 14 % between 6 and 10 years.

Based on the above analysis, it should be clear that the rich experience could be used to improve the implementation and management of NSNP.

**Table number 2: Race**
**Question 5: Race**

| Race | Frequency | Percent |
|---|---|---|
| African | 29 | 100 |

The analysis also reveals that all participants are Africans. This could be used in terms of recruiting parents to the NSNP

**Diagram number 4: What position do you hold at your school?**

**Question 6: What position do you hold at your school?**



| | Educator | Head of Department | Deputy Principal | Principal | Total |
|---|---|---|---|---|---|
| ■ Frequency | 21 | 3 | 2 | 3 | 29 |
| ■ Percent | 72.4 | 10.3 | 6.9 | 10.3 | 100 |
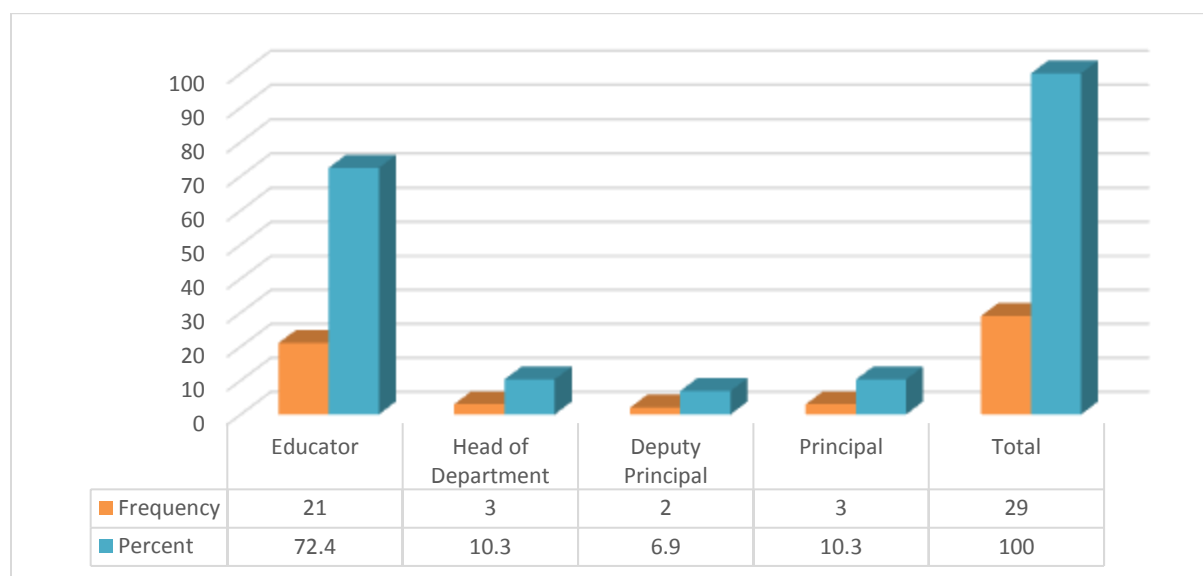
Source: own source (2015)

Question 6 revealed that 72 % of the respondents are educators. These are the officials who come into contact with the programme. 10 % are Heads of Departments, who are in the middle of the management in schools. 7 % are deputy principals who are best placed to observe the process. 10 % are principals who are accounting officers representing the Department of Education.

Based on the above analysis, the department could source the information on how best to implement and manage the NSNP.

Table number 3: **How often is food delivered at school?**

**Question 7: How often is food delivered at school?**

| | Frequency | Percent |
|---|---|---|
| Daily | 8 | 28 |
| Fortnightly | 13 | 45 |
| Monthly | 8 | 28 |
| Total | 29 | 100 |

Diagram number 5: **How often is food delivered at school?**
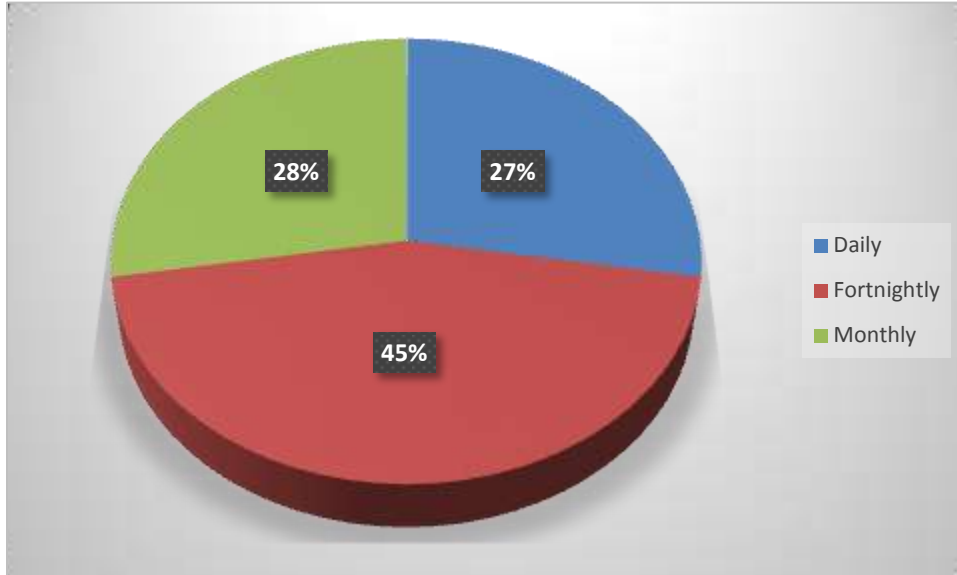


Source: own source (2015)

The question reveals that 45% of the respondents indicate that the food is delivered fortnightly and 28% say daily. Some participants indicate that the food is delivered monthly.

Based on the above analysis, it is clear that the department must indicate openly when food should be delivered. This could mean that a policy is not followed or service providers are dishonest.

**Table number 4: Is food supplied in terms of the prescribed menu?**

**Question 8: Is food supplied in terms of the prescribed menu?**

|  | Frequency | Percent |
|---|---|---|
| Yes | 28 | 97 |
| No | 1 | 3 |
| Total | 29 | 100 |

**Is food supplied in terms of the prescribed menu?**

Diagram number 6:
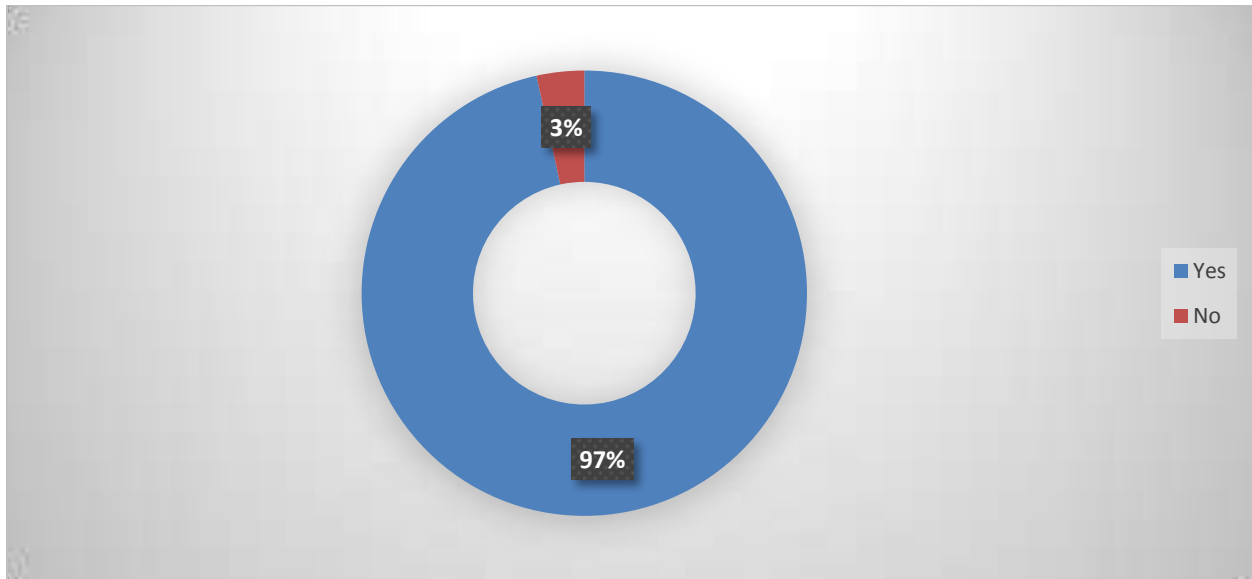


Source: own source (2015)

97 % of the respondents indicate that food is delivered according to the menu whereas only 3 % say there is still some deviation.

Though there are still some deviations, this analysis, could mean that the department is doing very well in terms of abiding to the menu.

**Table number 5: How will you rate the support from the Department of Education?**

**Question 9: How will you rate the support from the Department of Education?**

|  | Frequency | Percent |
|---|---|---|
| Excellent | 5 | 17 |
| Fair | 9 | 31 |
| Good | 15 | 52 |
| Total | 29 | 100 |

Diagram number 7: **How will you rate the support from the Department of Education?**



| | Fair | Good | Excellent |
|---|---|---|---|
| Frequency | 9 | 15 | 5 |
| Percent | 31.0 | 51.7 | 17.2 |

Source: own source (2015)

In question 9, 52 % are rating the support by Department of Education as good and 31% rate the support as fair. 17 % gave a rating of excellent.

From the above information, it is evident that the majority of the participants rate the support as good and excellent. This could as well be good in the eyes of the public. The department is giving a support to the schools on NSNP.

Table number 6: **Learners do not have problems eating the food**

**Question10: Learners do not have problems eating the food**

| | Frequency | Percent |
|---|---|---|
| Agree | 16 | 55 |
| Disagree | 1 | 3 |
| Strongly agree | 10 | 34 |
| Strongly disagree | 2 | 7 |
| Total | 29 | 100 |

Diagram number 8: **Learners do not have problems eating the food.**



| | Agree | Strongly agree | Disagree | Strongly disagree |
|---|---|---|---|---|
| ▨ Series1 | 16 | 10 | 1 | 2 |
| ▨ Series2 | 55.2 | 34.5 | 3.4 | 6.9 |
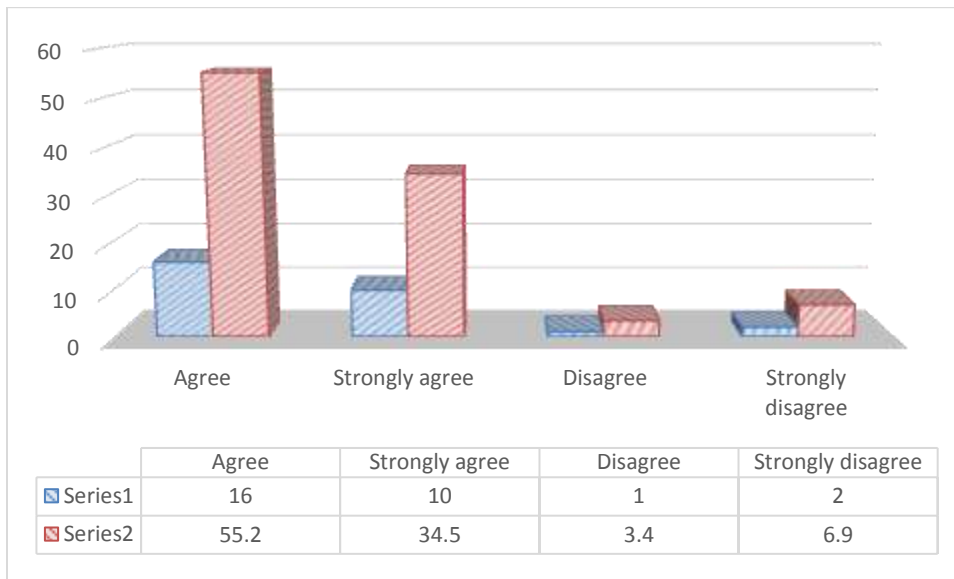
Source: own source (2015)

Question 10 confirms that 90 % of the participants agree that learners do not have any problem in eating the food from the NSNP whereas 10 % disagree.

From the above data it is clear that most learners do not have any problem in eating food from the NSNP. The remaining disagreement could be investigated and fine-tuned.

Table number 7: **How is the storage facility?**

**Question 11: How is the storage facility?**

| | Frequency | Percent |
|---|---|---|
| Excellent | 4 | 14 |
| Fair | 13 | 45 |
| Good | 8 | 28 |
| No response | 1 | 3 |
| Poor | 3 | 10 |
| Total | 29 | 100 |

Diagram number 9: **How is the storage facility?**
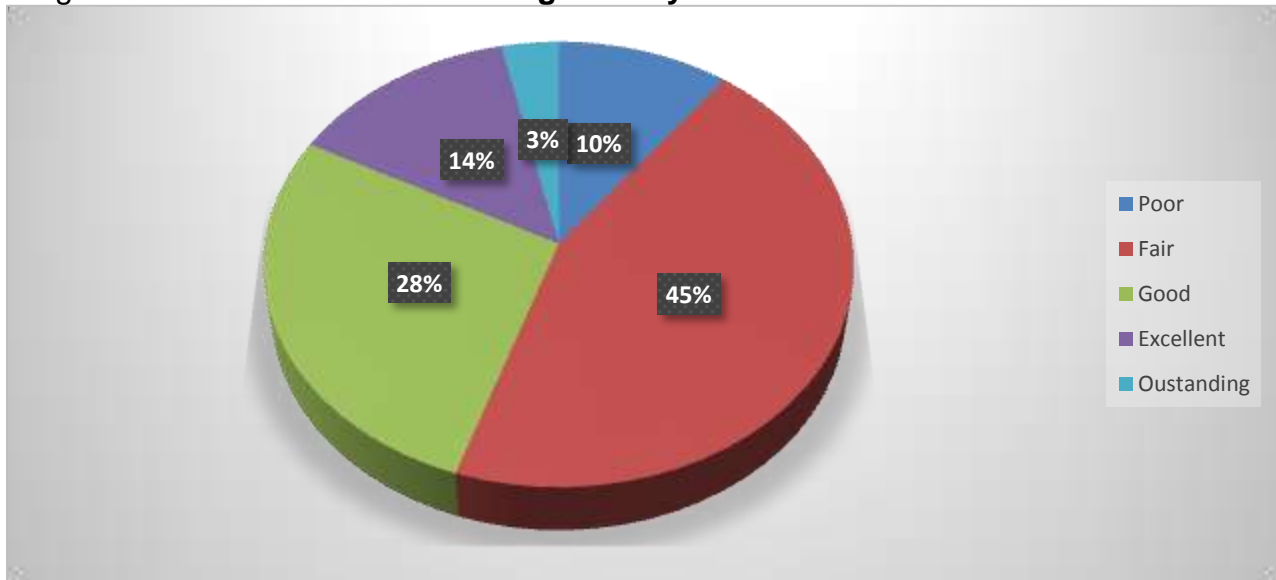


Source: own source (2015)

The question confirms that10% rate the storage facility as poor, 28% as good, 14% as excellent.  3% did not respond to the question.

The analysis could mean that the department is doing well in terms of the storage facility.

**Table number 8: Why some learners refuse to eat the food?**

**Question 12: Why some learners refuse to eat the food?**

|  | Frequency | Percent |
|---|---|---|
| Allergy | 15 | 52 |
| Fear of witchcraft | 3 | 10 |
| Menu not tasty | 7 | 24 |
| Not indicated | 1 | 3 |
| Religion | 3 | 10 |
| Total | 29 | 100 |

Diagram number 10: **Why some learners refuse to eat the food?**



| | Fear of witchraft | Allergy | Religion | Menu not tasty | No indicated |
|---|---|---|---|---|---|
| ■Series1 | 3 | 15 | 3 | 7 | 1 |
| ■Series2 | 10.3 | 51.7 | 10.3 | 24.1 | 3.4 |
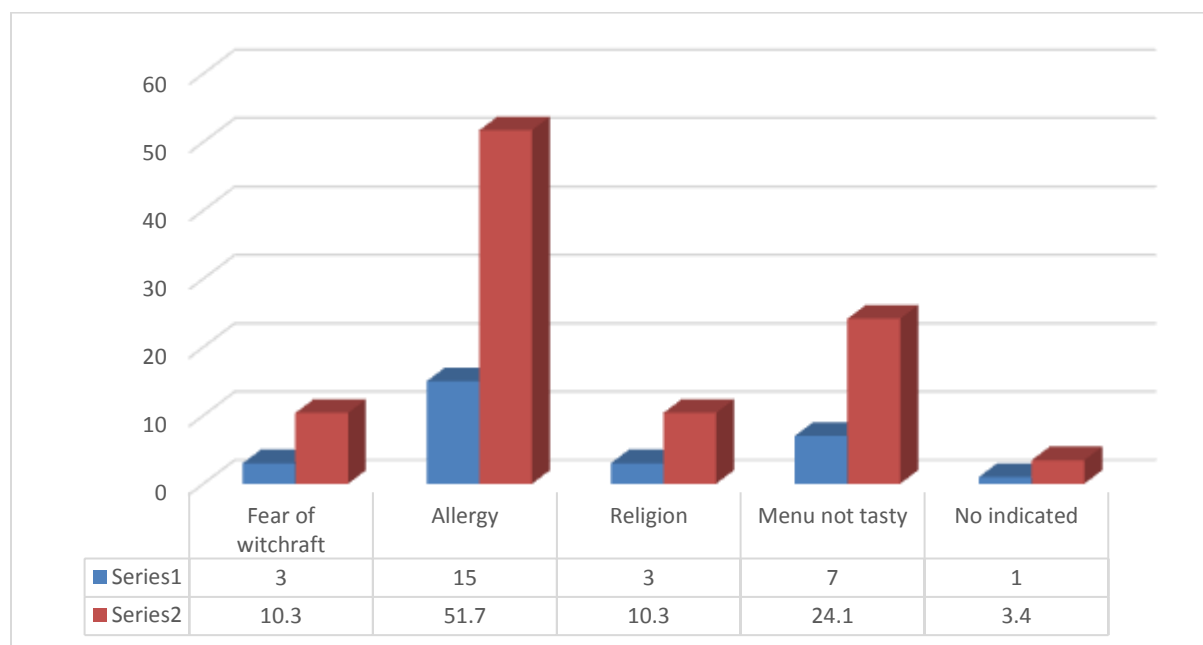
Source: own source (2015)

The responses indicate that 10 % do not take food from NSNP because of fear of witchcraft, 52% refuses food because of allergy issues, 24 % due to the fact that the menu is not tasty and 10 % indicate that is due to their religion.

The analysis from the information indicates that the large number of the learners do not take food due to allergy. The respondents also indicate that 24 % is saying the menu is not tasty.

Table number 9: **How can we sustain the programme?**

**Question 13: How can we sustain the programme?**

| | Frequency | Percent |
|---|---|---|
| Capacitate stakeholders | 5 | 17 |
| Establishing food gardens | 13 | 45 |
| Injection of money to schools | 7 | 24 |
| Not sure | 3 | 10 |
| System | 1 | 3 |
| Total | 29 | 100 |

The question indicates that 45% of the participants say food gardens should be used if the programme has to be sustained. 24% of the respondents indicate that the department must inject monies to schools whereas 17% of the participants say stakeholders need capacitation and 10% are not sure.

From the data above it is clear that the large number of the participants are for establishment of food gardens followed by stakeholder capacitation. The department could adopt the establishment of food gardens if the NSNP has to be sustained.

Table number 10: **How often do learners get food?**

**Question 14: How often do learners get food?**

|  | Frequency | Percent |
|---|---|---|
| Daily | 10 | 34 |
| Fortnightly | 11 | 38 |
| No response | 2 | 7 |
| Weekly | 6 | 21 |
|  | 29 | 100 |

The question reveals that 21 % of the participants confirm that learners get food weekly, 34 % say daily, and 38 % say that learners get food fortnightly. 7 % did not respond to the questions.

From the analysis it is clear that there is no consistency in term of when is the food supplied to learners. The issue of policy should be adhered to.

**Table number 11: Is the serving point free of dust?**
**Question 15: Is the serving point free of dust?**

|  | Frequency | Percent |
|---|---|---|
| Agree | 13 | 45 |
| Disagree | 6 | 21 |
| Strongly agree | 6 | 21 |
| Strongly disagree | 4 | 14 |
| Total | 29 | 100 |

The question reveals that 66 % of the participants agree that the serving points are free of dust. 34 % disagree that the area is tidy.

The analysis indicates clearly that there are schools where the area of serving food is not acceptable. These could be an area where the Department of Education must improve.

Table number 12: **How should the service provider be selected?**

**Question 16: How should the service provider be selected?**

|  | Frequency | Percent |
|---|---|---|
| Experience | 13 | 45 |
| Family relationship | 1 | 3 |
| No respond | 1 | 3 |
| On merit | 14 | 48 |
| Total | 29 | 100 |

The question confirms that 48 % of the participants indicate support that service providers should be selected on merit, 45% on experience and 3 % on family relationship. 3 % of the respondents did not respond to the question.

From the analysis, it is clear that most of the participants recommend that selection of service providers should be based on merit. However experience should as well be a deciding factor.

**Table number 13: What should be done to service providers dishonoring agreements?**

**Question 17: What should be done to service providers dishonoring agreements?**

|  | Frequency | Percent |
|---|---|---|
| Cancellation of contract | 10 | 34 |
| Capacity workshop | 18 | 62 |
| Written warning | 1 | 3 |
| Total | 29 | 100 |

72

The finding shows that 62 % of the participants agree that capacity workshops can assist service providers and the societies. 34 % of the respondents recommend that the contract should be cancelled. 3 % of the participants agree to a written warning.

Based on the above analyses, it is evident that the majority of the participants are of the opinion that capacity workshop could assist.

Table number 14: **Choose the word that best describes the monitoring at your school.**

**Question 18: Choose the word that best describes the monitoring at your school.**

|  | Frequency | Percent |
|---|---|---|
| Satisfactory | 9 | 31 |
| Not satisfactory | 8 | 28 |
| Excellent | 5 | 17 |
| Average | 6 | 21 |
| No respond | 1 | 3 |
| Total | 29 | 100 |

The question confirms that 31% of the participants are satisfied with the monitoring that takes place at school level and 28% indicate that the monitoring is not satisfactory.

17 % rate the monitoring as excellent whereas 21 % rate it as average. 3 % did not respond to the question.

Based on the above analysis, the large number of the participants registers their satisfaction. There are however 28 % which shows dissatisfaction.

**Table number 15: Do you think school nutrition improves learners' attendance?**
**Question19: Do you think school nutrition improves learners' attendance?**

|  | Frequency | Percent |
|---|---|---|
| No response | 1 | 3 |
| No | 3 | 10 |
| Yes | 25 | 86 |
| Total | 29 | 100 |

The question indicates that 86 % agree to an improvement in learners' attendance. 10 % think that it does not improve the learners' attendance. 3 % of the participants did not respond.

Table number 16: **Do you think school nutrition improve learners' attendance (please comment)?**

**Question 19: Comments**

| |
|---|
| attendance has improved |
| it improve learners attendance |
| it is a remedial for poor attendance |
| learners are always presents |
| learners come to school all the time |
| learners don't attend with empty stomach |
| learners enjoy eating this food |
| learners food must be improved |
| learners has poor background |
| most learners are disadvantaged by poverty |
| most learners are from poor families and they come to school without breakfast |
| Most learners do not have food at home |
| most learners has poor family background |
| Most of learners are coming from poor families |
| most of learners come from poor families |
| no concentration on school work |
| no difference |
| poverty is reduced |
| school nutrition helps learners from poor family |
| some do not have lunch boxes |
| some learners are lazy to cook |
| they know that they'll eat at school |

The table above shows further comments on the question above.

From the analysis above, most respondents support the idea that NSNP improves learners' attendance.

Table number 17: **What is the impact of NSNP on learners' academic progress?**

**Question 20: What is the impact of NSNP on learners' academic progress?**

| |
|---|
| cannot be  guaranteed |
| encourage learners to attend classes daily |
| has a positive impact on learners by improving attendance |
| Improving |
| it has an impact |
| it improves attention |
| it improves learners achievements |
| it really make changes in learners progress |
| It reduces drop-out |
| learners are progressing well |
| learners are taught with full school |
| learners attend classes with full stomach |
| learners can study and concentrate on their work |
| learners don't study hard because of foods |
| learners has improved their performance |
| learners progress and achievement has improved |
| learners progress well |
| pass rate will increase because stays at school for a long time |
| progress to some learners improves whereas to others it goes down |
| Results improved substantially |
| results shows improvement |
| some don't have lunch boxes |
| some learners comes from poor families |
| some learners don't eat those food but they're performance improves |
| they are sure of the meal |
| to a certain extent |

**Table number 18: Do you think the NSNP has an impact on the health status of the learners?**

**Question 21: Do you think the NSNP has an impact on the health status of the learners?**

|  | Frequency | Percent |
|---|---|---|
| No response | 1 | 3 |
| No | 1 | 3 |
| Yes | 27 | 93 |
| Total | 29 | 100 |

The findings indicate that 93 % of the participants agree that the NSNP impacts on the health status of learners. 3 % indicate that NSNP has no effect on learners' health status. 3 % did not respond. The table below shows some of the explanations by the participants.

Table number 19: **Do you think the NSNP has an impact on the health status of the learners? (Comment)**

**Question 21: Comments**

| |
|---|
| they eat healthy foods |
| food is medicinal |
| food should be stored in a healthy room |
| foods has all vitamins |
| foods have full proteins |
| Healthy food from a healthy body |
| it improves learners health |
| it improves their health |
| it includes fruits and vegetables |
| it is guided by dieticians |
| it is mostly fruits and vegetables |
| learners are no more suffering from diseases |
| learners are well fed |

| learners comes from poor households |
| learners eat fruits and vegetables |
| learners really fresh |
| Menu includes lot of nutritious food. |
| menu supplied is healthy |
| most learners status has improved |
| mostly are fruits and vegetables |
| others has improves and others has dropped |
| some are allergic to the food |
| some are enjoying them |
| some are healthy and always happy |
| some learners don't have breakfast |
| the diet is balanced |

Table number 20:**Do you think the utensils supplied by the department are well managed?**

**Question 22: Do you think the utensils supplied by the department are well managed?**

|  | Frequency | Percent |
| --- | --- | --- |
| No response | 2 | 7 |
| No | 10 | 34 |
| Yes | 17 | 59 |
| Total | 29 | 100 |

Question 22 confirms that 59% of the participants agree that utensils are well managed. 34 % indicate that utensils are not well managed and 7 %did not respond to the question. The table shows some of the comments from participants.

Table number 21:**Do you think the utensils supplied by the department are well managed**


**Question 22: Comments**

| |
|---|
| after use learners place them every where |
| cookers are not clean |
| definitely well managed |
| educators makes sure that all foods are well managed |
| food are well cared for |
| I don't know |
| Kept at school |
| learners break them |
| learners damage them |
| learners destroy them |
| learners throw them away |
| learners throw them away after eating |
| learners use their own utensils |
| most are already lost |
| Most of utensils are no longer used |
| most the utensils are lost |
| mugs and plates are lost |
| no others are lost |
| not satisfactorily |
| officials are employed at the school |
| there are not well managed |
| there are people who are controlling and taking of them |
| there are well managed |
| there is little supply |
| there must people responsible for management for the utensils |
| they easily get lost |
| they're kept in their store room |

Table number 22: **Do you think your school takes hygienic issues into consideration?**

**Question 23: Do you think your school takes hygienic issues into consideration?**

|  | Frequency | Percent |
|---|---|---|
| No response | 1 | 3 |
| No | 3 | 10 |
| Yes | 25 | 86 |
| Total | 29 | 100 |

86 % of the participants indicate that their school takes hygienic issues into consideration whereas 10 % are saying hygienic issues are not taken into consideration. 3 % of the participants did not respond.

Below is the inputs made by the participants.

**Table number 23: Do you think your school takes hygienic issues into consideration? (Please comment)**
**Question 23 Comments**

| |
|---|
| always clean after use |
| because the ladies working  in the kitchen work hard to keep their kitchen clean at all times |
| classes are not properly managed |
| cleanliness is next godliness |
| daily recommendation |
| dishes are always clean |
| food are alleviated and kept at clean place |
| foods is neatly kept |
| learners are requested to clean them after use |
| learners clean their dishes |

| |
|---|
| learners sometimes need special attention |
| learners wash and clean their dishes |
| learners wash their hands before and after |
| normally we take learners to clinic |
| not sure |
| Our learners are served with hygienic food |
| school is careless starting from the principal |
| soaps are bought |
| teachers make sure that the utensils are clean and healthy |
| the school can't meet standards due to financial problems |
| the store cared for |
| there are enough water taps |
| there are washing basins |
| there is water to clean |
| The basins of water for learners to wash before eating |
| utensils and foods are clean |

Table number 24: **Should the class prefects assist in dishing out food?**

**Question 24: Should the class prefects assist in dishing out food?**

| | Frequency | Percent |
|---|---|---|
| No response | 3 | 10 |
| No | 8 | 28 |
| Yes | 18 | 62 |
| Total | 29 | 100 |

Most participants in this study agree that class leaders should assist. The majority (62%) of the participants agree and 27 % say no. 10 % of the participants did not respond. Below is a table of their comments on the question.

Table number 25: **Should the class prefects assist in dishing out food?**

**Question 24: Comments**

| |
|---|
| As learners they execute their duties |
| class reps must dish out food |
| class teachers are dishing foods |
| fairness is not practice |
| Favoritisms may emerge |
| for the smooth running of the program |
| if need be |
| if they assist, they look at their friends and some learners give them headache in terns respect. |
| in big schools learners should help |
| it depends |
| it does happen during breaks |
| it save time |
| it will save time |
| Class reps must learn leadership skills |
| leaders assist |
| learners are not helpful |
| learners lack respect to each other |
| learners learn responsibilities |
| only those who are employed |
| other learners fights for foods |
| some learners has a problem of allergic |
| sometimes learners have differences |
| they learn leadership and responsibility |
| they practice responsibility |
| to save time |
| under the supervision of class teachers |
| under the supervision to avoid bullying |

Table number 26: **Educators assist in dishing out food at their own risk?**

Question 25: **Educators assist in dishing out food at their own risk?**

|  | Frequency | Percent |
|---|---|---|
| No response | 4 | 14 |
| No | 17 | 59 |
| Yes | 8 | 28 |
| Total | 29 | 100 |

59 % confirm that educators should not assist in dishing out food to the learners whereas 28% agree that educators should assist in dishing out food. 14 % did not respond to the question. The table below reflects their opinion in term of educators assisting in dishing out food to the learners.

Table number 27: **Educators assist in dishing out food at their own risk?**

**Question 25 Comments**

| |
|---|
| But only few are engaged. |
| educators are loco-parentis |
| educators have their own work to do, not to feed learners |
| educators should also taste the foods |
| educators should not dish out |
| employed staff must do |
| foods is only for the learners |
| is not part of their job description |
| it is not their responsibility |
| it is their responsibility |
| it will affect time and school negatively |
| ladies in the kitchen are few and learners give them headache in terms of respect |
| not all educators are participating |
| some learners get ill after consuming of foods |
| teachers are parents at school |
| teachers responsibility |
| they are allowed to assist |
| there will be accountability |
| they don't dish out foods |

| |
|---|
| they don't get in class in time |
| they ensure all learners receive fair share |
| they should monitor the food and mother helpers |
| they will be maintaining order |
| this are also their children |

## 4.4 CONCLUSION

This focused on data collection, analysis, and interpretation of data collected. The applicability and the relevance of the data collected in the study to an assessment of management and implementation of NSNP in Bakenberg North Circuit secondary schools will be discussed in detail. The next chapter will focus on findings and general recommendations based on objectives indicated in chapter one.

# CHAPTER FIVE

## CONCLUSIONS, RECOMMENDATIONS AND LIMITATIONS

## 5.1. INTRODUCTION

Overview of the study, findings, recommendations and conclusion are discussed in this chapter. The findings and recommendations will be based on the objectives indicated in chapter one. The recommendations and general conclusion are also deliberated in this chapter.

## 5.2. OVERVIEW OF THE STUDY

Research design, methods and techniques employed by the research to collect, analyze and interpret data were discussed in chapter three and four. The findings and recommendations as outlined in this chapter are discussed against the background of the problem stated in chapter one.

## 5.3 FINDINGS AS PER OBJECTIVES OF THE STUDY

- To assess the implementation and management of the NSNP provided by the Limpopo Department of Education in the Bakenberg North Circuit secondary schools. The analysis from question four reveals that 69% of the participants have vast experience of more than 20 years serving in the Department of Education. Based on the analysis, it could be clear that the rich experience could be used to improve the implementation and management of NSNP.

- To provide an understanding of those inherent problems in schools, that pose challenges in the implementation of the NSNP. The responseto question 7 shows that 45 % of the respondents indicate that the food is delivered is fortnightly and 27, 6% says daily. These could imply that there is some confusion on days of delivery and the department must clear this confusion.

- To identify and highlight successes of the NSNP, as well as the problematic areas that adversely influence the optimal implementation and management of the NSNP. The responses to question 8 shows that 96% of the responds indicate adherence in terms of menu. This is success for the department in meeting the target. Analysis of

question 9 also shows the majority of responds agreeing that the department does give support on NSNP.

- To stimulate constructive suggestions and recommendations to the Limpopo Department of Education authorities in terms of creative and innovative mechanisms in the implementation of the NSNP. An analysis of question 11 reveals that the storage is rated as fair by 45% of the participants. These could mean there are still some areas that need improvement.

## 5.4 GENERAL FINDINGS OF THE STUDY

It is clear from the findings in chapter five that there are hindrances that affect the efficient implementation of the NSNP. The research discusses these findings in a summary approach. The researcher is of the view that there are no stringent mechanisms for planning, monitoring, and accounting with regard to the implementation and management of the NSNP.

### 5.4.1  Communication

Internal control measures and systems adopted by the Department of Education over the years have, according to media reports, not brought the desired results in the delivery of the NSNP. Instead, the programme has been characterised by poor monitoring and corruption. The researcher believes that communication forms the cornerstone of good governance in that every activity of an organisation is dependent on proper communication. It is the view of the researcher that communication challenges, particularly on the NSNP policies, as expressed by participants, can be seen to be clear indicators of the poor management of the NSNP.

### 5.4.2 Reporting

The empirical findings revealed that there is no *reporting* that is required from the schools by the circuit office or the Head Office on the NSNP processes in schools. This can be construed as maladministration on the part of the Department of Education, as the government machinery is dependent on reports to monitor current projects or programmes, and to plan for the future. It is the view of the researcher that schools are the source of information on the NSNP for the Department of Education to prepare quarterly reports as per the requirements of a *Conditional Grant*. The researcher believes that the Department of Education needs the reports for planning and budgeting.

### 5.4.3  Menus, quality of food and times for meals

When the findings of this investigation are evaluated, it can be concluded that the menu is not followed properly because suppliers deliver food to schools as they please, ignoring guidelines and the authority of the District Office. The food is not inspected, thus compromising quality as a result creating a health risk.  Learners receive their food not according to the stipulated time in the policy, but later in the day. The researcher argues that considering that the menu and times of the meals are stipulated in the guidelines of the NSNP, the problem of non-conformity with the guidelines and authority of the District Office could be adhered to through enforcement of the contract agreement. As far as the quality of food is concerned, the researcher believes that such a situation will again taint the image of the government to the public, as this happened when the NSNP was under the Department of Health where learners were given expired juices.

### 5.4.4  Non-delivery of food

Participants confirmed that there had been days that food had not been served due to the failure of the service provider. This situation, according to media reports on the NSNP, has been one of the key challenges of the programme.  This state of affairs is a matter of concern as it defeats the purpose of the NSNP.

### 5.4.5  Monitoring

It has been confirmed by principals that they were not visited by the circuit office in monitoring the NSNP. They also indicated that they were not in any interaction with the District Office on the NSNP. According to the National Guidelines (1994),a monitoring system must be put in place to ensure regular feeding and provision of good quality food. It is the view of the researcher that monitoring by the Department of Education is of fundamental importance so that challenges that emerge can be promptly attended to.

## 5.5    SPECIFIC FINDINGS OF THE STUDY

- **OBJECTIVE 1:***To assess the implementation and management of the NSNP provided by the Limpopo Department of Education in Bakenberg North Circuit secondary schools.*

  The NSNP is benefiting poor learners from poor communities. Dennis Matlhaba 11 and George Langa, have high prevalence rate of parents who are unemployed, and who are dependent on the social grant from the government.  A few are labourers at local factories in a nearby village. Learners would starve at school if the government were to stop the programme. An analysis of question 12 also reveals that some learners refuse to eat the food due to religion. The department need to develop a buy-in strategy on the matter.

- **OBJECTIVE 2:***To provide an understanding of those inherent problems in schools, that pose challenges in the implementation of the NSNP.*

  Learners are now given cooked meals. This is particularly beneficial on cold days, when a hot meal is served, as compared to the bread and drink or milk that were served before. As shown by responsesto question13, the food gardens need to be established for the programme to be sustained.

**OBJECTIVE 3:** *To identify and highlight successes of the NSNP, as well as the problematic areas that adversely influence the optimal implementation and management of the NSNP.*

The Department of Education is providing food to learners on every school day. Learners from poor families are therefore guaranteed a meal every school day. Responds to question 17 shows that capacity workshops are important to the service providers and even written warnings could be applied to service providers.

- **OBJECTIVE 4:** *To stimulate constructive suggestions and recommendations to the Limpopo Department of Education authorities in terms of creative and innovative mechanisms in the implementation of the NSNP.*

The schools are having cooking utensils like gas cylinders, stoves, and pots. The responsesto question 22 show that utensils are well managed. Quarterly audit of the utensils could assist as some schools no more have got any. There are also indications that learners in high schools break utensils after usage. Educators indicate that mugs and plates are lost.

## 5.6 RECOMMENDATIONS

The following recommendations are made based on the findings of the research.

### 5.6.1 THE MENU

Learners indicated that the menu provided by the service providers is not a well-balanced diet. These participants indicated that the soup was inedible and tasteless, and there were no vegetables provided in the meals. The researcher is concerned that vegetables are not part of the menu because they provide essential nutrients like Vitamin A, which is good for the eyesight. Non-adherence to the menu by the service

provider, in the view of the researcher, is a breach of contract with the Department of Education. The researcher therefore suggests that the District Office should ensure that food supplied to the schools is according to the menu. To do so, the District Office should provide guidance to schools in the form of a circular that stipulates the menu and procedures for monitoring.

## 5.6.2  QUALITY OF FOOD

Principals and teachers indicated that food served to learners is not inspected. Learners claimed that the soup they were eating is of poor quality. Learner participants indicated that the soup was inedible because it tasted funny as if it had not been not fully cooked. They asked the researcher to treat the information on the poor quality of food confidentially for fear of retribution. The research believes that un-inspected food creates a risk of giving learners food that is stale and of poor quality. This challenge of stale food was experienced during the time when the NSNP was under the Department of Health, in which expired juices were served to learners. To the researcher, this could taint the image of the government to the public.

The study recommends that the Department of Education, through intergovernmental relations, should secure the support of the Department of Health inspectors in the inspection and certification for good quality food before it is delivered to schools. This can be done through the structure that is currently prevailing within the provincial government, namely the Social Needs Cluster. This forum is composed of the Department of Education, the Department of Health, the Department of Agriculture, the Department of Sports, Arts and Culture, and the Department of Social Development. It is the view of the researcher that schools could be required to accept delivered food that has a certification confirming good condition which is signed by the Department of Health.

### 5.6.3   THE PERIOD OF NON-AVAILABILITY OF FOOD

There are days in which learners are not receiving food due to non-delivery by the service provider. It is learner participants themselves who indicated that there were days that food was not delivered. The argument by the researcher is that learners should not be denied their constitutional right to have access to nutrition. It is the view of the researcher that if food is not delivered, learners from poor communities could vulnerable to starvation and inability to concentrate in class.

It is recommended by the researcher that the Department of Education could allow schools to run the NSNP on their own to ensure that qualifying learners receive food every school day. The money allocated for the NSNP could be transferred to a school's bank account. Moreover, the schools should ensure that financial accountability measures are put in place to prevent embezzlement of funds. This could be for all qualifying schools irrespective of whether they are section 20 or section 21 schools (according to South African Schools Act). For instance, the government could review the category of Section 20 schools and reclassify them as Section 21 schools, which will enable them have access to funds allocated for the NSNP. The researcher believes that transferred funds could include both costs for meals and the payment of meal servers. The research suggests a transitional phase where intensive advocacy and training for School Management Teams and School Governing Bodies could be a priority before the implementation of this recommendation.

The research further suggests that schools must not be obliged to do any tendering; instead, schools could be encouraged to use parents of learners as meal servers, and they can be remunerated. The meals could be bought from supermarkets or wholesalers. The research believes that this could eliminate the "middle man" such as the service provider in exploiting the schools in making huge profit. It is the view of the researcher that the key principle to good and effective governance is that the Head Office of any Government Department or Ministry should have a responsibility of *planning for the implementation of policies* and *monitoring their implementation,* but not be involved in the implementation processes. The argument is that District Offices or

schools are better placed for implementation of the NSNP. Moreover, the Department of Education could develop provincial guidelines on the NSNP to be run and managed directly by the schools.

### 5.6.4  COMMUNICATION

Participants indicated that their schools do not communicate to them when food is not going to be available. Principals and teachers reported that plans and challenges of the NSNP are not communicated to schools by the circuit office. They also reported that the service provider has no direct link with the schools, implying that schools are only interacting with the people who deliver food, namely employees of the service provider.

It is the view of the research such ineffective communication could impact negatively on the services of an organisation. Breakdown of communication can cause confusion, which could affect the implementation of any of the directives of the Department of Education. It will be beneficial to the schools if the programme of the Department of Education of monthly meetings with principals could include a standing item on the plans and the challenges of the NSNP.

### 5.6.5  SUPPORT TO SCHOOLS FROM THE DISTRICT OFFICE

Teacher co-ordinators indicated that the schools are not receiving any support from the circuit office on the NSNP, and it is only when there is a problem that the circuit office becomes available or collection to the districts. If schools are not supported on the NSNP by the circuit office, they are likely to contravene the NSNP policy. Consequently the principal, as an accounting officer, becomes a failure. A schedule of quarterly visits to schools by the circuit office to monitor and provide support is suggested. The benefit of these visits is that the circuit office will in turn get accurate data for reporting about the NSNP.

### 5.6.6  REPORTS

Teachers reported that there are no reports required from schools on the NSNP by the District Office. The researcher believes that reports are a management tool of any programme or project. Considering that the NSNP is funded through a Conditional Grant, quarterly reports become a minimum requirement. Reports on the NSNP from the schools could be of value to the Department of Education for reviewing, planning, and budgeting. Therefore school principals could be directly responsible for producing the NSNP reports.

### 5.6.7  TIME OF SERVING MEALS

Participants indicated that NSNP meals are served late in the day at 11h00 or later. The National Guidelines on the NSNP are suggesting 10 a.m. as the correct time for providing meals to learners, but learners are not served at the right time in line with the NSNP policy. The argument by the researcher is that if food is served later in the day, this could contribute to poor concentration in class. If there were a standing communication with schools, an opportunity of corrective measures could be done timely. To the researcher the circuit office could manage this challenge through the reports produced by principals and through principals' meetings. Principals could periodically commission research to get views from learners on their feelings on the implementation of the NSNP.

### 5.6.8  THE NSNP FACILITIES IN SCHOOLS

Principals and teachers indicated that there was no storage place for the food supplied for the NSNP. Teacher co-ordinators further indicated that the food was kept in the principal's office and was packed on the floor. It is the view of the researcher that the food destined for learners, can easily be stolen if it is not kept in a lockable cupboard. The researcher also believes that rats and cockroaches will find a breeding ground if the food is kept on the floor and this will affect the quality of the food. The Public Service Commission Report of 2008, indicates that the unavailability of the necessary infrastructure for the NSNP is a challenge for its implementation. This is based on the

fact that infrastructure, such as storage space for food, is inadequate for the majority of schools. The teacher co-ordinator indicated that these schools did not have nutrition centres and, as a result there were no storage facilities. The researcher is suggesting that the Department of Education should prioritise the Nutrition Centres in its future budget, because the food that is kept on floors in schools could easily become waste later. Where the funds are not available to cover the Nutrition Centres, the Department of Education could organise support of donor funding to ease pressure on the limited financial resources.

## 5.6.9 DOCUMENT MANAGEMENT OF THE NSNP BY TEACHER CO-ORDINATORS

Principals indicated that teacher co-ordinators run the programme in the schools, but the principal as the school's Accounting Officer does not authorise payment to the service provider. Considering that principals are accountable for anything that takes place in a school, and that there should be no information or documents that are received or leave schools, without being sanctioned by principals, the Department of Education should make it a policy that principals have a responsibility of verifying and signing off all outgoing documents related to the NSNP, and should only accept documents of the NSNP that are signed by principals.

## 5.7. FURTHER RESEARCH ON THE STUDY

- The research reveals that most schools are operating under improvised kitchen by the SGB. This leaves a space for further research on schools which have a kitchen that meets acceptable standards.
- Further research on learners who are refusing the consumption of food based on religion and myths should be done.
- Practically so, educators in high schools are not assisting in dishing out food. The employment of educators does not expect them to do the same. This leave space for research in terms of the involvement in NSNP during break.

- **5.8  CONCLUSION**

This study has attempted to assess the management and implementation of the National School Nutrition Programme in BakenbergCircuit secondary schools of the Department of Education in the Limpopo Province. In explaining these challenges, the study emphasised the purpose of the research, the research question, and the hypothesis as guiding elements.

The findings of this study are providing a detailed explanation of the challenges of the NSNP in Bakenberg Circuit secondary schools. This information was obtained from participants through their experiences and feelings of what the challenges of the implementation of the NSNP were. These findings should draw the attention of Bakenberg Circuit authorities and the Head Office to the challenges facing the NSNP, since they are generally dealing with governance issues. The Department of Education could benefit from this study in that these findings could be used for empirical situational analysis of the NSNP in order to review the programme. The researcher believes that the findings relating to communication, reporting, and monitoring systems, form the basis of the challenges facing NSNP and should be seen as priorities.

The argument by the research, therefore, is that, if these challenges continue unabated, the objective of the NSNP in providing meals to learners from poor communities could be in jeopardy. Therefore, the Department of Education should put mechanisms in place that seek to address the challenges impeding the implementation of the NSNP. In so doing, learners would be able to concentrate in class and be able to learn. It is worth noting that the findings of this study were in line with the pre-set objectives of this study. In relation to the hypothesis of the study, that is, "poor governance on the part of the Department of Education, which has led to inefficient and ineffective implementation of the National School Nutrition Programme", this hypothesis has been supported. The empirical findings of this study have revealed that the challenges confronting the implementation of the NSNP could be attributed to poor governance by the Department of Education officials. In this study, the researcher has proposed suggestion and recommendations that might significantly ameliorate the state of affairs.

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**APPENDIX A:    INTERVIEW SCHEDULE:**

QUESTIONNAIRE

This questionnaire is designed to find out few things about NSNP in your school. There is no penalty on the answers**. (PLEASE PUT A CROSS IN THE RELEVANT BOX).**

DEMOGRAPHIC STATUS OF RESPONDENTS

1.  AGE OF RESPONDENT

| Code | Age class | Put a cross |
|------|-----------|-------------|
| 01 | Below 20 years | |
| 02 | 21-30 years | |
| 03 | 31-40 years | |
| 04 | 41-50 years | |
| 05 | 51years and above | |

2.  SEX OF THE RESPONDENT

| Code | Sex | Put a cross |
|------|-----|-------------|
| 01 | Male | |
| 02 | Female | |

3.  EDUCATIONAL QUALIFICATION

| Code | Class | Put a cross |
|------|-------|-------------|
| 01 | Grade 12 and below | |
| 02 | Certificate | |
| 03 | Diploma | |
| 04 | Degree | |

4.  NUMBER OF YEARS IN THE DEPARTMENT

| Code | Description | Put a cross |
|------|-------------|-------------|
| 01 | Less than 5 years | |
| 02 | Between 6  and 10 years | |
| 03 | Between 11 and 20 years | |
| 04 | More than 20 years | |

5.  RACE OF RESPONDENT

| Code | Race | Put a cross |
|------|------|-------------|
| 01 | African | |
| 02 | White | |
| 03 | Coloured | |
| 04 | Others(specify)………………….. | |

6. WHAT POSITION DO YOU HOLD AT YOUR SCHOOL?

| Code | Position | Put a cross |
|---|---|---|
| 01 | Student | |
| 02 | NSNP officer | |
| 03 | Educator | |
| 04 | Head of Department | |
| 05 | Deputy Principal | |
| 06 | Principal | |

7. HOW OFTEN DOES THE SERVICE PROVIDER DELIVER FOOD AT SCHOOL?

| Code | Frequency | Put a cross |
|---|---|---|
| 01 | Daily | |
| 02 | Fortnightly | |
| 03 | Monthly | |
| 04 | Quarterly | |

8. IS THE FOOD SUPPLIED IN TERMS OF PRESCRIBED MENU?

| Code | Response | Put a cross |
|---|---|---|
| 01 | Yes | |
| 02 | No | |

9. HOW WOULD YOU RATE THE SUPPORT FROM THE DEPARTMENTOF EDUCATION?

| Code | Rating | Put a cross |
|---|---|---|
| 01 | Poor | |
| 02 | Fair | |
| 03 | Good | |
| 04 | Excellent | |
| 05 | Outstanding | |

10. LEARNERS DO NOT USUALLY HAVE PROBLEMS IN EATING THE FOOD SUPPLIED.

| CODE | Response | Put a cross |
|---|---|---|
| 01 | Agree | |
| 02 | Strongly agree | |
| 03 | Disagree | |
| 04 | Strong disagree | |

11. HOW IS THE STORAGE FACILITY FOR THE FOOD AT YOUR SCHOOL?

| Code | Condition | Put a cross |
|------|-----------|-------------|
| 01 | Poor | |
| 02 | FAIR | |
| 03 | Good | |
| 04 | Excellent | |
| 05 | Outstanding | |

12. WHY ARE SOME LEARNERS NOT TAKING FOOD FROM THE PROGRAMME?

| Code | Reasons | Put a cross |
|------|---------|-------------|
| 01 | Fear of witchcraft | |
| 02 | Allergy | |
| 03 | Religion | |
| 04 | Menu not tasty | |

13. How do think the programme could be sustained?

| Code | Suggestions | Put a cross |
|------|-------------|-------------|
| 01 | Establishing food gardens | |
| 02 | Injection of money to schools | |
| 03 | Capacitate stakeholders | |
| 04 | Not sure | |

14. HOW OFTEN DO YOU GET FOOD FROM THE NSNP?

| Code | Frequency | Put a cross |
|------|-----------|-------------|
| 01 | Weekly | |
| 02 | Daily | |
| 03 | Fortnightly | |
| 04 | Twice a week | |

15. IS THE AREA WHERE FOOD IS SERVED FREE OF DUST?

| Code | Response | Put a cross |
|------|----------|-------------|
| 01 | Agree | |
| 02 | Strongly Agree | |
| 03 | Disagree | |
| 04 | Strongly Disagree | |

16. HOW DO YOU THINK SERVICE PROVIDERS TO NSNP SHOULD BE SELECTED?

| Code | Response | Put a cross |
|------|----------|-------------|
| 01 | On merit | |
| 02 | Experience | |
| 03 | Political affiliation | |
| 04 | Family relationship | |

17. HOW CAN NON-COMPLIANCE BY SERVICE PROVIDERS BE MINIMIZED?

| Code | Response | Put a cross |
|------|----------|-------------|
| 01 | Cancellation of contract | |
| 02 | Opening of police case | |
| 03 | Capacity workshops | |
| 04 | Written warning | |

18. CHOOSE THE WORD THAT BEST DESCRIBES THE MONITORING AT SCHOOL LEVEL:

| Code | Response | Put a cross |
|------|----------|-------------|
| 01 | Satisfactory | |
| 02 | Not satisfactory | |
| 03 | Excellent | |
| 04 | Average | |

19. DO YOU THINK SCHOOL NUTRITION IMPROVES LEARNER ATTENDANCE? (Please comment)

20. WHAT IS THE IMPACT OF NSNP ON LEARNER ACADEMIC PROGRESS? (Comment).

21. DO YOU THINK THE NSNP HAS AN IMPACT ON THE HEALTH STATUS OF THE LEARNERS? (Please comment).

22. DO YOU THINK THE UTENSILS SUPPLIED BY DEPARTMENT ARE WELL MANAGED? (Please comment)?

23. DO YOU THINK YOUR SCHOOL TAKES HYGIENIC ISSUES INTO CONSIDERATION? (Please comment)?

24.  SHOULD THE CLASS PREFECTS ASSIST IN DISHING OUT FOOD? (Please comment)

25.  EDUCATORS ASSIST IN DISHING FOOD AT THEIR OWN RISK? (Please comment)