

**EMPOWERING REPRESENTATIVE COUNCILS OF
LEARNERS THROUGH POLICY- MAKING**

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**EMPOWERING REPRESENTATIVE COUNCILS OF
LEARNERS THROUGH POLICY- MAKING**

by

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DECLARATION BY CANDIDATE

I, Marcelle Isabel Maas-Olsen, hereby declare that the contents of this dissertation represent my own unaided work, and that the dissertation has not previously been submitted for academic examination towards any qualification. The opinions expressed reflect my personal perspective and are not necessarily those of the Western Cape Education Department or of the Cape Peninsula University of Technology.

Signed:

Date:

SUMMARY

The right of learners to participate in decision-making as stakeholders in their own education was a significant area of controversy between learners and education authorities prior to 1994.

At the end of the apartheid regime in 1994 the foundation was laid for a South Africa based on democratic values, social justice and fundamental human rights as provided for in the *Constitution of the Republic of South Africa, 1996 (Act 108 of 1996)*, hereinafter referred to as the *Constitution RSA*. To give effect to these constitutional rights and to entrench the democratic values in society, a new system of education and training which required the phasing-in of new education legislation had to be created.

The National Education Policy Act, 1996 (Act 27 of 1996) [NEPA] was the first comprehensive new act promulgated by the government after 1994. This act mainly provides for the promulgation of education policy by the Minister of Education.

The South African Schools Act, 1996 (Act 84 of 1996) [SASA], as amended, provides a national system of school education that advances democracy, the development of all learners and the protection of rights, as well as promoting acceptance of responsibility by learners, parents and educators for the organisation of the school, its governance and its funding.

The SASA has entrenched the rights of learners to participate as stakeholders in education by affording them representation in school governing bodies which have the status of being the only legitimate bodies representing parents and learners in public schools.

Schools are intended for a social purpose and education enables learners to generate new ideas that could be to the benefit of future generations, to imbibe wisdom and to pass on universal values. Part of the development of learners is that of becoming active citizens, empowered to participate effectively and constructively in school governance and in civil society in accordance with social values and principles.

Chapter Two of the SASA provides that each public school enrolling learners in the eighth grade or higher must establish a representative council of learners (RCL) and Section 11(2) of the SASA requires that the Member of the Executive Council (MEC) by notice in the Provincial Gazette, must determine the functions of the RCLs. Such functions include aspects of policy-making and policy implementation at school level.

As government is the institution responsible for making policies, for implementing these policies and for adjudicating the disputes that arise from them, and as a public school is a government institution, it is necessary that learners be equipped with understanding of what public policy is, and have the skills to be able to engage with policies and the policy-making process at school and community levels where appropriate.

Youth development is a national priority, but, as much as young people can enjoy the rights afforded in the *Constitution RSA*, they also have to take on the responsibility to advance these rights, to participate in government and to promote sound governance.

The main objective of the research was to ascertain whether RCLs have the policy knowledge and policy insight to engage effectively with education policies and policy-making as part of democratic governance.

The sub-objectives of the research were two-fold:

First, to investigate the knowledge and skills needed by learners to undertake effectively their RCL functions in the realm of policy and the policy-making process. This investigation was done through a literature study that included legislation and which together provided the source as to what was required to enable RCL members to engage meaningfully in education legislation, policies and policy-making at school and provincial levels.

The second sub-objective was to make recommendations as to the type of programme, the content framework and the training methodology to be used to empower learners, should the RCLs require such capacity-building.

A descriptive research method was followed, using a sample survey research design to present a structured questionnaire to the total population of RCL members in secondary schools in the Western Cape, who attended the RCL Conference held in October 2003.

The total target population of 293 learners who attended the conference was asked to fill in the questionnaire. The number of learners who completed fully and handed in the questionnaires was 203. This resulted in a response rate of 69.3%. A sample drawn from this total target population was used to draw inferences in respect of the research population.

In support of the findings recommendations were made regarding the content framework for training RCLs and the type of training programme to be used to build the capacity of RCLs to enable them to fulfil their policy-making functions effectively and to prepare them for meaningful engagement in civic affairs.

DEDICATION

This dissertation is dedicated to my son, Peder Johan Maas-Olsen, who died tragically at the age of 22 in the year 2004 when work on this dissertation commenced, and to my daughter, Ulla-Maree, for her commitment and determination to actualise her goals.

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- My daughter who encouraged me
- My friends who supported me
- The Lord who carried me

ABBREVIATIONS AND ACRONYMS

Abbreviations

e.g. for example

et al. and others

i.e. that is

p./pp. page/pages

Acronyms

DoE Department of Education (national)

FET Further Education and Training

GET General Education and Training

MEC The member of the Executive Council of a province responsible for education in that province

NEPA National Education Policy Act, 1996 (Act 27 of 1996)

OBE Outcomes Based Education

PDE Provincial Department of Education

PDEs Provincial Departments of Education

RCL Representative Council of Learners

RCLs Representative Councils of Learners

RSA	Republic of South Africa
SASA	South African Schools Act, 1996 (Act 84 of 1996)
SGB	School governing body
SGBs	School governing bodies
TLO	Teacher liaison officer
WCED	Western Cape Education Department

CONCEPTS AND DEFINITIONS

Concepts

competent

having the required capacity

competence

the quality or condition of being able to do something properly

national curriculum statement Grades 10 to 12

a three-year study programme offering both fundamental and optional subjects that a school learner must pass in order to obtain a school-leaving qualification

develop

the process of improving the general welfare of society
a process of positive improvement in human lives

empower

to enable learners to acquire the knowledge, skills and confidence to act on their own initiative and participate in school matters effectively and in a constructive manner

governance

the measures taken through co-operative interactions to improve the general welfare of a society through the delivery of services

ideology

knowledge as providing a platform for power and the specific forms of discourses and societal relationships it structures, as well as the interests it serves

learner

a child of school-going age, officially enrolled at a school and receiving education in terms of the South African Schools Act

policy

an expression of the broad purpose of government activity in a field such as education and the desired state of affairs in that field

policy process

the series of iterative stages of related decisions to which many circumstances and personal, group, organisational and political influences have contributed

policy-making process

the stages through which a policy issue moves as part of its development to achieve a particular result

public policy-making

the activities, interactions, decisions and policy choices processed within the framework of governmental procedures, influences and ideologies

representative council of learners

a statutory learner body consisting of three learner representatives for each school grade from the eighth grade and higher

stakeholder

a person who may participate in influencing a decision being made and who is affected by the decision taken

skill

a special ability in a particular field, acquired by learning and practise

teacher liaison officer

a teacher nominated or elected by the learners or teachers of a particular school to assist and guide the representative council of learners

Definitions

'Constitution RSA' means the Constitution of the Republic of South Africa, 1996 (Act 108 of 1996).

'Bill of Rights' refers to the sections in Chapter 2 of the Constitution that enshrine the rights of all people in South Africa and which provide the cornerstone of democracy.

'Education department' means the department responsible for education in a province.

‘Further Education and Training Band’ refers to the band within which learners from Grades 10 to 12 are educated according to the National Curriculum Statements for learning and teaching in schools.

‘General Education and Training Band’ refers to the band within which learners in schools from the reception Grade R to Grade 9 receive education in each of the three phases, i.e. the Foundation Phase (Grades R to 3), the Intermediate Phase (Grades 4 to 6) and the Senior Phase (Grades 7 to 9).

‘Head of Department’ means the head of the provincial education department in the province.

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CHAPTER 1

ORIENTATION

1.1 Introduction

The end of the apartheid regime in 1994 laid the foundation for a South Africa based on democratic values, social justice and fundamental human rights as provided for in the *Constitution of the Republic of South Africa, 1996 (Act 108 of 1996) [Constitution RSA]*.

The 1994 democratic election in South Africa heralded a new political dispensation which brought with it many challenges. One of these was to develop the human capital of all South Africans with a particular focus on the youth and their participation in the new-found democracy.

With the development of the youth being a national priority, and as much as young people could then enjoy the rights afforded them in the *Constitution RSA*, it was expected that they would also take on the responsibility to advance those rights, to participate in government and to promote sound governance.

The right of learners to participate in decision-making as stakeholders in their own education was a major area of controversy between learners and education authorities prior to 1994. Although under the Nationalist government there were forms of learner representation in schools, these prefect bodies did not have a mandate to bring about significant change in their school environment.

In the sphere of a new political dispensation the establishment of a forum for learners to participate meaningfully in matters concerning their own schooling needed to be entrenched in statutes to ensure that such learner bodies would be afforded due status to represent their constituents. The voice and recommendations of youth in matters of school organisation, as well as providing support to the total school programme through positive leadership, required a transformed education system.

This resulted in the phasing-in of new education legislation and policy initiatives to meet a range of developmental objectives, one being that of citizen participation and representation in governance at the local school level.

1.2 Background

The ideal of an engaged citizenry was achieved in 1996. The legality for the establishment of a representative council of learners (RCL) was provided through the promulgation of the *South African Schools Act, 1996* (Act 84 of 1996) [SASA], as amended.

The legislation made provision for learners to be elected as representatives of fellow learners, and to serve on school governing bodies. Such learner representation was different from the roles and types of activities that had been expected of learners under the prefect system which was of a bureaucratic nature with decision-making residing solely with the school principal and his/her management team.

Prefects were involved in activities like assisting staff to maintain learner discipline, organising events, fund-raising and assisting school management in areas such as the annual prize-giving. Learner participation was far removed from school governance and there were limited or no avenues for putting forward learner perspectives on school issues.

In order to assist provinces with the establishment of RCLs, a set of guidelines was published by the national Department of Education (DoE) in 1999. The DoE guidelines included a module on the roles and responsibilities of RCLs and noted that RCLs as representative bodies have a definite function because they have a greater say in fundamental policy matters.

From 1995 the South African government placed an ever-increasing emphasis on the need to develop the human and social capital within the country, and schools were seen as critical centres of human development. With the practice of democracy being infused in schools through learner representation, and the RCL having a policy function, it became obvious that learners would need to be able to participate effectively in governance structures if they wished to make a positive difference.

The conclusion was drawn that for learners to be in a position to influence policy constructively and in accordance with legislative principles, they would have to be empowered to do so. In addition, it was recognised that participation and decision-making can be seen as indicators of development in building a democratic state and also as indicators of human and social development.

1.3 Statement of the research problem

The problem being investigated is the uncertainty about whether learners serving on RCLs have the knowledge, skills and competencies to undertake effectively their policy functions in terms of engaging with policies and the process of democratic policy-making as part of co-operative governance.

1.4 Source of the research problem

The RCLs, as stakeholders in the development and implementation of school policies, are involved with the types of policies that fall within the jurisdiction of school governing bodies in terms of the compulsory and allocated functions that these governing bodies must perform. These include policies such as the school code of conduct, the school uniform, safety and security at school, fund-raising, school excursions, the choice of extra-mural activities and sport types, HIV and AIDS, gender-based issues and school functions.

In considering the responsibilities and functions of RCLs, it becomes evident that for these learners to fulfil their policy tasks optimally and to contribute effectively to school governance, they will need to have policy knowledge and specific skills relevant to policy-making. The policy process requires the application of analytical skills and the use of “multiple methods of inquiry and arguments to... resolve policy problems” (Cloete & Wissink, 2000:13). It also requires the values expounded in the *Constitution RSA* to be given effect through specific policy statements (Cloete & Wissink, 2000:14).

When interacting with RCL members around education and social issues, learners state that government should address their concerns and needs through policy. However, they are critical of the length of time it takes government to produce policy. This leads to the question of whether learners understand what public policy is and what it is not and that, in order to arrive at a policy, a process has to be followed.

1.5 Research questions

After due consideration had been given to the regulations governing the involvement of RCL members working with school managers and school governors towards school improvement, and serving on school governing bodies in terms of the provision in Section 16 of the *Provincial Gazette Extraordinary* 5946 of 31 January 2003, it was decided to centre the research questions around the following:

- What are the mandated roles, responsibilities and functions of RCLs?
- Do RCL members have the knowledge and skills to undertake effectively these governance functions in areas such as policy and policy-making?
- Would involvement with the policy and the policy-making process enable learners serving on the RCL to acquire the knowledge, skills and values to fulfil their mandated learner representative functions and enhance the level of learner competence in the compulsory curriculum subject, Life Orientation?

1.6 Significance of the research

In support of the Human Capital Development Strategy for the Western Cape, with a focus on the youth, it is recognised that the key to development is vested in an education system positioned to deliver knowledgeable, skilled and critical-thinking young people able to participate in and contribute to the overall development of their society.

In all this the school remains the most important institution through which social and human capital strategies can be realised. Apart from the school curriculum, education legislation allows for learners to participate in legislated structures as elected representatives, accountable for specific functions.

School organisation, governance and curriculum outputs are grounded in policy and the youth elected by their peers to represent their interests would be required to undertake their functions within a policy-dominated environment.

It is possible that RCL engagement with policy and the policy process would equip learners with the skills, attitudes and values to undertake their legislated tasks

effectively, to participate meaningfully in school governance and civic affairs and, in addition, to meet certain curriculum outcomes. The skills and competencies acquired through policy deliberation and construction could advance the development of each learner intellectually and emotionally, and build the social capital of RCL members.

1.7 Aims and objectives

1.7.1 Aims

With reference to the problem statement, the findings of this research will be used to make recommendations as to the type of programme, the content framework and the means of empowering learners, should the research indicate that RCLs require such capacity-building to enable them to fulfil their policy functions and, in the process, meet certain curriculum outcomes.

In order to achieve the aims of this research, the following research objectives need to be met.

1.7.2 Objectives: To ascertain whether learners serving on RCLs have the level of knowledge and skills to engage effectively with policies and policy-making as part of democratic governance

Sub-objective 1: To establish the legislative and education context for official learner representation in schools

Sub-objective 2: To determine the roles and functions of representative councils of learners within the education policy context

Sub-objective 3: To investigate the nature of policy and the policy-making process to determine the knowledge and skills required for RCLs to engage effectively with the policy process

Sub-objective 4: To identify the competencies required to enable RCLs to participate meaningfully in democratic school governance and policy-making

Sub-objective 5: To make recommendations as to the type of capacity-building programme, the content framework and the means of empowering learner representatives to take on their policy functions effectively in a democratic context and in so doing prepare them for meaningful engagement in civic affairs

1.8 Research methodology

A survey was done to meet the main objective of the research as to the level of policy understanding, knowledge and skills of RCL members.

A literature study was undertaken to determine the legislative and education policy context for the establishment of RCLs, the status of these bodies, their roles, responsibilities and functional areas of involvement in matters of governance and policy.

The study provided information as to the nature of public policy, policy analysis and the process of policy-making. The literature study also revealed the skills and competencies required for engaging in policy-making in a democracy supported by Constitutional values.

As part of the literature study, the national curriculum statements were consulted to research linkages between the types of competencies required of RCL members in performing their governance and civic functions, and the competencies required to meet the curriculum outcomes in the subject, Life Orientation.

The literature was obtained through hard copy searches at the libraries of the Cape Peninsula University of Technology and the Western Cape Education Department Education Library and Information System (EDULIS), and through inter-library loans.

Internet resources were used to access information from the World Wide Web. EDULIS undertook searches according to the keywords provided and the search engine SABINET was used, as were Google and Alta Vista.

The South African legislation and education policy information was obtained through access to the government search sites and the acquisition of hard copies from the Government Printers.

The following key words and phrases were used:

civic education student leadership	policy-making and schools
class representatives and policy-making	prefect councils
collaborative participation	prefects and policy-making
councils and schools	public policy-making
democratic participation	pupil councils
democratic schooling	pupils and policy-making
democratisation	RCL and policy-making
empowerment	school representative council of learners
learner representative councils	student empowerment
participation of pupils in school policy	student participation
policy and student bodies	student participation in policy-making
policy development	student representative councils (SRCs)
policy process	SRCs and policy-making
policy-forming	SRCs and schools

1.9 Development of the study

Chapter 1 has introduced the research problem by referring to the pre-1994 nature of the interaction of pupils in school matters, where the youth were striving for a transformed and equal society, to the change in focus from 1996, with a democracy and legislated stakeholder participation in schools, including a structure for learner representation.

Chapter 2 investigates the legislative and education policy environment within which the RCLs are established, their roles and responsibilities and the nature of their functions within the school education policy and guideline context.

Chapter 3 considers the origin and purpose of education law and policy and the function of public policy, with reference to policies that impact on school operations, management and governance.

Chapter 4 examines policy-making at various levels in the education system and the policy process. The knowledge, skills and values underlying the policy process will be

identified as competencies that could be achieved by learners when engaging with the policy process through a capacity-building programme.

Chapter 5 describes the research design, the sampling methodology used, and the socio-economic variables that need to be considered in this research. The collection of the data is discussed and the research scenario provided.

Chapter 6 documents the findings in terms of the research problem and how this relates to the literature review.

Chapter 7 concludes the research with recommendations as to how to address the research problem and areas requiring further research in school governance.

1.10 Conclusion

This chapter introduced the democratisation of the Republic of South Africa and the realisation that a democracy requires both representation and participation to be effective.

Whereas representation is afforded to learners through a new political dispensation and the promulgation of education legislation to support the political reforms, such representation needs to be converted into participation so that learners can learn to make informed choices for the common good.

The right to the participatory process in the governance of public schools does not guarantee that the ideological underpinnings for establishing the RCLs will be realised. For participation to be effective, knowledge and informed decision-making is required.

The research attempts to identify whether learners have the knowledge and skills to engage effectively with school policy. Should the outcome of the research indicate that learners are insufficiently equipped, recommendations will be made as to the type of content and competencies that should be contained in a training programme and the type of programme best suited to develop learners in the process of policy-making.

The acquisition of the concepts and the skills that constitute policy-making will empower the members of RCLs to contribute to the effective governance of their

schools, to serve their learner constituency purposefully on the SGB should they be elected to do so, and to undertake their RCL functions with confidence. In addition, such policy learning would build personal capacity and instil the practice in young citizens to participate actively in civic life and serve their communities.

In the next chapter the legislative and education policy context that creates the environment to enable the participation of learners in legislated structures will be investigated.

CHAPTER 2

LAW AND POLICY CONTEXT FOR ESTABLISHING REPRESENTATIVE COUNCILS OF LEARNERS

2.1 Introduction

The previous chapter provided an introduction to the rights and responsibilities of school learners to act as representatives of fellow learners in matters of school governance, and the entrenchment of such responsibilities through legislation. The awareness was drawn that learners would need to be empowered to take on these responsibilities which led to the source of the research problem, culminating in the research questions and the stated aims and objectives of such research.

This chapter will review the literature that provides the legislative and policy context for the establishment of the representative councils of learners (RCLs), the human and social capital development of learners via the school curriculum, and formalised learner representation on bodies such as the RCL.

2.2 Law and education

Prior to the advent of democracy in 1994, each of the provincial departments of education (PDEs) in the Republic of South Africa had its own school models and its own distinct approaches to state-parent-learner relationships. School-level structures existed and parent representatives served on these bodies, but with limited decision-making powers. Learners had no say in the governance of their schools and were not considered to be stakeholders in their own education.

Although a prefect system was in place in many schools and the learners were given an opportunity to indicate their preferred representatives through a voting process, the staff essentially selected the prefects. Primarily the prefect system was used by principals and teachers to maintain discipline over learners and to organise student affairs such as matric dances and sport days.

The prefect system could not be used to voice learner aspirations and did not provide a platform to debate issues concerning teaching and learning, the provision of resources to support quality education, school organisation, and matters that impacted directly on learners, such as school safety and learner discipline.

The learner uprising of 16 June 1976, which spread throughout the country, symbolised the beginning of the growth of learner determination to have a voice in the administration and governance of their schools. This was not realised until 1994 when the change in regime of the Republic of South Africa (RSA) brought about a democracy and a government that would govern within the framework of a new constitution.

The adoption of the constitutional dispensation led to a new paradigm in the way the relationship between the state and its citizens was to be regulated. However, a change in law does not equate with a transformed society, as transforming a nation is an ongoing process of healing past injustices and building new relationships for a common South African future.

The provisions in the *Constitution of the Republic of South Africa, 1996* (Act 108 of 1996) [*Constitution RSA*] could not in themselves bring about the deeper social, cultural and economic changes needed to build a united and democratic South Africa and it was recognised that one of the cornerstones of entrenching the principles and the values upon which a democracy can flourish, is that of public education.

However, as stated by Delors et al. (1996:61), education as a public service cannot be satisfied with bringing individuals together by getting them to accept common values shaped in the past. It must also answer the question as to the purpose and reason why people live together and give everyone throughout life the opportunity to play an active part in envisioning the future of society.

An education system that creates an enabling environment for democracy to be put into practice provides the platform to promote, sustain and strengthen democracy as a preferable way of life and governance. Education is the vehicle to convert the ideological rhetoric into daily practice in schools and homes and in this way to change hearts and minds.

In the post-1994 context it was evident that if education were to provide the structures for participation in a democracy and to create the pedagogical space for learners to be reflective citizens, new education legislation based on the fundamental principles of democracy that allow for participation of all stakeholders with a vested interest in education, would be required.

Such a school system would uphold the constitutional rights of learners, parents and educators and would promote the acceptance of responsibility for the organising, governing and funding of schools in partnership with the state. The execution of such responsibilities and the ideal of an engaged citizenry needed to be grounded in legislation.

This was achieved in 1996 with the promulgation of the *National Education Policy Act, 1996* (Act 27 of 1996) [NEPA]. The NEPA was the first comprehensive new education act promulgated by the government after coming into power in 1994. Parliament approved the NEPA on 16 April 1996 and it became effective on 24 April 1996. This act provides mainly for the promulgation of education policy by the Minister of Education, with much of the policy relating to school education.

The NEPA requires that the Minister of Education determine policy for education at education institutions in accordance with the provisions of the *Constitution RSA*. One of the principles of this national education policy is directed towards enabling the education system to contribute to the full personal development of each student, and to the moral, social, cultural, political and economic development of the nation at large, including the advancement of democracy, human rights and the peaceful resolution of disputes (NEPA, Section 4(b)).

From 1996 the national Department of Education (DoE) has determined a strong policy foundation that embraces the values entrenched in the *Constitution RSA*. Prior to that date South Africa had several acts relating to different types of schools. However, on 1 January 1997 the *South African Schools Act, 1996* (Act 84 of 1996) [SASA] as amended, became effective and was the first single act applicable to all South African public and independent schools.

The SASA provides for a uniform education system that allows for redress and the provision of quality education to enable the development of the capabilities of all South Africans. In addition, it strives to advance democratic transformation and, whilst upholding the constitutional rights of all learners, parents and educators, it promotes their acceptance of responsibility for the organisation, governance and funding of schools in partnership with the government.

The SASA declares the status of all public schools as juristic persons and draws the distinction between the ambit of school governance and professional management. All public schools would be governed by a school governing body that would allow for school community participation in education. School principals, under the authority of the head of the provincial department of education, would be responsible for the professional management of their schools.

The legality for the establishment of the Representative Council of Learners (RCL) was provided through the promulgation of the SASA. Chapter 2 of the SASA pertains to learners and the provision of Section 11(1) within this chapter instructs that a representative council of learners must be established at every public school enrolling learners in the eighth grade or higher and that such a council is the only recognized and legitimate representative learner body at the school. It further instructs that the Member of the Executive Council (MEC) in each province must determine the functions and the procedures for the establishment and election of RCLs.

In the *Provincial Gazette Extraordinary, 5946 of 31 January 2003*, the MEC responsible for education in the Province of the Western Cape promulgated measures relating to Governing Bodies for Public Schools (excluding Public Schools for Learners with Special Education needs). Section 23 contains the measures relating to RCLs and in Section 23(1) the composition of the council is prescribed. The section stipulates that such a council consists of three representatives for each grade from the eighth grade and higher, and, as stated in the SASA, Section 11(1), this council is the only recognized and legitimate representative learner body at the school.

Section 23 of the *Provincial Gazette Extraordinary, 5946 of 31 January 2003*, regulates the nominations and election of members of representative councils of learners. The subsection relevant to the purpose of this paper is Section 23 (2(a)) that stipulates that

the representatives for each grade from the eighth grade and higher are elected separately by the learners in the grade concerned.

Section 23(2(b)) deals with the nomination and election of the representatives for each grade referred to in (a). What is significant is the relationship and role of the school principal as an electoral officer as stated in Section 23(2(c)). This role is further expanded in Section 23(3) which pertains to the elections of the office bearers of RCLs. It states the following:

- (a) The principal shall convene the first meeting of the RCL and shall preside at such a meeting.
- (b) At the first meeting the representatives shall elect from their ranks at least a chairperson, a vice-chairperson and a secretary.

Section 24(4) of the SASA stipulates the functions of the representative councils of learners as having to

- (a) draft a constitution and submit it to the governing body for approval
- (b) act as a representative of their fellow learners
- (c) serve as a channel of communication among learners themselves, between learners and staff and between learners and the principal
- (d) assist in maintaining order in the school in accordance with approved school rules
- (e) set a positive example of discipline, loyalty, respect, punctuality, academic thoroughness, morality, co-operation and active participation in school activities
- (f) promote good relations among learners themselves, between learners and staff, the school and the community, and the school and parents
- (g) promote responsibility, learnership and leadership
- (h) support the total education programme of the school (academic, religious, cultural and sports)
- (l) maintain and refine school traditions.

It is through the functioning of the RCL as the only legitimate youth leadership body within each school and with RCL members having representation on school governing bodies, that learners are exposed to public policy, the process of policy-making and the building of social capital through school community partnerships supported by policy.

Although there is an obligation on each education department to provide training for school governing body members, as per Section 19 of the SAsA, and such training would include the two RCL members elected to serve on the governing body, there is no legislated obligation for education departments to train the remainder of the RCL members not serving on the SGB.

However, in order to enable learners to represent the views of their peers responsibly and to make meaningful inputs into the formulation of school policy, RCL members would need to acquire adequate knowledge and build skills to be in a position to contribute to and influence school policy. This would empower the learners to manage their policy portfolios and also to build social capital.

Whereas the term of office of all other members of a school governing body is three years, the term of office for RCL members serving on the SGB is only one year, as RCL members are elected annually as representatives of the learners in each specific grade. Once the RCL members per school grade have been elected, two of these learners are elected to serve on the school governing body.

It is for this reason that all RCL members, and not only those serving on the SGB, should receive training in understanding policy and the process of policy-making, for that is the essence of governance.

The following are the national guidelines for Representative Councils of Learners:

In 1998 the government made funds available to the national Department of Education (DoE) to develop training guides for RCLs for priority areas of knowledge as identified in the provinces. The training guideline contained generic resource materials which could be used by the provinces to build the capacity of RCL members.

The Interuniversity Centre for Education Law and Education Policy (CELP) developed the guide for RCLs, which consisted of three modules:

- Roles and Responsibilities
- Planning and Organisation
- Conflict Management

In 1999 DoE published the RCL guide and the message from the then Minister of Education, Professor S. Bengu, as contained in the foreword, states that the SASA provides for a uniform system for organisation, governance and funding of schools, which requires the active and innovative participation of educators, parents, learners and members of the community.

To date this guide, the only RCL guide developed nationally for distribution to all provinces for building the capacity of RCL members, remains the predominant source document for RCL development in the Western Cape. It provided the historical perspective to RCLs (CELP, 1999: 6.3) and stated that many schools had a tradition of Student Representative Councils which played a major role in crafting the new South Africa. Other schools had a long tradition of school prefects, and then there were schools that used both systems. It was thus necessary for all these traditions to be brought together within the new context of consolidating democracy at school level. The best elements of these traditions had to be considered in order to see what was appropriate and this resulted in the SASA stipulating that RCLs must be established in schools with learners in the eighth grade and higher.

The Interuniversity Centre for Education Law and Education Policy (CELP 1993:6.3) found that learners soon realised the significance of their role in the RCL once they understood the connections between the struggle for democracy in the past and the present need to consolidate and broaden democracy as part of nation building.

It also became clear, as confirmed by CELP (1993:6.3), that these new learner representative bodies have a more definite function because they have a greater say in fundamental policy matters. This, for example, allows an RCL to participate in developing governance policy, such as a code of conduct for learners or a safety policy for managing school excursions.

(CELP, 1999: 6.1) continues by providing a background to representative councils of learners that confirms the statutory nature of such councils and the provision for greater participation by learners in the democratic functioning of their schools. Reference is made to Section 23(2) in the SASA, which, through compulsory representation of learners on the school governing body, provides the learners with a legitimate role to play in school governance and management. This underlies the

fundamental constitutional principles of co-operative governance and participative management.

Section 23 of the SASA deals with the membership of governing bodies at ordinary public schools. One of these member categories is that of the two learners elected to serve on the school governing body, referred to as being “learners in the eighth grade and higher at the school”. There is no stipulation that either of these learners must come from the ranks of the RCL. He/she could be any learner in the school who is in the stipulated grade and whom the RCL chooses to elect.

Therefore, although Section 11 of the SASA, in dealing with the representative councils of learners, emphasises that this council is the only recognised and legitimate representative learner body at the school, it does not mean that a learner elected to serve on the SGB needs to be a serving RCL member. What is stated, is that the legitimate representative council of learners must elect the learner or learners who are to serve on the School Governing Body (SGB). The DoE training guide does not clarify the matter of learner representation on the SGB coming from within the ranks of the RCL or not.

The first module of the DoE guide deals with the roles, functions and responsibilities of the RCLs and provides the teachers who have the RCL portfolio with relevant information for them to enable the learners to develop the skills required to represent their fellow learners and contribute to the improvement of their schools. The title given to a teacher who works with the RCLs as part of his/her co-curricular duties is that of a Teacher Liaison Officer (TLO).

(CELP, 1999: 6.4) provides a clear exposition of what a representative council of learners is. It states that “an RCL

- is an official body representing all learners in secondary schools.
- should become the most prestigious official representative structure of learners in the entire school.
- is made up of learners elected by their fellow learners to represent them.
- is constituted in accordance with the SA Schools Act.
- is the only body that represents every learner and in which every learner can participate”.

The purpose of a representative council of learners is stated in (CELP, 1999: Section 6.5) as being

- to provide learners with an opportunity to participate in school governance and to participate in appropriate decision-making.
- to enable learners to contribute towards the improvement of the culture of learning, teaching and service in their schools.

In discussing the functions of a representative council of learners, CELP, 1999: Section 7.3.2 lists the main functions of an RCL as follows:

1. An RCL acts as an important instrument for liaison and communication.
2. An RCL meets at ... regular intervals, as determined by its constitution, to consider ideas, suggestions, comments and ... complaints from its constituencies.
3. After every meeting the RCL gives feedback to the learners.
 - 3.1 If an idea is turned down, an RCL must try to explain why approval was not granted.
 - 3.2 If an idea is approved, it must be conveyed to the professional management team and the School Governing Body (SGB), where applicable.
 - 3.3 If the SGB also approves the idea, it becomes part of the school policy, where applicable. If the SGB does not approve the idea, the principal must explain the reasons for this decision to the council, which in turn must inform its constituency.

The guide clarifies that representative councils of learners play a liaison role in schools. This role is depicted graphically in the guide (CELP, 1999: Section 7.4 (a)) as follows:

CLASS LEARNER ─► CLASS REPRESENTATIVE ─► RCL ─►
TEACHER LIAISON OFFICER ─► PRINCIPAL

In discussing the functioning of a representative council of learners, mention is made (CELP, 1999: 8) of the RCL constitution and other responsibilities. It is noted that RCLs are stakeholders in the governance and, where applicable, the management of their schools. When noting other responsibilities, the following are emphasized:

- An RCL is the representative of the learners of a school.
- It may not dictate to the principal.

- It must help the school management to bring about order in the school.
- It must provide leadership to all learners so that they may observe rules of conduct and discipline.
- It may organise cultural, social and other activities in order to help the principal and the staff. (CELP, 1999: 8.3)

With reference to the responsibility of the RCL in school policy-making, it becomes evident that the RCL is involved in assisting with the development of policies in a number of areas such as

- drafting a constitution (*Provincial Gazette Extraordinary 5946* of 31 January 2003, Section 23(4(a))
- drafting the RCL policy that will guide all its financial activities (CELP, 1999: 8.7.4)
- drafting the school code of conduct (CELP, 1999: 8.4.3)
- helping to implement the code of conduct (CELP, 1999: Annexure A s 9(d))
- contributing to the development of a vision and a mission statement for the school (Edu-Assist, 1998:7).

As indicated in the preceding paragraphs, the roles and responsibilities of an RCL are legislated and therefore the functions of this body cannot be executed in a haphazard manner without clear operational guidelines. For an RCL to make a positive impact on the process of democratic transformation at the school and to support effective education, it is vital for it to develop its own operational policies and to participate as a stakeholder in school governance policy-making.

2.3 Policy supporting the empowerment of RCLs

Education has two major phenomena relevant to the empowerment of RCLs, one being the law which determines the co-responsibility of the education stakeholders in school organisation, governance and funding and of which the RCL is one such stakeholder, and the other being the development of learner talents and capabilities which is achieved via the national curriculum and the process of assessment (SASA 1996 Section 6A).

As stated by Taylor et al. (2003:71), the dominant ideals of any society are reflected in the intended curriculum. Although what Taylor et al. express is valid, the unintended

curriculum is just as important in preparing children for cognitive and socio-affective competencies. A legislative structure in which learners participate and share in working towards common objectives through projects, makes the acquisition of a range of skills and competencies to augment the intended curriculum outcomes possible.

The process of policy-making lends itself to project work and as Delors et al. (1996:61) argue, projects make it possible to go beyond the individual routines and highlight what people have in common, rather than the differences between them. This is exactly what is needed to build a united South Africa.

The SASSA as the education law, together with the national curriculum and assessment policy, provides the education frameworks that significantly influence the human and social development of school-going learners. Such youth development is enabled through the acceptance of school organisation and governance responsibilities by learners and the acquisition of skills, values and applied competencies as determined by the curriculum outcomes. Furthermore, the purpose and substance of education law and curriculum policy complement each other in preparing all learners and, particularly relevant to this discussion, learners from Grade 8 to Grade 12 who are members of RCLs to be able to execute their functions effectively and make a meaningful contribution to society.

The education policy framework that is at the core of learner development in schools is expressed as national curriculum statements for the General Education and Training (GET) band and for the Further Education and Training (FET) band. The GET curriculum covers the grades from the reception year (Grade R), to the end of the GET band at Grade 9, which is the end of compulsory education and an exit point for learners. The FET band educates the learners from Grades 10 to 12, which is the end of the school education system.

The school curriculum in both the GET and FET bands sets objectives and learning outcomes to be achieved by the learner at the end of the learning process. One such objective is to ensure that learners acquire and can apply knowledge and skills meaningfully in their own lives. The knowledge and skills that learners would acquire through policy-making would greatly enhance the successful achievement of the curriculum outcomes and promote the effective functioning of the RCL.

Within the education law, the roles and functions of the RCLs and the underpinning knowledge and skills that are required are to be found within the functions prescribed in the Provincial Gazettes. There is strong commonality between the outcomes to be achieved by learners in the curriculum and the knowledge, skills, and competencies to be acquired by RCL members.

The preamble to the *Constitution RSA* states the aim to establish a society based on democratic values, social justice and fundamental human rights. Furthermore, it aims to lay the foundations for a democratic and open society in which government is based on the will of the people and where every citizen is equally protected by law.

To this end, the Revised National Curriculum Statement (RNCS) Grades R to 9 Policy and the National Curriculum Statement Grades 10 to 12, support the preamble through an outcomes-based curriculum that aims to develop the full potential of each learner as a citizen of a democratic South Africa. Furthermore, the critical and developmental outcomes to be achieved by learners at the end of the education process in both the GET and FET bands are also those necessary for learners to acquire in order to fulfil their roles and responsibilities as members of RCLs.

2.3.1 Critical outcomes

The critical outcomes as stated in the National Curriculum Statement (Department of Education, 2003a:8) envisage learners who are able to

- identify and solve problems and make decisions using critical and creative thinking
- work effectively with others as members of a team, group, organisation and community
- organise and manage themselves and their activities responsibly and effectively
- collect, analyse, organise and critically evaluate information
- communicate effectively using visual, symbolic and/or language skills in various modes
- use science and technology effectively and critically, showing responsibility towards the environment and the health of others, and
- demonstrate an understanding of the world as a set of related systems by recognising that problem-solving contexts do not exist in isolation.

2.3.2 Developmental and learning outcomes

Of the five developmental outcomes described in the National Curriculum Statement (Department of Education, 2003a:8), Outcome Two is especially relevant to RCLs, as it requires learners to be able to participate as responsible citizens in the life of local, national and global communities.

One of the learning areas in the GET band is that of Life Orientation, which continues as a core compulsory subject into the FET band. In essence, education in the area of Life Orientation strives to develop skills, knowledge, values and attitudes that empower learners to make informed decisions and take appropriate actions to enable them to live meaningfully and successfully in society.

In the GET band, within which Grades 8 and 9 RCL members are educated, the Life Orientation learning outcomes for social development are particularly useful in preparing learners for the RCL tasks and engagement in civic affairs as they are encouraged to participate in civic and human rights programmes.

The learning outcome in the senior phase of the GET band, which incorporates Grades 8 and 9 learners, states that the learner will be able to demonstrate an understanding of and commitment to constitutional rights and responsibilities, and to make informed decisions on human rights, social and moral issues.

In the FET band, the focus of the subject Life Orientation relates to the development of the self in society and the acquisition of knowledge, values and attitudes to contribute to a just and democratic society. One of the four Life Orientation focal areas in the FET band is citizenship education, which will be the focus in the context of this study.

The achievement of the above-mentioned curriculum outcomes and RCL involvement in policy-making could enable the building of both intellectual and social capital, which is vital for youth participation in a global world. RCL members could gain much by applying the skills of project management and policy-making which reflect an intention to take action towards achieving a visualised goal, as described by Hanekom (1987:2).

2.4 Conclusion

This chapter has provided the legislative and policy context for the establishment of RCLs in public schools. The functions of RCLs were discussed, as well as the provision of guidelines by the National Department of Education to assist provinces in building the capacity of learners serving on these councils.

It was clarified that in the new democracy RCLs would have a more definite role to play in fundamental policy matters than had been the case prior to 1996. The correlation was drawn between the type of outcomes learners would need to demonstrate to perform their RCL functions effectively and those that learners would need to achieve in the curriculum subject Life Orientation within the focus area, citizenship.

It was noted that there were commonalities in the knowledge and skills that learners would need to acquire and thus a symbiotic relationship existed between meeting RCL learning outcomes and curriculum outcomes.

The following chapter will review the literature to give insight into the nature and function of education law and policy, as the context within which learners on RCLs attend school and within which they act as representatives and policy-makers.

CHAPTER 3

THE ORIGIN AND PURPOSE OF EDUCATION LAW AND POLICY

3.1 Introduction

Chapter 2 provided the legislative and policy context for the establishment of the representative councils of learners. The functions of the RCL were examined, as well as the need to build the capacity of learners to deal with the RCL policy function, which could also lead to the achievement of curriculum outcomes.

This chapter looks into the origin of education policy, its nature, purpose and the constitutional values upon which education policy must be based. The spheres of government from which policy originates are mentioned and examples provided of the variety of uses of the word 'policy'. Various forms of legislation as sources of education law are discussed, with the school code of conduct being a fine example of subordinate legislation that needs to be developed by the RCL as a partner in policy-making and policy implementation.

3.2 The Constitution and education

The *Constitution of the Republic of South Africa, 1996* (Act 108 of 1996) [*Constitution RSA*] is the supreme law of the country and establishes the democratic guiding principles that, as clarified by Du Toit et al. (2002:102), bind and direct the functions of every government institution (and that includes public schools), every political office-bearer and every public official. This implies that "all activities of a government institution or official must be carried out with due consideration to the authority of Parliament or other legislative bodies" (Du Toit et al., 2002:102-103).

Every public school, as a state institution delivering the service of education, must therefore conform to the prescripts of the legislation in the manner that it operates. As pointed out by Joubert et al. (2004: 79), the *Bill of Rights*, Chapter 2 of the *Constitution RSA*, together with the *South African Schools Act, 1996* (Act 84 of 1996) [SASA], has introduced a new human rights culture in schools.

Joubert et al. (2004: 79) refer to the provisions in different sections in the *Bill of Rights [Constitution RSA]* that deal directly with education and which form the “cornerstone of all education law”. It is clear that the manner in which the legislated representative bodies fulfil their policy functions in the school environment would need to ensure that the provisions of the supreme law of this country are not threatened.

The *Constitution RSA* establishes the values upon which all subordinate legislation and policy must be based. All education policies must be firmly rooted in these values and this holds true for the policies made by school governing bodies and representative councils of learners (RCLs).

Lawton (1998:10) speaks of regime values and states that ethical issues will always feature owing to the nature of the public sector. It is within this sector that political, social and economic values are located. Lawton (1998:11) continues the discussion around ethical management by emphasising that in public organisations activities are carried out to maintain and sustain ways of life, but also to enable change in society through response and development. It is through such activities that values are realised in the public domain (Lawton 1998:11).

A critical distinction must, however, be drawn between constitutional norms and values, and regime norms, as the latter would be influenced by the ideology of the political party of the day and the concomitant changing context within which the public is served. The pre-1994 context is a good example of the provision of public services to a select few according to regime norms.

School representation in the form of the governing bodies and learner councils would need to base deliberations on ethical principles in the way in which they perform their duties, bearing in mind that they work for the common good of all.

As is the case with all policy-makers working in the public school domain, the RCLs would need to formulate policies according to an accepted and ethically managed policy-making process, and policy intentions would have to be based on constitutional values and evaluated against these norms.

3.3 The spheres of public policy development

The South African government, which is the originator of public policy, consists of three spheres of government:

- Central or national government, an example being the national Department of Education (DoE)
- Provincial governments, such as the Western Cape Education Department (WCED)
- Local governments

Although public policies are developed in each of the three spheres, education policy is only developed at national and provincial levels and not in the local government sphere where the municipalities operate.

Policies that flow directly from national and provincial legislation or regulations are binding. Thus policies formulated at national level supersede those formulated at provincial level. In turn, those formulated at provincial level supersede policies developed at school level. This implies that each policy must be aligned to the legislation and principles contained in the policy at the next highest level.

In terms of both the *National Education Policy Act, 1996 (Act 27 of 1996) [NEPA]* and the SASA, as amended, the national Minister of Education may promulgate policies relating to certain issues.

Section 3(3) of the NEPA states that, subject to the *Constitution of the Republic of South Africa, 1996 (Act 108 of 1996)*, and hereinafter referred to as “the *Constitution RSA*”, national policy must take preference over the whole or any part of any provincial policy on education, should there be a conflict between the national and provincial policies.

A distinction needs to be drawn between public education policy and the education policies developed by school governing bodies, including RCL members. Public education policies are formulated by the national Minister of Education in co-operation with the Members of the Executive Councils (MECs) in each of the provinces. These policies are published in *Government Gazettes*. Each of the provinces also formulates its own provincial education laws and policies, which emanate from the national policies and are published in *Provincial Gazettes*.

As the SASA, in Section 15, provides the status to every public school of being a juristic person, public schools have the legal powers to execute their functions, rights and obligations, of which one is formulating policy at school level. School policies are policies developed by individual public schools in all provinces and formulated according to mandates given in national or provincial acts, regulations and policies, or in response to identified needs in the school.

A further distinction needs to be drawn between school education policies of a professional management nature such as school curriculum policy which is the responsibility of the principal as clarified by Potgieter, Visser, Van der Bank, Mothata and Squelch (1997:13) and school governance policy, which is the function of the governing body. RCLs would be involved in policies of a governance nature, although their liaison function would allow them to bring issues of professional management to the attention of the school principal.

3.4 The term 'policy' and concepts of public policy

A fundamental concept that learners need to grasp is the meaning of and the different applications of the word 'policy'. The reason is that RCLs have significant engagement with policies and the policy process in terms of their roles and responsibilities.

Dunn (1981:61) describes public policy as a "long series of more or less related choices, including decisions to act, made by government bodies and officials". Dye (1981:1) defines public policy essentially as whatever governments choose to do or not to do. Useful definitions as to public policy are provided by Van Niekerk (2001:87) whereby the clarification depends on the context in which the policy is applied. Thus policy can, for example, be used as a specific proposal, for general purpose, for formal authorisation, as an expression of a desired state of affairs or as a policy statement made by political office-bearers and officials.

Within the educational context of post-1996 when the SASA was promulgated, the learners serving on RCLs have become stakeholders in the schools they attend.

In order to enable the RCLs to be effective partners with school governing bodies (SGBs) and school management teams (SMTs), these learner bodies need to know

and understand how education legislation and policy are related and they need insight into the categories of policies that exist.

According to Hogwood (1984:13-19), there is a variety of uses of the word 'policy'. The categories are listed below and examples of the application of the terms are provided from within a South African public education context.

Category: Policy as a label for a field of activity

Example: The broad statement about government activity in the field of education, such as is presented in the National Education Policy, 1996 (Act, 27 of 1996) [NEPA]

Category: Policy as an expression of general purpose or desired state of affairs

Example: Among a list of policy statements and directives contained in Section 4(d) of the NEPA, the following serves as an example of a directive on the issue of physical disability: "endeavouring to ensure that no person is denied the opportunity to receive an education to the maximum of his or her ability as a result of physical disability".

Category: Policy as specific proposals

Example: An example taken from the *Employment of Educators Act*, 1998 (Act 76 of 1998), Section 3.3

"Subject to the academic programme not being interrupted, an employee who is a registered member and in good standing with an employee organisation may take reasonable time off during working hours to participate in agreed-to employee organisation activities."

Category: Policy as decisions of government

Example: The decision in 1997 to replace the apartheid education curriculum with an Outcomes Based Education (OBE) curriculum

Category: Policy as formal authorisation

Example: The stage when a policy becomes legitimate, such as the promulgation of the *South African Schools Act*, 1996 (Act 84 of 1996)

Category: Policy as a programme

Example: The primary school nutrition programme

Category: Policy as an output (the activities of government at the point of delivery)

Example: In terms of the inclusive education policy, the output is the delivery of support services to learners with special education needs being educated in mainstream schools.

Category: Policy as an outcome (the impact of these activities)

Example: The number of hearing-impaired learners educated in mainstream schools with support services, who pass Grade 12

Category: Policy as a theory or model

Example: By introducing the model for the participation of parents in the schooling of their children, the democratic governance of public schools could be vested in the communities who would take charge of their own schools and thus have the ability to engender change. This resulted in the establishment of school governing bodies in 1996.

Category: Policy as a process

Example: To develop a policy such as a code of conduct for learners requires the completion of a series of successive stages before the policy is adopted

Van Niekerk (2001:87) draws a distinction between informal and formal policy statements. Speeches and media releases made by political office-bearers can generally be considered informal policy statements, as these are mostly expressions of intention. Hogwood (1984: 15) expands on this when saying that newspapers often contain policy statements of specific actions that political organisations and interest groups would wish to see undertaken by government.

Formal policy statements are the building blocks of national legislation and are based on policy decisions made by politicians (Van Niekerk 2001). Dye (1981:2) concretises the concept of formal statements when declaring that the notion of public policy must include all actions of government and not just stated intentions of governments or government officials.

It is therefore necessary for learners to have this insight into the use of the term 'policy' in various contexts, such as during the process of electioneering and as expressed by various stakeholders and institutions, so as to be in a position to interrogate the status of policy statements critically and, where applicable, to be able to monitor the determination of the legislator in pursuing the stated policy objective(s).

According to Thornhill & Hanekom (1995:54), policy is a desired course of action and interaction, which serves as a guideline in the allocation of resources necessary to realise societal goals and objectives. The authors continue by informing that the policies decided upon by the legislator are the inputs to the public administrative process and should be carried out by the appointed officials in the employ of public institutions.

As members of a legislated body serving a learner constituency in a public school institution, the RCLs need to conceptualise their policy and operational position in the vertical and horizontal dimensions of intergovernmental relations. They also need to recognise that their legislated functions make them part of the administrative process.

(Hanekom, 1987:3) makes the point that it is only through the actual implementation of a policy that a desired course of action comes to fruition. This understanding is most necessary for RCLs to internalise, as they have a role both in the development and the implementation of the policies that they generate, but also in monitoring and evaluating the application and implementation of national and provincial education policies in their schools.

Van Niekerk (2001:88) states that policy can be seen as an overarching concept, whilst legislation or acts, regulations and instructions can be seen as purpose and process specific derivatives of public policy. The possibility exists as evidenced in the media and official reports that ordinary citizens as stakeholders in public schools, and this includes RCLs, may not realise the legitimacy of documents titled as policies and the requirement to implement these as per the letter and spirit contained therein. Thus it becomes necessary for RCLs to be in a position to recognise the similarities and differences between public policy, legislation, regulations and instructions and the status of such documents.

3.5 The status and purpose of public policy

Public policy as an overarching concept includes all the actions that governments choose to undertake, as well as those upon which governments choose not to act. Public policy that addresses the needs of the entire nation, such as the provision of a uniform and equitable school system as provided for in the *South African Schools Act, 1996* (Act 84 of 1996) is a national policy and is legislated so as to demand compliance with the provisions.

Legislation or policy is a declaration of intended action, (Van Niekerk: 88), but public policy does not equate with legislative instruments that are binding and can thus be enforced. The matter of the requirement to adhere to policy remains a point of debate in school governance and an issue of contestation, both on the part of education authorities and school managers and governors.

This issue became clear as quoted in the Constitutional Court in the case of *Minister of Education v Harris* whereby Judge Albie Sachs clarified that laws, regulations and rules are legislative instruments, but policy determinants are not, and that in order to bind the public, policy should be reflected in such instruments. The judge proceeded by stating that policy determinations cannot override, amend or be in conflict with laws, including subordinate legislation (Bertelsmann 2001:29).

RCLs thus need to distinguish between education policy acts, as determined nationally and provincially, which provide directive principles and legislative instruments such as measures relating to the composition of RCLs, the election of office bearers and the functions of the RCL.

Policy is a difficult concept, but it is one that RCL members would need to come to grips with, as much is demanded by sectors under the banner of the service or condition being stated as policy. In general, policy does not create rights, nor does it impose obligations. In the RCL context, policy provides guidelines, but these are not binding.

Learners need to understand that if there must be compliance with policy, it is only by way of legislation that it can be made binding and this is not relevant to the policies

developed at school level by RCL members, even though they are members of a legitimate representative body with a policy function.

3.6 Legislation as a source of education law

3.6.1 The Constitution

The *Constitution of the Republic of South Africa, 1996* (Act 108 of 1996) is the supreme law of the country that provides behavioural directives and thus all other policies, legislation, regulations, procedures and strategies are subject to the *Constitution RSA* and must be in compliance with the values and principles contained therein.

Cloete (1998:37) reinforces that every citizen, every member of every legislature and every political executive office-bearer need to know and live up to the provision of the Constitution. Operational practices in every public institution must give effect to the values, norms and principles of the *Constitution RSA*. This applies equally to national and provincial education departments, the district support offices and the schools, including school governors and the RCLs as executive bodies at school level.

RCLs find themselves in the dual role of legislated office-bearers and producers of a public service to fellow learners, whilst also being first-line consumers of that same public service. It is necessary for RCLs to be fully acquainted with the provisions of the *Constitution RSA* and their application in school policies and rules in order to fulfil their public function efficiently and effectively.

In addition RCLs have the role of a critical citizen who needs to have knowledge regarding public policy and other legislation that affects his/her interests so that, as Cloete (1998:37) indicates, he/she is able to make a contribution to assist the institutions and the functionaries to be effective for the achievement of the envisaged goals, in this instance the goal being a transformed South African school system that serves the needs and interests of all people and upholds their fundamental rights.

In essence, all forms of legislation are thus subordinate to, and any policy or strategy must be consistent with, the *Constitution RSA*. However, Oosthuizen (2003:27-28) documents that it is common practice to classify legislation and he distinguishes

between original or primary legislation, and subordinate or delegated legislation. In view of the target audience being school learners who deal with matters of education, the following examples are education-based.

3.6.2 Original legislation

Original legislation is promulgated by parliament or a provincial legislature and this type of legislation is generally issued in the form of broad guidelines. The *National Education Policy Act, 1996 (Act 27 of 1996)* is an example of original legislation promulgated by parliament at national level. It provides broad directives, and the *Western Cape Provincial School Education Act, 1997 (Act 12 of 1997)* is an example of original legislation promulgated by a provincial legislature. The latter makes provision for the educational needs of the Western Cape Province within the directives of the *Constitution RSA* and the national education acts.

Parliamentary (national) legislation can be divided into two categories, namely specific and general legislation. Within the context of education, Oosthuizen (2003:28) provides the following examples:

- Education legislation promulgated specifically for the purpose of education, such as the *National Education Policy Act, 1996 (Act 27 of 1996)* and the *South African Schools Act, 1996 (Act 84 of 1996)*
- General legislation not specially promulgated for education, but which may have an impact on education. Two examples of such general (non-education) parliamentary legislation are the *Promotion of Administrative Justice Act, 2000 (Act 3 of 2000)* and the *Promotion of Access to Information Act, 2000 (Act 2 of 2000)*. The rights of access to information and to just administrative action are guaranteed in Sections 32 and 33 of the *Constitution RSA* respectively.

The implication of giving effect to these rights has considerable impact on the way in which schools are managed and governed and the procedures that are put in place to respond to the requirements of these acts. Not only do RCLs need to ensure that they carry out their functions within the parameters of these rights, but, in their capacity as learners, they can exercise these rights themselves. In order to do so, RCL members

need to be conversant with objectives and the content of the acts and, most importantly, the practical application thereof in the daily school practice.

A relevant example of ensuring administrative justice is that of procedurally fair administrative action, particularly in the area of learner discipline in schools, which is also provided for in Section 9 of the SASA.

The representative council of learners plays a major role in assisting with the management of learner behaviour and the implementation of the school code of conduct as it replaces the prefect system in schools.

With regard to access to information, a parent has a constitutional right to information regarding his/her child as contained in school records, as well as access to school policies, budgets and a host of other non-privileged information held by the school. Learners also have the right to access their information, e.g. assessed projects and the criteria used for awarding marks, and the curriculum framework for a semester.

Hence the RCLs, in executing their tasks, need to be mindful that policies and legislation cannot be considered in isolation and that school policies that are developed or decisions that are taken need to be analysed in terms of their wider and often unforeseen impact.

3.6.3 Subordinate or delegated legislation

As the name indicates, subordinate legislation is subject to original legislation. The original legislation provides directives and broad guidelines, and the power is then delegated to a senior executive officer such as member of the Executive Council (MEC) to enable him/her to fill in details to the original legislation.

The details are added by issuing subordinate laws (Oosthuizen 2003:34). Subordinate legislation includes regulations, proclamations and, within the context of education, school rules (Oosthuizen 2003:35). As the focus of this dissertation is on the representative council of learners, and a significant part of its portfolio of duties concerns learner conduct, school rules will be discussed as a particular form of subordinate legislation.

Oosthuizen (2003:35) indicates that the object of law in general, and the law of education in particular, is to ensure order and justice and it is the school code of conduct that serves to maintain order and governance within the domain of school activities. As much as the code of conduct must regulate the behaviour of learners and in so doing create a purposeful environment for quality learning to take place for all learners, so, too, does it place a degree of restriction on the freedom of the individual learner.

The *Manifesto on values in education and democracy* (Department of Education 2001: 17), emphasises that as with all the values reflected in the *Bill of Rights* contained in the *Constitution RSA*, which allow for the rights of people to be upheld, those rights come with certain responsibilities.

The code of conduct that informs learners of their conduct at school and also provides a standard of moral behaviour for learners in preparation for participation in civil society also brings sanctions for non-adherence to the regulations. However, when discipline is being enforced, proper legal processes should be followed to protect the interests of the child.

As Section 8(3) of the *South African Schools Act, 1996* (Act 84 of 1996), as amended, requires the school governing body of each public school to adopt a code of conduct for learners, the Department of Education set out guidelines to assist governing bodies in drawing up such a code of conduct. These guidelines were promulgated in *General Notice 776 (Government Gazette 18900)* of May 1998.

The two RCL members elected to serve on the school governing body (SGB) would be part of the committee responsible for developing the code of conduct. Such elected RCL members would need to acquire a democratic leadership style involving mutual consultation and decision-making as they would have to negotiate between the demands and aspirations of the learners they represent, the adult members serving on the SGB and the law.

Van der Westhuizen (1991:190) refers to this as group-centred leadership whereby these learners need to move the learner and adult stakeholders from one point of view

to another and assume part responsibility for getting this diverse group to move towards purposeful policy action.

Badenhorst (1993:178) points out that for the purposes of policy-making at school level, the school has both delegated authority (legislative) and common law authority. It is particularly in the components of the code of conduct that deal with discipline, penalties, corrective measures, suspension and expulsion, that the code of conduct and school rules, as a particular form of subordinate legislation, should be equitable, fair and reasonable.

Although school rules as part of the code of conduct only apply internally to a specific school, other subordinate legislation must be borne in mind and complied with when the rules are drafted.

Oosthuizen (2003:41) draws the distinction between the legal principles of reasonableness and rationality and that of fairness. Whereas reasonableness and rationality have a bearing on the substance of the code of conduct, i.e. the content and consequences of the rules, fairness deals with the procedures followed. The procedures are those contained in the code of conduct which needs to be followed in terms of the principles of natural justice, such as *audi alteram partem*.

Another instance where the correct procedure needs to be followed is in the process of developing a policy. Within each stage of the policy-making process there are procedures that must occur and generally the statement could be made that, irrespective of the type of policy, the policy-making process is both substantive and procedural.

The RCL members, as makers of school policy, would need to have functional knowledge of the legislative principles and the Constitutional values to inform their policy decisions. Not only will the legislative background be essential for their governance tasks, but it will also provide them with a broad overview of the rules of natural justice and their own responsibilities in society.

3.7 Conclusion

This chapter has focused on the nature, function and purpose of education law and the principles upon which education policies are based. Examples of the various types of education policies have been provided and the use of the term 'policy' as used in different contexts has been discussed.

The classification of legislation as a source of education law and the impact of the various levels of legislation on the policy function of the representative council of learners have indicated that, as policy-makers, the RCLs would need to be mindful of the legislative principles when formulating policy. The next chapter is devoted to policy and the policy-making process.

CHAPTER 4

POLICY AND POLICY-MAKING

4.1 Introduction

Whereas Chapter 3 discussed the origin and purpose of education law and public policy and its function within the context of education and the legislative authority of the *Constitution of the Republic of South Africa, 1996* (Act 108 of 1996) which imposes the principles with which education policy must comply, this chapter discusses the making of public education policy at various levels in the education system. The policy-making of the representative council of learners (RCLs) at school level will be dealt with in more detail as, through the research, the knowledge and skills to be acquired through engagement with the process will be identified as vehicles for learner empowerment.

4.2 The need for education policy

One policy aspect under criticism from public schools is that of policy overload and policy change in respect of policies and projects initiated from the national and provincial education departments. This critique relates to the seemingly large number of policies formulated and amended, as well procedures and regulations that entrench uniformity of application in all public schools with minimum opportunity for variance and creativity in implementation.

Considering that the *South African Schools Act, 1996* (Act 84 of 1996) [SASA] declares in Section 15 that every school is a juristic person and, in terms of Section 16, the governance of the public school is vested in its governing body, schools argue that in some instances provincial policies are superfluous and too prescriptive in their implementation requirements, particularly as provincial schools are encouraged to evolve as learning organisations moving towards self-governance and management.

At this point the distinction needs to be made between private schools that operate independently and are mostly self-funded, and public schools that operate within the public administrative policy process, providing a public service and thus being less autonomous in terms of their governance, management and policy decisions.

Whereas both types of schools must adhere to the supreme public policy, being the *Constitution of the Republic of South Africa, 1996 (Act 108 of 1996) [Constitution RSA]*, as well as to other public, private and formal laws, all public schools are directed through a hierarchy of public education policy statements to which they must adhere.

Cloete (1998:126) informs that no state institution or any of its constituent parts can undertake its functions without successive policy statements to direct its activities. The use of the term “successive” is emphasised by Cloete (1998:126) as policy is a response to the constant flux in society which demands the need for policy action to address environmental complexity.

Public policy can never be static and therefore policy and successive directives must continually be adapted to address systems transformation and to meet the expectations of the population. Fox (1991:29) adds substance to the iterative nature of policy by describing public policies as being amoeboid in nature with no apparent beginning or end and being in a constant state of flux, so as to be responsive to the needs of a democratic government.

Cloete (1998: 126) points out that whenever a new political party comes into power at national or provincial level it launches the policy changes necessary to address the community issues raised prior to the election. The ruling political party will determine the policy objectives and underpinning values that will direct the manner in which its programmes need to be undertaken and implemented to give effect to the policy direction propagated to the electorate. Such change in policy direction within a public service is a reality that public school managers, governors and RCL members need to understand and to accept if the desired political policy results are to be realised.

Three issues of public policy become clear in the writings of Cloete (1998: 125) and are also applicable to school policy-making. The first aspect is that, within the public administration which is the realm where public schools exist, the policy process always dominates. The second aspect is that policy consists of successive declarations of intent to do something or to have it done by specified institutions or functionaries, as prescribed. Thirdly, that the execution of such policy activities must always be based on legislative directives and, as Cloete (1998:126) states, policy-making and law-making are parts of the same process.

Although there are similarities in the application of the process for making policies and making laws, *policy-making is not equated with law-making, as these are separate processes and have distinct differences in terms of their authority and functions.*

This relationship between education law and education policy is made clear by Bray, Van Wyk and Oosthuizen (1989:61) as being one where the courts apply existing *principles of the law of education to the particular case put before it and, where such education disputes have been resolved by civil courts, the court decisions serve as valuable guidelines when making education policy.*

As stated by Bray (1989:92), the courts do not interfere with decisions based on policy and the courts do not examine the efficacy or desirability of policy decisions because it is assumed that the particular body, in this case the Western Cape Education Department (WCED), is the most competent body to deal with policy matters. However, when a policy decision proves to be unlawful with prejudicial consequences for the other party, the court will intervene.

4.3 Levels of policy-making in the education system

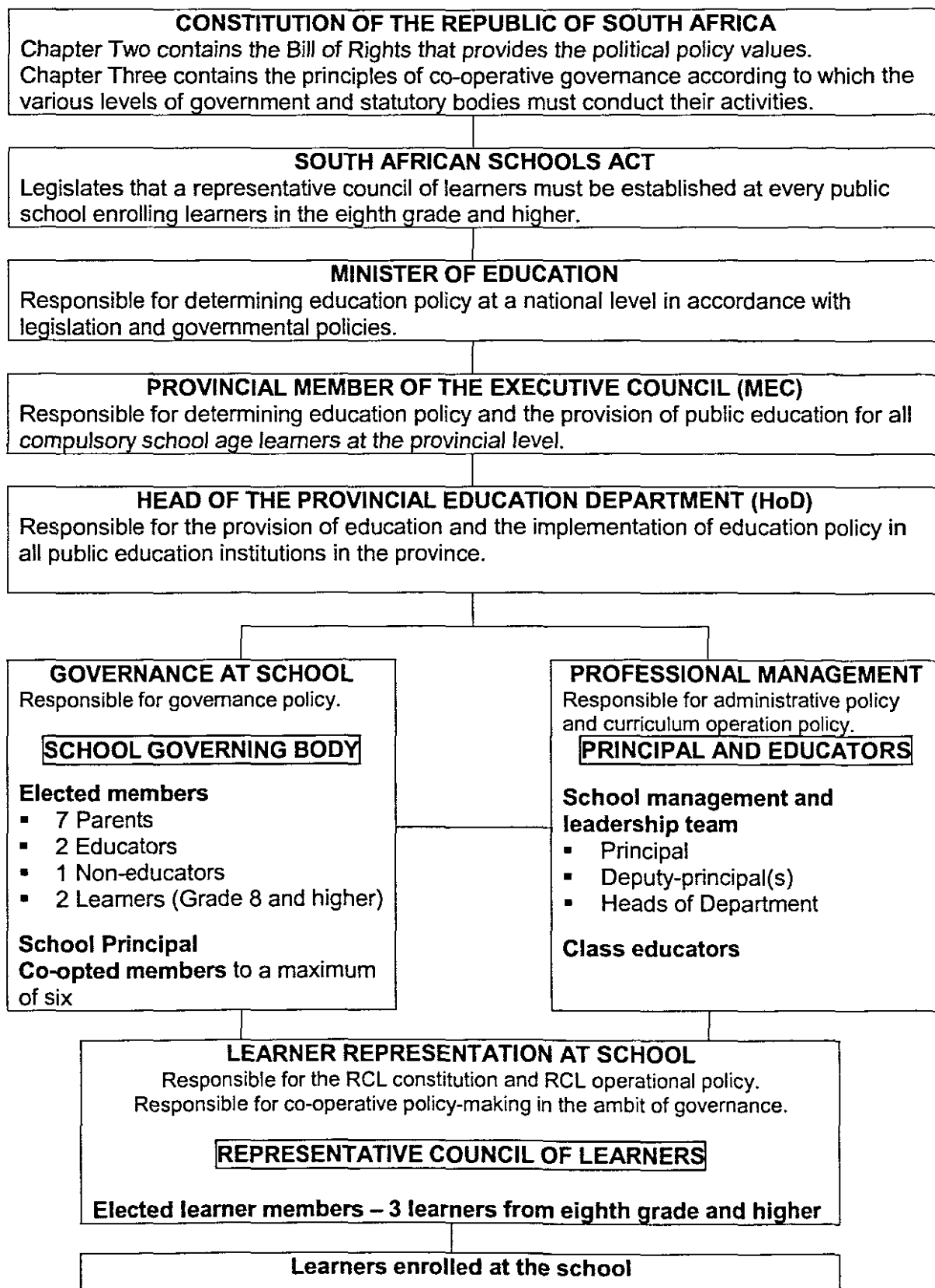
Cloete (1998:127) informs that every state has its own structure and hierarchy of institutions and that within each of these institutions there is a hierarchy of functionaries with specific functions to perform.

Policy directives issued in terms of the provisions of the relevant legislation regulate the activities of each of the functionaries employed in a public department, of which the education department is one with its own structure.

What makes the education department unique is that not only the employed functionaries, but also the elected parent volunteers serving on the school governing bodies, as well as the primary beneficiaries of the education service, i.e. the elected RCL members, are required to adhere to the policy directives.

All these diverse groups operate within the directives of the *South African Schools Act, 1996 (Act 84 of 1996) [SASA]* and function within the education hierarchy as depicted in Figure 4.1. It is also interesting to note that within the SASA each group functions in terms of its specific directives.

Figure 4.1: Hierarchical position of RCLs in public school policy-making



It is necessary for members of RCLs to conceptualise where they, as part of a statutory body, are placed within the legislative and political policy levels and also to locate their position in the policy-making process.

Figure 4.1 indicates the level of RCL policy utilization and policy-making and creates the framework to direct the thinking and actions of RCLs in matters of governance. This enables the learners to comprehend fully the contribution they can make in terms of giving effect to the law and the value they can add in democratising governance in public schools and bringing about transformation in South Africa.

The policies developed by the RCLs need to evolve from issues identified by the stakeholder components at school level, of which the learners constitute the largest group of stakeholders affected by policies. It is at this level that the RCL members have great influence in effecting positive policy change in the governance of their schools.

Apart from bringing the learner voice to the policy table, the RCL would need to consult with school governors, the parent body and the professional management team to ensure that learner policy concerns are realistic and in line with government legislation policy and treasury requirements.

The process of consultation within the levels of the school would be of an ongoing nature so that the policy output would address the needs, whilst being realistic in terms of implementation. Cloete (1998:130) emphasises that when policy is formulated, careful consideration must be given to all the possible implications at the stage of implementation. Cloete continues by pointing out that the officials best know the policy pitfalls and are therefore in the most favourable position to predict effects and possible policy implications.

The same principle of environmental knowledge applies to RCLs as they are at the level where the mood of the learners can be ascertained and the probable and possible reaction to policy proposals can be predicted. This allows for strategic intervention prior to implementation by either compromising on the policy content and procedures or by advocacy strategies to gain support for school policies that cannot be altered by the RCL owing to the provisions in education laws, regulations and departmental prescriptions. Throughout the policy process, as the policy issue moves through the

various policy levels, learners need to be on-board so as to develop insight from the point where the policy has its origin in the provisions of the *Constitution RSA* and education law, through to the implementation of policy at school level.

This understanding of the policy framework, the legality, and the opportunity for consultation as well as the limitations of policy, contribute to a manageable implementation phase at school level with buy-in from the majority of school-based stakeholders.

The situation also exists that learners have expectations that the policies they develop must be adhered to and implemented by school management and governors and that their policy demands must be met at school and provincial levels. This potential for conflict arises when RCL members are not exposed to the larger context of the origin of policy and at which levels policy information is provided, used and generated in the various public domains.

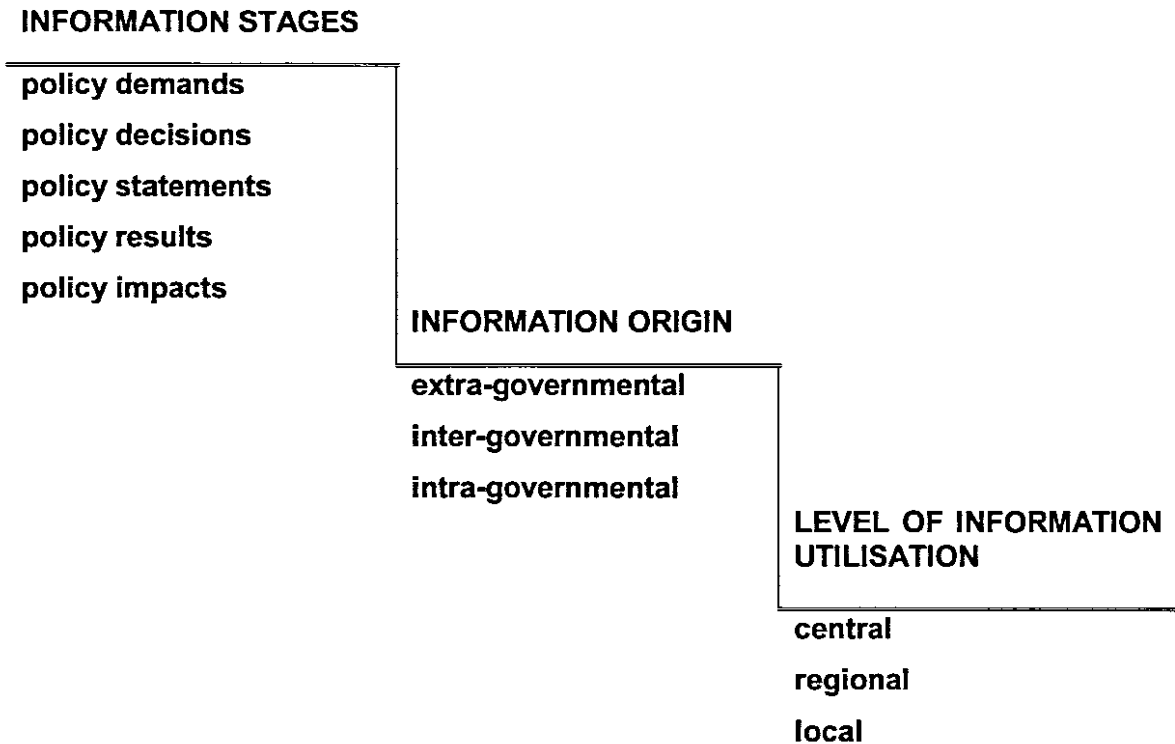
It is necessary for RCL members to acquire this knowledge during their school years to prepare themselves as citizens who understand that the policy environment within which they will work and live cannot satisfy the expectations of all citizens to the same degree as varied constraints prevent policy statements from being made or effected.

4.4 Public policy information

Fox et al. (1991:29) provide a useful and clear perspective on policy as it relates to the information needs, the origins of public policy information, and the levels of information utilisation. The model of the information perspective as presented by (1991:29) is replicated in Figure 4.2.

Information originates from three broad locations as depicted in Figure 4.2. What is important to note is that the information comes in a variety of formats, such as laws, regulations, circulars, directives, notices, minutes, budgets, business plans, legal opinions, precedents and decisions (Fox et al., 1991:30).

Figure 4.2: Information perspective of public policy



4.4.1 Information stages

The various information stages of policy are discussed by Fox et al. (1991:29-30) and this knowledge provides input into the process of policy-making.

Policy demands refer to the needs, claims and aspirations of individuals or groups expressed in the public domain and brought to the attention of government by the people themselves or by officials in their private or official capacity. These people could be citizens or non-citizens and could be private or public sector groups. An example of such a demand could be for a school to be built in an area where none exists.

Policy decisions are decisions made by public authorities to address a problem. They result in action or non-action. An example of such a decision is the introduction of mother-tongue education in the first six years of schooling in an attempt to improve literacy and numeracy levels. An example of a policy decision not to act is the decision not to provide school bus transport to learners in the metropolitan areas.

Policy statements are the formal expressions made by the authorities to inform the public of the policy intentions or decisions of government. The statements can be in a written form for use in the media, televised or contained in speeches delivered in the public domain. An example of such a statement is that certain schools in the poorer areas will be declared “No fee schools” and children who attend those schools will receive free education.

Policy results are the actual outputs of what was promised by government. This is where a mismatch can occur with public dissatisfaction at what was promised and what was actually delivered. An example of this was the statement that every child would receive free basic education; this, however, has not been realised.

Policy impact refers to the outcome of the policy actions taken by government and its administration to satisfy the initial policy demands. The policy impact could have positive results as was intended, such as a new school being built or it could have unintended results, either positive or negative. An example of a positive policy impact is that the school-feeding policy is effective in reducing malnourishment amongst primary school learners, with increased levels of concentration amongst the learners.

Another positive impact of the provision of a free meal at school is that learner attendance and enrolment increase. However, the unintended negative policy impact could be that there are not sufficient classrooms to accommodate the increase in learner enrolment owing to the additional learners attending school to obtain the meal. This policy impact would result in a policy demand for the provision of additional classrooms.

4.4.2 Information origin and levels of utilisation

Commerce and industry are examples of extra-governmental sectors from which policy demands are made and to which government pays due attention in providing an enabling economic and trade policy environment.

Inter-governmental information is generated and used between national and provincial departments dealing with the same or similar policy issues. Using education as an example, there are linkages between national and provincial education departments, particularly in the area of curriculum policy.

There is also transversal information co-operation between the various provincial departments dealing with a similar policy issue, for example in the matter of school sport, where co-operation exists between the departments of education, sport and cultural affairs and transport.

When dealing with the same policy issue within a department, the policy perspectives can be different depending on whether the functionaries are the planners and policy-makers at the central level or the policy implementers at district or local school level.

Intra-governmental policy information originates from a variety of levels within the same department when dealing with a similar policy issue so as to ensure that the information is comprehensive and reflects different perspectives. Again using education as an example, the various head office policy and planning components work transversally in developing policies and also work vertically with the district offices which in turn work with stakeholders at the local level where the schools operate.

It is from each of these intra-education levels that policy information is generated to enable policy construction. The perspectives of the beneficiaries of the policy should be included in the policy information loop and it is at this level that RCLs can play a significant part in the origin of information and also as users of the policy at the local school level.

It is at the information stage of policy demands that due attention must be given to ensuring that the correct policy problem is identified and the problem is precisely defined. If this is not done, much time and resources will be spent in solving the wrong problem successfully, but with no benefit to anyone (Mitroff 1998:8).

4.5 Policy-making as an activity

According to Dunn (Van der Waldt & Du Toit, 1999:276), policy analysis is the activity of creating knowledge of and in the policy-making process. As policy analysis should be considered part of the policy-making process (Van der Waldt & Du Toit, 199:278), engagement with the total policy process ought to empower learners through the creation of policy knowledge as how best to make policies that are underpinned by constitutional and ethical principles and add value to the lives of people.

Numerous policy frameworks and models have been developed, providing processes and stages within which to analyse and formulate policy. To meet the objectives of this study and with due consideration to the target audience, it is necessary to use a policy approach and a process that is meaningful to learners and which can be applied in a variety of contexts.

The business of education is multi-minded and of a social nature and therefore in an interdependent world a systems approach to policy-making is required. This thinking is supported by Hogwood and Gunn (1984:3) who recommend using a mixed framework for the process of policy-making.

The authors draw a distinction between the descriptive process, which pertains to the knowledge of how policies are made and which, according to Henry (2004:306) is substantive and processual, as opposed to the prescriptive process that considers how policies should be made in order to improve the policy process and, ultimately, the policies themselves.

In order to empower learners through policy-making, the value would lie, as described by Hogwood and Gunn (1984:3), in the prescriptive aspect of how policies should be made to address social issues and to bring about social improvement. The prescriptive policy aspect which is normative could enable learners to attain, through education and RCL involvement with policy-making, those social ideals of peace, freedom and justice, as described by Delors (1996:13).

A framework for both description and prescription in policy-making such as proposed by Hogwood and Gunn (1984:4) should meet the requirements for a different nature to the policy process of which the output would be a new or improved school policy, with consideration to the post implementation effect in terms of the policy outcomes. The making of such policy could empower RCL members to bring about qualitative changes to school governance and, in addition, develop social responsibility and citizenship as per the curriculum outcomes. The other aspect of policy that the learners would need to know and be able to demonstrate is how to move through the policy-making stages so as to produce a policy paper, the contents of which when implemented would seek to advance human conditions.

Public policies cover a wide range of public functions provided by the state, of which education is only one such service. Although the nature of policy analysis has evolved over time, there remain two constants, one being the aim which is, as stated by Dunn (1981:30), to provide policy-makers with information that could be used to exercise reasoned judgement in finding solutions to policy problems. The other constant is that policy analysis remains embedded in politics and the political process that according to Dunn (1981:31) reflects conflicting values of the different segments of the community as pursued by their own visions of what constitutes social improvement. It is therefore evident that policy analysis is the critical part in the policy process that ensures that public policies address the real needs of the society they are meant to serve.

According to Hanekom (1987:65), the reasons for analysing existing or proposed policies within a scientific, professional and political framework is to provide information to policy makers on priorities, certainties and uncertainties as a basis for decision-making in a complex environment. In an attempt to manage the uncertainty about the outcome of a policy within a complex system and the impact on society, Van der Waldt & Du Toit (1999:277) propose that the following questions be asked in the listed fields:

- Technological: Is the policy achievable in terms of technological progress?
- Economic: Does the policy ensure the effective use of resources?
- Political: What is the effect of the policy on executive institutions, i.e. the education department, the public school?
- Societal: Is the policy socially acceptable and legitimate?
- Time range: Can the policy be implemented within the given time frame?

These are the types of questions that lead to debate and a systems-thinking approach to policy-making, which is what all RCL members need to learn.

It is through policy analysis, informed by quantitative and, more importantly, qualitative research and consultation, coupled with critical inquiry and debate, that there can be

pressure for continuous improvement in public policy in the best interests of society, and in this case, the public school entity.

Hughes (2003:117) discusses the earlier focus of policy analysis which was science-biased and assumed that any problem that had a solution, could be solved through the proper application of the scientific method. As the world has become more complex, empirical methods can no longer be the sole means of solving societal problems or of improving the quality of public policy.

Dunn (1981:40-41) cautions that policy analysis is much more than merely producing a variety of information relevant to the policy, but rather that the data is transformed through reasoned debate and argument about the policy. Dunn continues by saying that these policy arguments which reflect the reasons why different constituents disagree about alternative policy directions are the main vehicles for conducting debates about public issues.

The purpose of the information is thus to fuel arguments that shape public policy. It is for this reason that policy research cannot operate separated and aloof from decision-making; it permeates the policy process itself (Hughes, 2003:117).

It is, as Hughes says (2003:117), true that many participants in the policy process use statistics as ammunition to reinforce their arguments and that analysis assists in the mounting of arguments used by the different factions in debate. It is for this very reason that learners need to acquire, at the appropriate level, the two sets of skills as described by Hughes (2003:117), the one being scientific inquiry and problem-solving and the other the facilitative skills of policy planning, decision-making and policy management.

Support for this can be found in the work of Dunn (1981:40) where the statement is made that to recommend a policy normally requires the analyst to have been engaged in monitoring, forecasting and evaluation. Dunn continues by stating that the normative approach to policy analysis necessarily involves factual as well as value premises.

Van der Waldt and Du Toit (1999:277), in listing some of the advantages of policy analysis, deal with normative analysis by means of which the value of policies can be

determined, especially when a choice has to be made between various alternatives. In the policy process model of Patton and Sawicki (Hughes 2003:120) evaluation criteria are established prior to identifying and evaluating alternative policies. This allows for normative criteria to have equal consideration and thus policy is not solely evaluated in terms of the cost criterion. This facet is significant, as education budgets often dictate policy choices with diminished consideration to normative goals and values, and societal sustainability.

An additional advantage is that analysis improves the search for knowledge, the organization of data and the presentation of findings, enhancing the effectiveness when choosing between alternatives and when making policy recommendations. The use of *analysis would place learners in a more favourable position when having to lobby policy merits.*

Furthermore, the methods, including scientific inquiry and problem-solving skills needed for policy analysis, are also those competencies that learners need to acquire in terms of the National Curriculum Statement (NCS) for Further Education and Training Schools (General) in the subject, Life Sciences, Grades 10 to 12 (Department of Education:2003(b)). The complexity of the empirical analysis at school level would be at an age- and grade-appropriate level.

In order to negotiate with the school management and governance structures, particularly in policy matters that have financial implications, such as end-of-year school functions and extra-mural activities, the RCLs will need to use arguments supported by *cost-benefit analysis, evaluation against normative criteria and by asking the right questions in terms of the five fields mentioned, i.e. technological, economic, political, societal and the time frames.*

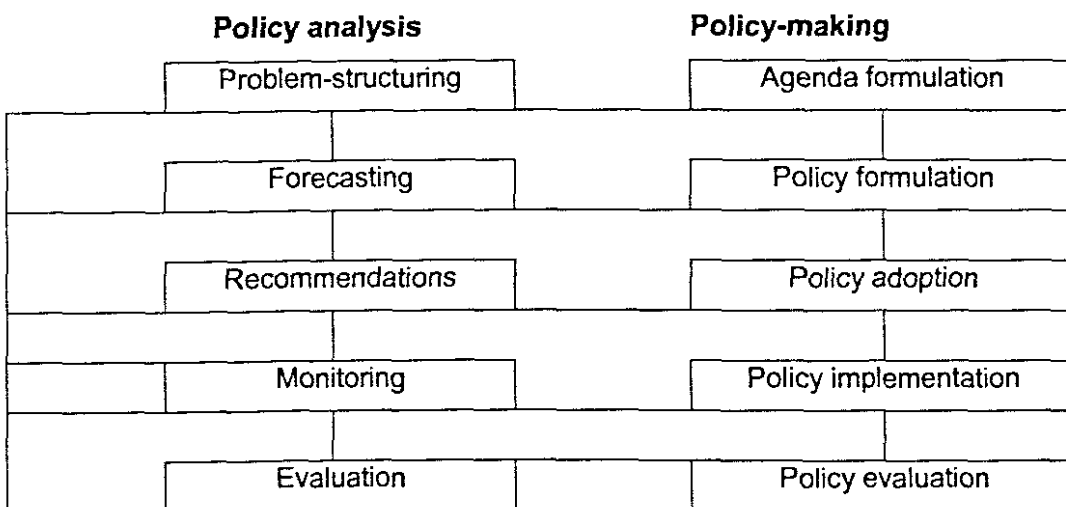
If RCL members are not sufficiently skilled and thus confident to argue firmly and challenge policy proposals logically, using both quantitative and qualitative information to present findings and debate policy alternatives, they could find themselves with diminished status when negotiating school policy. This could undermine the value of *having RCLs arguing on behalf of their constituency and lead to tokenism.*

As described by Dunn (1981: 40), an important characteristic of policy-analytical methods is their hierarchical relationship in that a rational process needs to be followed. Dunn's illustration of this hierarchy (1981: 41) is adapted by Van der Waldt and Du Toit (1999:278) as reflected in Figure 4.3 and the authors concur with Dunn that policy analysis should follow a logical process and be seen as part of the policy-making process, which is rational in nature.

The same can be said of the policy-making process in that there is logical progression from phase to phase, although this, too, may not always be linear as the need to return to a previous phase may be required owing to a change in the general environment and/or the specific institutional environment.

An example of this iterative process could be that RCLs are tasked to formulate a policy for learners to attend funerals of community youth leaders during the school day. They have developed a widely consulted policy with school and community stakeholders and the policy is at the adoption stage. At this point, the provincial department of education issues a circular stating that no learners may use teaching and learning time during the formal school day to attend funerals, except the funerals of immediate family members. The RCL now has to re-enter the analysis and policy-making process to find a policy solution that will address this issue from a new perspective aligned to the provincial policy.

Figure 4.3: Correlation between phases of policy analysis and policy-making



There is a correlation between the phases of policy analysis and policy-making and the skills underpinning these related processes. Using the policy analysis process as the lead, Van der Waldt and Du Toit (1999:279) describe the correspondences between the stages as follows:

- **Problem-structuring**

Policy-relevant information can be obtained by structuring a problem which has been defined and described in the agenda-formulation phase of policy-making. This is a crucial aspect, for if the wrong problem were identified or inaccurately described, the actual policy problem will not be addressed, no matter how sound the policy is.

Through the process of structuring the problem, assumptions can be brought to the fore and challenged, problems can be diagnosed, sensitivities noted, conflicting views aired and reconciled as new policy alternatives are discussed and agreeable solutions sought.

- **Forecasting**

When considering policy alternatives, forecasting provides knowledge of the possible and probable future state of affairs, should a certain policy route be followed. In the formulation phase of policy-making, forecasting provides estimations of the impact, advantages, disadvantages and the costs of policy choices.

- **Recommendations**

When the best possible policy alternative is adopted during the policy-making phase, *recommendations are made as to the value of the policy choice as well as the risks, unforeseen outcomes and measures to be taken to prevent, overcome or manage such uncertainties and possible problems.*

- **Monitoring**

The process of monitoring provides information on the consequences of previous policies that were implemented. Through the use of policy indicators in the public sectors, the consequences and effect of prior policies can be monitored and policy implementation strengths and weaknesses identified. This information can then be used to support improved policy implementation.

- **Evaluation**

After policy implementation, it is necessary to evaluate whether the policy had the effects intended by the policy-maker and also, as stated by Hanekom (1987:88), whether it had unintended effects, either positive or negative in nature. Evaluation as to the impact and effectiveness of public policy is an on-going process to determine whether a policy should be maintained, adjusted, terminated or replaced with another or by choosing an alternative course of action.

4.6 Policy process models

The literature shows that there is a vast choice of policy-making models available worldwide, which can be used to direct the process of policy-making in the public sector. Cloete, (1998:139) states that for the purpose of public administration the term 'policy-making' should refer to the functions performed in order to obtain policies.

Making policies as a process is one aspect; the other is to undergirth the making of policy with the realisation that such policies affect society. Policy has as its outcome an effect on society that may

- maintain the status quo
- worsen it
- improve it, or
- revolutionise society, as it did in post-1994 South Africa.

Public policy may also intentionally or unintentionally affect certain sectors of society differently as would, for example, be the case with affirmative action policies. The latter type of policy is an intentional policy to achieve a specific objective as supported by the *Constitution RSA* which is the foremost policy statement expressed as an act of parliament.

It is clear that public policies are not neutral in intentions, but specific. However, what needs to be neutral is the process of making public policies so that a policy cannot be faulted because the process is flawed.

Within the public service the various departments make use of a variety of policy process models to arrive at the policy outputs for which they are responsible. As the public service deliverables are so diverse, different ways of dealing with policy issues

and the construction of policies are chosen to deal with unique policy environment complexities. The model chosen would be a representation of the system within which the policy problem emerges. The model would provide the framework within which to work to best resolve the policy problem.

Fox, Schwella & Wissink (1991: 31) describe the policy-making process as a political sub-process within the policy process. Cloete (1998:127) distinguishes between the various levels of policy-making and Van der Waldt & Du Toit (1999: 209) describe the system as follows:

Political or national policy: broad directive policy, made by the legislative authority.

Executive policy: the broad directive policy is set out in more concrete terms spelling out decisions relating to aspects such as organising, financing and personnel matters. Such policy is made by the executive authority.

Administrative policy: policy that deals with practical steps to execute a policy and which is generally made by the director-general (DG) of a department.

Operational policy: policy that deals with day-to-day activities which are generally made by middle management and supervisors and where the RCLs would play a role.

Holistic governance is politically driven and in a post-1994 South Africa policies emerge from a mandate given to government through democratic processes. Policy initiation takes place at each of the above levels.

It is within the level of administrative policy that school principals would, in terms of their delegation from the director-general of a department of education, make professional management policies based on the higher policy levels. School governing bodies (SGBs) would make policies in accordance with the *South African Schools Act, 1996* (Act 84 of 1996) and the higher level policies applicable to school governance.

Within this policy system RCL members would be involved with policy-making as provided for in the *Provincial Gazette Extraordinary 5946* of 31 January 2003. Such policy would be in accordance with school administrative and operational policy.

It is at the school systems level where all role players must be encouraged to participate in the policy-making process through their representative structures and where constant needs-analysis must be undertaken to improve the standard of education and the general welfare of learners in the school. The process of needs-analysis is continuous so that policy adjustments can be made in line with the changing education policy environment and learner, parent and the broader societal demands.

4.6.1 A systems-thinking approach for policy-making

Russell Ackoff makes the statement that "change itself is constantly changing" (Ackoff 1998: 3). In discussing different types of systems and different ways of representing (modelling) them, he points out the serious consequences of applying a model of one type to a system of a different type.

According to Ackoff (1998:27), there are three basic types of systems and a model applicable to each system. There is also a meta-system which is referred to as the ecological system and which provides a support system to the survival of the organismic and social systems as discussed below.

Deterministic systems and models - in which neither the parts nor the whole are purposeful. Such systems are exemplified by mechanisms and they normally serve the purpose(s) of entities external to them, such as their creators, controllers and programmers. Examples include clocks, cameras and computers.

Animated systems and models - in which the whole is purposeful, but the parts are not. Animated systems are alive and have a purpose of their own and a goal to survive, although, as Ackoff (1998:29) writes, all animated systems are organisms and not all organisms are animated, plants being such an example. However, plants react to changing external conditions in such ways as to make survival possible, but these reactions are determined and not matters of choice. Choice is paramount for purposefulness.

Social systems - for example, universities, schools, societies - have purposes of their own, contain parts (other social systems or animated organisms) that have purposes of their own, and are usually parts of larger social systems that contain other larger social systems (for example, governments and nations). Ackoff makes the observation that

although people do not attempt to model organisms or mechanical systems as social systems, social systems have often been modelled organismically and even mechanically (Ackoff 1998:30).

A great number of policy-making process models have as shortcomings exactly what Ackhoff describes, i.e. the policy process modelled mechanically or restricted to organismic models where choice is limited. Such models do not take cognisance of a world environment of extreme uncertainty and a need to address and formulate policy issues from multiple perspectives.

Within a systems paradigm such as described by Ackhoff, there can be no beginning *and no end within the process of policy-making* and no specific entry level into and out of the policy-making process. It is a continuous, irregular process and must include the four systemic perspectives for dealing with any issue as stated by Mitroff 1998: 59), i.e.:

- The scientific/technical perspective
- The *intrapersonal perspective*
- The interpersonal/social perspective
- The existential/spiritual/ethical perspective (the basic human condition of seeking meaning and purpose)

Environmental volatility will continue to increase, and this is the dilemma when attempting to apply a model to represent an ever-changing social system that is constantly in a state of transformation and re-creation. The best a policy-maker can do is *to deal with the whole problem as a system* and then to ascertain how the solutions to its parts interact. Policy-making should not be re-active, but rather towards predicting possible and probable problems and preparing to eliminate or minimise the effects of such problems that are likely to emerge.

The systems paradigm provides the *perspective within which to formulate policy*. Apart from using a multi-perspective approach to the business of policy-making, it makes the ethical dimension critical to the entire policy-making process and its activities. This *dimension requires* that the policy developers treat all stakeholders with care, dignity and concern for their welfare as reflected in the outcomes of the policies made.

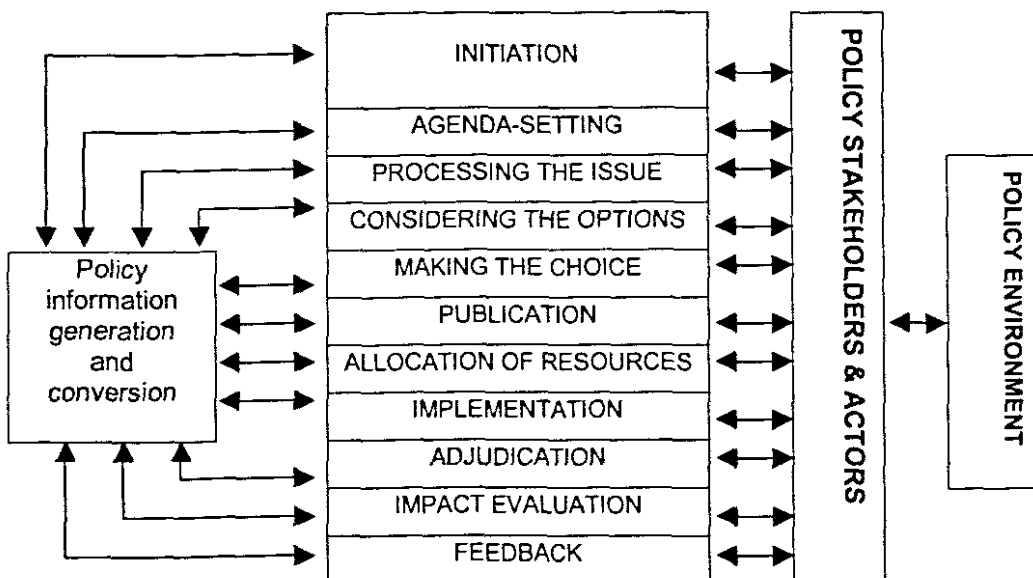
Fox (1991: 29) adds the reality that, although policy development would ideally take place within the entirety of the full process, it is clear that there are occasions where the full democratic policy process would not be appropriate owing to the urgency of a decision that must be made. Fox continues by noting that such a deviation would generally be the exception rather than the norm, and this also holds true for education policy-making.

In order to address the complexity of policy-making in the 21st century, within a paradigm of systemic reasoning and problem-solving, the preferred policy-making model for the purpose of this study and for application by learners, is Wissink's stage model (Cloete & Wissink 2000: 47).

4.6.2 Stage model of policy-making

Whereas most policy-making models are sequential in nature and represent the broader process of policy-making, Wissink's model describes the stages that a policy issue needs to pass through and the policy activities that need to be completed at each stage to produce the policy output.

Figure 4.4: Schematic representation of the stage model of the policy-making process



Source: Cloete & Wissink 2000:47

The model facilitates a two-way flow between the policy environment, the policy stakeholders and the information generated and converted into the policy outputs. Irrespective of where a policy problem is generated within the policy process, the stage model ensures that each issue moves through all the policy activity stages. This enables policy completeness.

What sets this model apart is that in all instances policy-making is always totally dependent on the generation and conversion of relevant information. This is critical to solving the *right policy problem* and to finding the most appropriate solution in the context of that specific policy environment relevant to the needs of the affected stakeholders.

The various activities as described by Fox et al., 1991:33, are

- **initiation:** becoming aware of a public problem through civic, political or stakeholder action
- **agenda-setting:** placing the issue on the policy agenda and determining priorities
- **processing the issue:** identifying the problem and the major stakeholders
- **considering the options:** identifying the major stakeholders
- **making the choice:** selecting an alternative or combination of alternatives
- **publication:** making the decision public through the media, either formally or informally
- **allocation of resources:** budgeting and selecting resources for the implementation
- **implementation:** designing and initiating a programme of action
- **adjudication:** enforcing the policy through administrative and legal means
- **impact evaluation:** monitoring the results and determining the value of policy action
- **feedback:** generating and sending reports to the decision-makers regarding the impact of policy

Another value of the model is to be found in the evaluation stage, where the impact of the policy as per its intended outcomes is evaluated, and not only the process of making the policy. In many instances the policy process is thoroughly done, however, the outcome and effect of the policy on the public is detrimental.

Cloete and Wissink (2000:50) draw the distinction between models which analyse the contents of policy options and those that aid the policy-making process. There are a number of such models and each has value and adds a particular dimension to the process and the contents of the policy.

In the context of the school environment learners would be learning how to make policies and how to make policy choices that benefit society. The use of the stage model whereby the policy activities are described, coupled with analysis, systemic reasoning and ethical policy decision-making provides an excellent teaching and learning tool for empowering learners as future leaders.

One of the stages in the policy-making process is that of making the policy decision known. This requires the policy to be published to communicate the purpose and guidelines to be given as to how the policy purpose is to be achieved. This creates a framework for action which needs to be implemented in order to bring about the envisaged change.

In order to implement a policy an implementation plan must be produced and the activities managed in an ordered way to achieve the desired results. The method best suited to implement a public policy is that of managing the process as a project.

Cloete & Wissink (2000:190) write that projects are likely to continue to be a basic means for translating policies into action programmes, considering that the possibility of perfect policy implementation is unrealistic in terms of satisfying all stakeholders.

The above-mentioned authors add that projects, as policy instruments, are constantly under scrutiny, as project failures are frequently attributed to methodological defects. However, most projects fail because people manage them poorly.

In government policies are implemented mainly through programmes. The Western Cape Education Department, as an example, has published its five-year plan for programme delivery commencing in 2006. The programme-based strategies are stated, resources allocated, operational plans compiled and outputs achieved through the process of project management.

Burke (1999:2) lists the primary features of a project, which include

- a **start and finish**
- a **life cycle**
- a **budget** associated with cash-flow
- **activities** that are essentially unique and non-repetitive
- **use of resources**, which include financial and human resources and may be obtained from different sources and need co-ordinating
- a single **point of responsibility** (i.e. the project manager)
- **team roles and relationships** that need to be developed, defined and established.

According to Burke (1999: 3), the purpose of a project is to meet stakeholder needs and expectations and to establish at the outset who, besides the client who commissioned the project, are the stakeholders.

Project management is the process of integrating everything that needs to be done as the project evolves through its life cycle from concept to handover in order to meet the project objectives. Projects are subdivided into several phases to provide better management control and collectively these project phases are called the project life-cycle.

Young (1996:19) discusses this dynamic life-cycle of a project which has specific characteristics all limited by time, and is subject to reiteration at any time during the project. All projects go through four fundamental stages with specific tasks in each stage, as reflected below:

Table 4.1 Project phases and related tasks

PHASE	MAIN TASKS
Definition	<ul style="list-style-type: none"> ▪ Define the scope by meeting with the client, agency, or sponsor. <p>Deliverable: a definition document</p>
Planning	<ul style="list-style-type: none"> ▪ Plan tasks, deliverables, risks, milestones, dependencies, expenditure and responsibilities. <p>Deliverable: project schedule and budget</p>

Implementation	<ul style="list-style-type: none"> ▪ Monitor progress against project schedule and budget. ▪ Modify the plan as necessary. ▪ Identify and record changes to the scope. ▪ Liaise with client/sponsor. <p>Deliverable: project deliverables</p>
Handover	<ul style="list-style-type: none"> ▪ Confirm objectives met. ▪ Hold official handover event. ▪ Produce end-user instructions. <p>Deliverable: completed project</p>
Review	<ul style="list-style-type: none"> ▪ Conduct post-project review. Agree to learning points. <p>Deliverable: Project review document, published in an appropriate format</p>

Within the policy process and the activity stages as described by Fox et al. (1991:33) each stage could be managed as a sub-project using the principal tools and techniques from the Project Management Body of Knowledge (PMBOK) as described by Lewis (2002:16).

The nine areas of knowledge are summarised as follows:

1. *Project integration management*

Project integration management ensures that the project is properly planned, executed and controlled.

2. *Project scope management*

Scope management includes authorising the task, developing a scope statement that defines the boundaries of the project, subdividing the work into manageable components with deliverables, monitoring that the scope planned has actually been achieved, and implementing scope change control procedures. Changes to the scope of a project are factors that often disable a project.

3. *Project time management*

This amounts to developing a realistic time schedule that can be met, and then monitoring the work to ensure that the tasks are completed within the given time schedule as planned.

4. *Project cost management*

This involves estimating the cost of resources, including people, equipment, materials, and items such as travel and other support details. After this has been done, costs are budgeted and tracked to keep within the specified budget.

5. *Project quality management*

Quality management includes both quality assurance (planning to meet the quality requirements) and quality control (steps taken to monitor results) to see whether they conform to the requirements or not. Within the social science policy environment, the outcome of the policy must be evaluated through the process of evaluating the effects of the implementation of the policy. Whereas the policy process in terms of the project deliverables can be monitored for efficiency, the effectiveness of the policy needs to be evaluated through qualitative research such as surveys and interviews.

6. *Project human resource management*

This involves identifying the people needed to do the task, their roles, responsibilities, and reporting relationships, recruiting those people, and then leading them as the project is executed.

7. *Project communications management*

Communications management involves planning, executing and controlling the acquisition and the dissemination of all information relevant to the needs of all the project stakeholders. This information includes project status reports, accomplishments and events that may affect other stakeholders and projects or sub-projects.

8. *Project risk management*

Risk management is a systematic process of identifying, analysing and responding to project risk. It includes maximising the probability and consequences of positive events, and minimising the probability and consequences of adverse events that would retard the achievement of the project objectives.

9. *Project procurement management*

This involves procuring the necessary goods and services for the project and is the logistical aspect of the project. The logistic tasks involve planning what must be procured, obtaining quotations, selecting suppliers, keeping a stock inventory, managing the provision and quality of the services, administering contracts and closing them when the task has been completed.

Project management has in its body of knowledge a vast array of management tools and skills that learners could acquire if the implementation of policies were managed as projects, and not as an add-on activity at the end of the policy-making process. In the education policy environment it is at the implementation phase where most policy failure occurs and it is here where the learners could learn how to do qualitative research to evaluate the effectiveness of the policies they develop and to make the necessary changes as identified through the research.

As a project is concerned with creating change in an organised and structured manner, policy development and implementation at district and school level should be done using a project management approach. This will not only enhance the policy-making process and enable successful policy implementation, but also provide learners with lifelong skills for managing their own lives and equip them with a range of competencies to be applied in the world of work.

4.7 Developing effective policy papers

4.7.1 The role of the policy paper in the policy-making process

According to Young & Quinn (2003:16) the policy paper is a powerful tool which can serve multiple purposes in the policy-making process. They draw a distinction between the use of *policy papers within the area of policy study produced by policy experts in academic fields*, and the use of *policy papers produced by policy analysts*.

Whereas the policy papers presented by policy experts tend to be issue driven and are published to target other policy experts and think tanks, to inform or influence the thinking of this audience, the *policy papers produced by policy analysts are client driven*.

Policy analysts target the decision-makers and design specific policies to be implemented in the target community. The main differences between the policy papers produced within the policy study context and the papers produced within the policy analyst context, lie in the collaborative nature of the production of the papers, as pointed out by Young & Quinn (2003:16).

Using the education policy environment as the example, policy analysts work in collaboration with other government departments, NGOs, parent bodies, learner councils, educator unions and interest groups, depending on the type of policy issue being addressed. Government departments serve the public and therefore a client-advisor relationship, where the client will influence heavily the nature and content of the *policy paper*, exists. Young & Quinn (2003:16) describe this as being the normal relationship that exists between government agencies and the policy analyst.

Dunn (1981:360-361) states that the main purpose of the policy paper is to structure the policy problem and to determine what policy-makers and other stakeholders really wish to achieve. *Dunn stresses that the fatal error in policy analysis is solving the wrong problem* and notes that although ultimate objectives may be easy to state, the more immediate objectives that lead to them are more difficult to determine. It is in attempting to solve the right policy problem that the policy paper should be used to provide answers to a number of questions (Dunn 1981:361).

Policy papers may provide general information, data and insights that can be used at any stage of the policy-making process, but which can also focus on one or more of the *particular stages in the process*. The stage model of Fox et al. (1991:32) is an example of where policy papers could be a useful instrument for providing relevant information at the various stages of the policy process to enable the actual policy problem to be addressed in the best possible way.

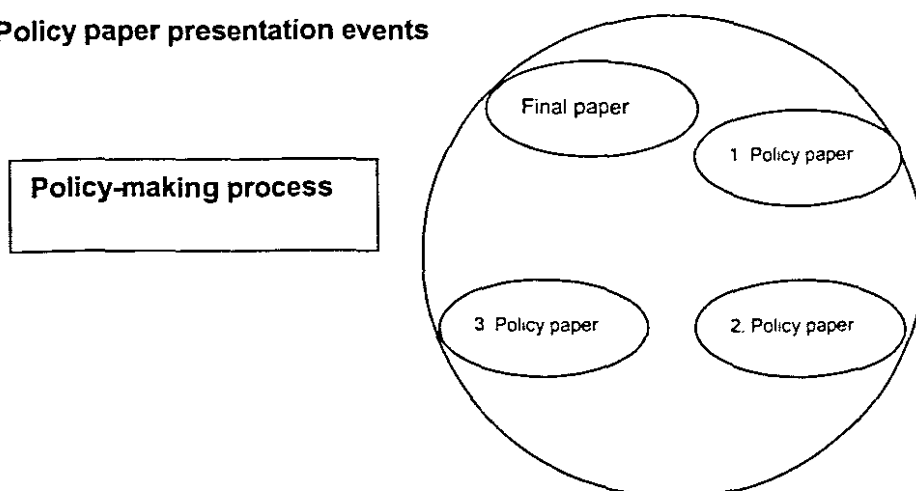
According to Young & Quinn (2003:16), *specific papers can range in focus from providing policy alternatives and recommending a policy option to advancing a particular policy implementation design and evaluating a chosen policy option*. Dunn (1981:361) discusses the policy issue paper which may address policy problems in a wide variety of issue areas and which focuses on problems at one or more levels of government and may be international, national or local in scope.

Policy issue papers may be presented in a variety of formats, such as staff reports, briefing papers, option papers and “white papers”. Dunn continues to discuss the elements of a policy paper and informs that a good policy issue paper should primarily deal with the formulation of the policy problem and possible solutions, and that only rarely does it reach definite conclusions.

Although the focus of Dunn’s discussion is the policy issue paper that targets policy specialists in the field of policy studies, an essential element of the client-driven policy analysis paper is also that of accurate problem formulation and the generation of feasible policy solutions. This element of presenting policy in progress papers, where the policy problem and a variety of possible solutions are put out for open discussion, which creates a forum for generating policy solutions, is often lacking in certain governmental policy processes.

Too often a policy paper is only presented to stakeholders once, and that is towards the final stage of the policy-making process. Policy papers should be living documents that stakeholders can engage with at various points throughout the policy process, as represented diagrammatically below.

Figure 4.5: Policy paper presentation events



As the aim of policy analysis and the policy-making process is, according to Van der Waldt et al. (2002:183), to find the best policy that addresses the problem to be resolved, policy makers have to make decisions on which policy option, amongst the various alternatives, to take forward for implementation.

To this end, techniques such as scenario-building could enhance the policy formulation process and aid in making policy choices that offer the greatest benefits with the least possible risks.

The development of an initial discussion document could be a useful tool to direct the thinking of RCL members around a policy problem, to contextualise the policy issue and to define it accurately.

The discussions would need to provide answers to the following questions:

- Has a clear problem that needs to be addressed been identified? Can this problem be summarised in two sentences?
- Do RCL policy-makers have sufficient comprehensive evidence to support the claim that a problem exists?
- Which stakeholders need to be involved at each stage of the policy-making process?
- Have RCL policy-makers outlined and evaluated the possible policy options that could solve the problem?
- Have they considered and decided on the preferred alternatives?
- Is there sufficient evidence for policy-makers to argue effectively for the chosen policy alternative above others?

School learners, by virtue of their age, are not always afforded the same credibility as adults when identifying possible or probable policy issues and when making policy choices. By answering the above type of questions, RCL members could learn how to rationalise and structure their policy arguments for discussion with the school management team and/or the school governing body.

In order to support the legitimacy of the choice of policy options, the discussion document should contain the criteria for selecting the best policy option(s) amongst the

feasible alternatives, and the reasons for selecting one policy alternative above another should be described.

Van der Waldt et al. (2002:183) provide objective criteria that can be applied by the RCL members to guide their decision-making:

- The benefits of the policy to the learners and the school community
- The costs of the policy to the school, parents and the provincial department of education
- The feasibility of implementing the policy
- The sustainability of the policy
- The mutual benefits
- The political acceptability (e.g. learners, parents, members of the school governing body, school management, education authorities)

Van der Waldt et al. (2002:183) emphasise that ideally the policy alternative that offers the greatest benefits with the least possible costs should be chosen. In a school context cost is a major driver and learners would need to make policy choices within the reality of this constraint.

It is thus important that learners should be taught to calculate the cost of the policy-making process within a project management context. This would include the resources for developing the policy, the consultations with stakeholders, the production and dissemination of draft policy papers, the production of the final policy document, the launch of the policy and the capacity-building of the policy implementers. The cost of implementing the policy to achieve the desired objectives also needs to be calculated and presented to the school funding committee as this would determine whether the policy would be implemented universally or in phases.

4.7.2 Disseminating policy ideas

One of the weak points in education policy-making is that draft policies are discussed at a late stage in the policy cycle when the perspectives of the policy developers have already become fixed and they have done much work in the compilation of the policy document which is mostly close to finalisation.

When the stakeholders are then called together there is tension as these stakeholders, which include school principals, school governing body (SGB) associations, the educator unions and learner representative bodies, see themselves as merely having to rubberstamp policies that are no longer sufficiently 'messy' to allow for deeper debate. There is also a perceived unwillingness on the part of the policy developers to consider new policy alternatives or significant changes in policy direction.

From a stakeholder perspective this type of consultation is seen as not acting in good faith and this leads to a lack of commitment to implement policy, resulting in non-compliance with policy directives at district and school levels.

Young & Quinn (2003:17) emphasise that when public policy is being written the writer may need to inform a broad audience of the issues raised in the policy paper so that their ideas can impact on the policy debate. In order to achieve this, policy papers must not only be read, but the policy provisions must be discussed and the impacts understood.

Young & Quinn continue by stating that public policy would be best served when it becomes standard practice for policy-makers to present draft policy papers throughout the policy-making stages. This would facilitate discourse and the policy papers could be revised to accommodate inputs at the various policy stages.

To this end, the stakeholders must be given access to the ideas of the policy developer in an easily understandable form to enable them to understand fully the policy contents and its implications. Stakeholders must be placed in a position to discuss the policy proposals that will ultimately affect them.

The policy writer would need to decide, taking the policy message and the stakeholders into consideration, which of the communication tools and media would best serve the purpose of disseminating the policy message and receiving inputs.

As the young people serving on the RCLs are creative, they could make use of a range of communication mediums such as art, drama, videos, telephone messaging and electronic mail to communicate around policy matters. The final policy would be presented as a policy paper and made available in the public domain.

The following type of checklist, as provided by Young & Quinn (2003:17), could be used by the RCLs to frame the thinking around policy and policy-making.

The following are types of questions that RCL members could ask themselves:

- Why does the RCL want to communicate with this group around this policy issue?
- How involved is the target audience in the issue?
- What do they already know about the issue?
- What key elements of the policy paper does the RCL want to communicate to the audience?
- Have the RCL members outlined and evaluated the possible policy options that could solve the identified problem?
- What do the stakeholders need to know about the issue if they are to understand and be convinced by the RCL message?
- What would be the most effective way in which the RCLs could communicate the message to the target group?
- Which method of communication will be resource effective in targeting multiple audiences?
- How best can policy options be presented as a concise message that has no jargon?

The use of the policy paper as a consultative tool to provide policy information and to receive policy inputs is central to policy-making in support of the democratic values of responsibility and responsiveness, openness and transparency, representation, legitimacy and accountability.

4.7.3 The type of policy paper and the textual elements

The type of policy document that will be discussed is that of a policy analysis paper which would be developed by RCL members in schools and which falls within the field of policy analysis as described by Young & Quinn (2003:20).

Table 4.2: Elements of the policy analysis paper

Policy Analysis Paper	
<i>Focus</i>	Designing specific policies to be implemented on the ground
<i>Methodology</i>	Rarely includes primary research
<i>Ideas / Language used</i>	Must be plain and simple
<i>Length</i>	Not usually longer than 5 000 words

Young & Quinn (2003:20)

As a policy paper can include procedures and processes, it is necessary for RCL members to have clarity on what type of information will be conveyed through the use of a policy, a procedure, or a process, and when to use these elements to convey a certain type of information to the audience.

- **Policy *directs what may or may not be done.***

A policy is a statement of purpose, a principle of action and broad guidelines which, when adopted, provides a framework for the operation of an organisation or programme to achieve the policy purpose.

- **Procedure *informs how to do something.***

A procedure is a series of activities or actions that a person performs in a certain order or manner to achieve a specific outcome.

- **Process *describes what happens, how it happens and when it happens.***

A process is a series of events, stages or phases that take place over time and have identifiable results that deliver an output/a product. (Wolfson, 2004: 4-13)

Through the process of analysing both the structural and textual elements of multiple education and provincial public policy documents, the following elements are distinctive aspects of what constitutes a final policy:

- Framework for action (the policy direction)
- Decision (choice to do or not to do something)
- Legitimate authority
(who will decide on what, e.g. the director-general of a provincial department, the member of the executive council in the case of education)
- Written product (the policy paper)
- Communication of the policy (the process of disseminating the information, e.g. through an official spokesperson, a written circular and the various media formats such as newspapers, the radio, television, posters, electronic mediums)

The structure of the policy document should include elements such as those listed below to enable ease of reading and interpretation. These elements were identified as those appearing in policy circulars issued by the Western Cape Education Department and from notes handed out at a seminar in policy-making in government, presented by the Chief Directorate: Provincial Training (2003).

1. Policy purpose
2. Authorisation
3. Problem description
4. Policy principles/values
5. Policy provisions
6. Policy implementation process
7. Monitoring the implementation of the policy
8. Enforcement of policy provisions
9. Procedures for non-compliance of policy provisions
10. Scope of application
11. Policy approval date
12. Date of implementation

Generally, the policy-making process has as its final output the policy paper which is in the form of a written document and which is sometimes referred to as the base or source document. In order to arrive at the final policy paper, a sub-process needs to take place within the policy-making process.

The sub-process to develop and produce a policy paper consists of the following four activity stages, each of which also needs to be undertaken when policy draft documents are being compiled for consultation purposes as part of the policy-making process:

Activity stages

1. **Analyse** - to have a clear idea of what needs to be done, why it needs to be done and who the reader audience is.
2. **Design** - to arrive at a rough outline of what the document will look like in terms of the sequence and logical flow and the presentation of the information.
3. **Draft** - produce a factually accurate written document using appropriate grammar, with the content being structured through chunking related information under headings and sub-headings to facilitate understanding.

The tone of the document needs to be factual and non-conflictual and written in plain language with correct spelling and a clear statement of the policy and the supporting values and legislation.

4. **Edit and deliver** - to check if the draft document meets the editing standards in terms of
 - clarity of purpose
 - content correctness
 - appropriate language level
 - appropriate grammar usage and spelling accuracy
 - clear presentation of related information grouped together under meaningful headings.

(Wolfson 2004:2-7)

Two useful features that aid the reader in gaining an overview of the document and providing the policy information in a logical and succinct way, is to create a road map of the policy paper and the system of chunking information as a form of structured writing.

Both these features could be applied by learners in their curriculum projects and class presentations and would have great value as study tools.

Road map of a document

Each policy paper should have an introduction and, included in the introduction, there needs to be a document map to provide an overview of how the paper is organised. Young & Quinn (2002:41) note the importance of the map in helping the reader prepare for a long and/or complex policy paper. In the final paragraph of the introduction, the writer needs to state the main issues that will be addressed in the paper.

These issue points need to be numbered to assist the reader to understand clearly the main focus of the policy and the various components within the document that seek to address the problem.

Chunking information within a policy document

Chunking is a technique used to break down a mass of information into manageable units (chunks) where each chunk deals only with a single main point or topic (Wolfson 2004:6-1).

Each chunk has a title/heading that describes accurately the contents of that specific chunk. The limit of each chunk is only \pm eight pieces of information. The art of chunking is to group information that logically belongs together as one unit of information.

The value of chunking information is that it enables the reader to identify the main point and the priorities with ease. Through the use of chunking information readers are able to focus on only one topic at a time, which enhances their understanding of that particular piece of information. Furthermore, readers do not have to sift through unnecessary information.

The following paragraphs provide an example of the value of chunking in facilitating clarity of understanding and speed of reading through a policy paper. The example from which the extract has been drawn has been taken from the *National guidelines for School Governing Body (SGB) elections*.

“By-elections must take place within 90 days of an SGB vacancy being opened through death, resignation, dismissal, or a member no longer having a child at the school. The chairperson of the SGB should inform the school’s electoral officer of such vacancies, and invite him/her to conduct the by-election. An electoral officer must be appointed for each by-election. It is the responsibility of every school to have in place an electoral officer who is the principal or senior manager of another school.”

The above information, presented in the structured chunked format below, is uncluttered and enables easy reading without detracting from the message.

Table 4.3: Information in a chunked format

School Governing Body (SGB) by-elections	
Rule	By-elections must take place within 90 days of an SGB vacancy occurring.
Reasons for by-elections	A vacancy is opened through an SGB member’s <ul style="list-style-type: none"> ▪ death ▪ resignation ▪ dismissal or ▪ if he/she does not have a child at the school.
<u>Process</u>	
Stage	Description
1	<ul style="list-style-type: none"> ▪ The SGB chairperson informs the school of the open vacancy/ vacancies on the SGB.
2	<ul style="list-style-type: none"> ▪ The school appoints an electoral officer for each by-election. ▪ The electoral officer must be a principal or senior manager of another school.
3	<ul style="list-style-type: none"> ▪ The SGB chairperson invites the electoral officer to conduct the by-election.

Apart from use in policy writing, chunking is a skill that can be used by RCL members for studying, mind-mapping, project work and preparing presentations.

In order to quality assure that the policy document standards are met, a small pilot group could apply the editing standards to the document. Where the group identifies deficits in either the policy content or the structure, layout and language, the policy paper would be revised accordingly.

In the individual school context, the RCLs would in most instances distribute policy discussion documents as hard copies to the school-based stakeholders. When consulting policy-in-progress papers, electronic mail would be the most effective and efficient means of obtaining inputs from other RCLs and interest groups.

4.8 Conclusion

In this chapter the literature provided the basis for investigating the need for public policy and the levels of policy-making in government of which education is one such system. The hierarchical position of RCLs in policy-making within schools was noted and the policy process, including the origin, generation and use of policy information, was discussed. The relationship between policy analysis and policy-making was dealt with in some detail.

As the focus was on the policy-making process, the stage model was preferred as it supported a systems-thinking world view and each stage was presented as an entity within the whole system. The process of policy implementation introduced project management as an effective instrument and a useful management tool for learners to acquire.

The value of the policy paper as an output of the policy-making process was discussed, with guidelines being provided for the development of such type of documents. Throughout the chapter the literature study revealed the skills that learners would acquire through the process of policy-making. These were identified as being significant and substantial.

In the following chapter the discussion will be around the research design and the methodology used.

CHAPTER 5

RESEARCH DESIGN AND METHODOLOGY

5.1 Introduction

The previous chapter reviewed the literature related to the research topic. The literature study corroborates the premise that in order to enable RCL members to undertake their responsibilities, one major function being that of school policy, a fundamental knowledge of policy, as well as policy-process insight, is required.

This chapter discusses the design and the methodology used in the research. It is significant to note that the research instrument was applied to a diverse group of school children.

5.2 Research design

The aim of the research was developmental, with the underpinning concept being national and provincial education law and policy and a set of guidelines for RCLs that was commissioned by the national Department of Education.

The research design was qualitative, with the methodology being descriptive in the form of a survey. The survey technique was a structured questionnaire of a sample of learners serving on RCLs in the Western Cape. The data was captured in tabular format and the results were largely presented in chart and graph form.

5.3 Sampling

5.3.1 Sample profile

The sample was drawn from the total population of learners serving on an RCL in the Western Cape in 2003.

5.3.2 Sampling methodology

Sampling took the form of cluster sampling in order to include the learner categories representative of the listed environmental variables. The total population consisted of all 293 RCL members in Grades 8 to 12 from schools in each of the seven provincial districts in the Western Cape, who attended the RCL conference held in July 2003.

Of the total population, the sample included all the RCL members who attended the conference for the entire duration of the three days and who completed the survey questionnaire in full. This sample also included the RCL members from schools for learners with special needs.

In order to manage the large number of respondents, random secondary sampling was done. The random sampling commenced with selecting all fully completed questionnaires which were grouped per grade and, within each grade, sub-grouping was done to distinguish between rural and metropolitan areas. The response sheets in each grade were numbered. Where learners had not fully completed the questionnaire, these response sheets were deemed to be spoilt papers.

Secondary sampling continued by calculating the interval per grade at which a sample needed to be eliminated from the numbered response sheets so as to arrive at 12 samples in each of the metropolitan and rural areas, with the exception of Grade 12 where the full response complement was used.

The sample per grade therefore included 24 learners in each of the following grades: 8, 9, 10 and 11, with half the learners in each grade being drawn from the rural areas and half from the metropolitan areas.

As provincially there are considerably fewer Grade 12 learners serving on RCLs owing to their final school year commitments and examinations, the sample in Grade 12 included all Grade 12 learners who were present at the conference for the three days and who had completed the questionnaire. The final sample was 35.5% of the total population, which amounted to 104 learners.

5.3.3 Socio-economic variables

The variables that needed to be considered included the following:

- The location of the school – rural or metropolitan
- The poverty index and the social impact on the school
- The resource level of the school
- Class sizes
- The school leadership and management style
- The position of the school governing body on RCLs
- The teacher liaison officer
 - knowledge of policy and policy-making
 - commitment to democratic governance and values
 - enthusiasm to develop own and RCL skills
- The learner profile
 - advantaged/disadvantaged
 - access to technology, literature, media
 - special education needs
 - literacy levels
 - home language
 - medium of instruction
 - school grade and age

5.4 Data collection

The data was collected by means of:

- a questionnaire designed to gather the data required for solving the research problem as to whether RCL members have the knowledge and skills to participate effectively with governance functions in areas such as policy and policy-making.
- a comprehensive literature study.

The questionnaire was divided into two main sections. The format of the questions in the first section consisted of structured statements each requiring a checklist choice response as to the degree of agreement or not with the statements. Learners were required to complete Questions 1 to 20.

These response statements were considered indicators of knowledge that could have been acquired through exposure to information at RCL workshops, youth conferences, curriculum outcomes and RCL training at schools.

The first section of the questionnaire was aimed at ascertaining the level of the learners' fundamental knowledge regarding the status, role and functions of RCLs and basic policy knowledge.

The second section consisted of open-ended questions that aimed to assess insight into policy-making and RCL engagement with the policy process. Learners were required to give a written response to three questions which would enable the researcher to ascertain if they had an understanding of policy and policy-making.

These written answer responses also enabled the researcher to moderate whether the level of fundamental knowledge assessed through agreement or disagreement with statements, was similarly reflected in the conceptual content of the learners' self-formulated answers.

5.5 The research scenario

5.5.1 Language barriers

The research instrument was provided in both English and Afrikaans to facilitate understanding and ease in answering the questions. The language of the questionnaire did not represent a variable as currently all secondary school learners are taught through the medium of either Afrikaans or English and this includes the Xhosa-speaking learners.

Further to this, the terminology used in the questionnaire is that which learners would be familiar with as part of the vocabulary used in the FET compulsory subject, Life Orientation, Learning Outcome Two, where the knowledge focus is Citizenship Education, with its associated assessment standards and competency levels that learners are required to demonstrate.

As the RCL literature received from the national Department of Education (DoE) is provided mainly in English, all learners who serve on RCLs are familiar with the English terminology which is the language used in the guides and handouts at workshops and conferences.

In addition, the national and provincial acts and policies that pertain to school governance and which RCLs have to engage with and to understand, are compiled in English.

5.5.2 Learner preparation for completing the questionnaire

In order to familiarise the learners with the format of the questionnaire and the text, transparencies of both the English and Afrikaans questionnaires were presented on an overhead projector and read through with the learners. As the learners were all high school learners, it was expected that they would be sufficiently literate to interpret the text.

The terminology used in the questionnaire was common to the content of RCL documentation to which these learners had been exposed. The RCL members were expected to be familiar with such terms in order to be able to execute their functions in schools.

As the study involved learners ranging from Grades 8 to 12, a three-point Likert scale was used to avoid ambiguity and semantic confusion. The semantic differentiation was explained to the learners by using examples, and the choice of scale response was also demonstrated on the overhead projector.

The learners were shown, through the use of examples, how to complete the questionnaire and how to apply the rating scales. The following elucidates the explanation provided to the learners.

- **a 'fully agree' response:** (You know for sure that this is so/you are certain about this/this is definitely right.)

Example: Grade 12 learners write examinations at the end of the year.

- a **'partially agree' response**: (You agree to some extent, but don't fully agree; this could be so, but you are a little unsure; you think this could be wrong, but it could also be right; some of it is true, but not all is true; you think it might be so.)
Example: Grade 12 learners do their homework in the afternoons.
- a **'disagree' response**: (You know for sure that this is wrong; you are certain this is not true; this is definitely wrong.)
Example: Grade 12 learners never get homework.

As a practice exercise, the learners were asked to create their own examples of the above type statements and partner with another learner to apply the relevant rating scales.

5.5.3 Maturity levels of respondents

The elected learners who serve on the representative councils in their schools are generally learners who show leadership qualities and who are academically successful. This group displayed such tendencies and understood what was required of them. They also enjoyed the examples discussed with them. Some attempted to give their own Likert-type examples and would gladly have continued. However, time was a factor throughout.

The questionnaire was projected onto a screen and was read through in both languages. Learners were encouraged to ask if something was not clear. Few made use of this opportunity. The questionnaires were then distributed to each learner.

Being children, they were excited and it took time to settle them down. After having spent thirty-five minutes preparing them to complete the questionnaire, a few learners still had questions of a technical nature after they had received the questionnaire, such as whether to use a pen or a pencil, to write in print or cursive and whether spelling would count against them.

What was obvious was the difference between the confidence levels of girl learners from the disadvantaged rural areas such as the fishing communities and rural farming communities, who needed reassurance that what they were doing was correct in terms of ticking in the blocks.

The learners were given 40 minutes to complete the questionnaires, with most taking between 20 and 30 minutes. Where a learner wished to take longer to complete the questionnaire, this was allowed, taking into consideration the variation in learner ages and that learners with special education needs were included in the group.

After handing in the questionnaires, both girls and boys from rural areas wanted to know more about the government, the Department of Education and aspects of career guidance. Quite a number of girls discussed teenage pregnancy and said that they did not know about the provincial policy for managing learner pregnancy in schools.

It was evident that many RCL members in schools across the spectrum had not been exposed to policies distributed by the Department of Education, even where the policies had a direct bearing on student matters. This provided an additional dimension to the research problem.

5.6 Conclusion

This chapter has given an exposition of the research design and methodology. As the research involved school children throughout the province, the range of variables was substantial and diverse.

In addition to addressing the formal research problem through the questionnaire, informal conversation with learners was most valuable in identifying other concerns within the ambit of governance policy at school level. The following chapter will provide analysis and interpretation of the research data.

CHAPTER 6

ANALYSIS AND INTERPRETATION OF THE DATA

6.1 Introduction

In Chapter 5 the research design was described, sampling was discussed and an elucidation provided of the method of data collection. The social variables were listed and the research scenario of conducting face-to-face research with school learners was sketched.

In this chapter the knowledge and skills identified through the literature study will be listed as areas of competence that RCL members would need to be able to demonstrate to be effective representatives. The questionnaire and its application will be discussed and a profile provided of the respondents and the environmental variables, plus the conditions under which the research was undertaken.

The chapter will also examine and analyse the data emanating from the questionnaire as to the level of basic knowledge that RCL members display and the extent of their insight into policy-making and the policy process. The significant trends will be extracted, interpreted and discussed.

6.2 The knowledge and skills required by RCL members

Through the research emanating from the literature study it is evident that the roles, responsibilities and the legislated functions that the RCL members must undertake, are underpinned by a knowledge base and a considerable range of skills and competencies which these learners need to be able to demonstrate.

The fundamentals that RCL members would need to know to be able to be effective representatives in schools and to maintain sound relationships with the learners they represent, the parent body and the school management, are

- to distinguish between school governance and school management, school governance being the ambit in which RCLs would have an influence, and school management being the area where the school principal, the school management

team and the professional staff manage the delivery of the national curriculum statements as per the education policy.

- to understand the principle that democratic relations are equal, whereas educative relationships are not relationships between equals.
- to understand that the essence of democracy is the principle of unconditional participation in all school governance issues and policies.
- to distinguish between the process of consultation and negotiation in terms of the different objectives of such discussions, consultation being a process to obtain the inputs and views of interest groups and those affected by the policy. However, such inputs do not necessarily have to be included in the policy, negotiations being a process which requires that the parties seek agreement and what has been agreed to, must be included in the policy.

The following table lists the identified knowledge and skills relevant to RCL policy functions and which RCL members would need to develop.

Table: 6.1: Knowledge and skills underpinning policy-making

literacy and numeracy	policy knowledge
clear and meaningful use of language	policy process knowledge
writing and editing skills	systemic reasoning
compiling reports	analytical skills
document design	problem structuring
IT / computer skills	problem solving
organisational skills	methods of inquiry and research
project planning skills	quantitative and qualitative data collection
project management skills	data interpretation
developing operational plans	forecasting
budget preparation	scenario building
budget control	communicating, debating, persuading
presentation skills	setting evaluation criteria
leadership and consultative skills	cost-benefit analysis

participative management	evaluating and choosing options
social skills	formulation of logical responses
managing meetings	making recommendations
managing conflict	ethical decision-making
collaboration and team work	reflection
monitoring of policy project outputs	evaluating impact of policy outcomes
using impact evaluation to re-plan	acceptance of responsibility

6.3 The research instrument

The items on the questionnaire dealing with fundamental knowledge were grouped under three headings, i.e.

The RCL (items 1-10); Policy (items 11-16) and Policy-making at school/departmental level (items 17-21). Each item was scored individually under each of the three groupings.

The questionnaire also contained three questions assessing RCL policy insight, which required the learners to formulate their own responses to each of the questions.

Each response was numerically ranked against a category standard of *very good* (a ranking of 5); *good* (a ranking of 4); *average* (a ranking of 3); *below average* (a ranking of 2) or *poor* (a ranking of 1).

The standard was determined by selecting learner response examples of very good type answers and recording these response sentences under the category *very good* with a ranking of five. The same method was used to set the standard for good type, average type, below average type and poor type answers.

A variety of responses of the same standard collected under each category type provided a list of examples against which to evaluate the level of policy insight that learners displayed as per their individual responses to the questions.

The research questionnaire is presented in Table 6.2. Table 6.3 provides an example of the ranked response type categories as per the learner answers received. The complete list of response types used in the research is included under the appendices.

Table 6.2: Questionnaire on the role of RCLs in policy-making					
This questionnaire forms part of a study to determine the role of the Representative Council of Learners in education policy-making at school and provincial level.					
We aim to determine learners' opinions about their involvement in school policies and policies made by the Western Cape Education Department (WCED) which directly affect learners. The questionnaire is anonymous.					
Tick the appropriate block.					
Your current grade:	Grade 8	Grade 9	Grade 10	Grade 11	Grade 12
Write down the name of the town /suburb/ city in which your school is situated.					
For each statement, tick the appropriate block.					
			Fully agree	Partially agree	Disagree
The RCL					
1.	is the only legal body representing all learners at the school.				
2.	works at the school level.				
3.	has a role of being of service to all learners.				
4.	should play a meaningful role in school governance.				
5.	is a voice for learner expression and also a means to provide feedback to the learners.				
6.	should contribute towards the drafting of the school Code of Conduct.				
7.	is a body through which learners can participate in decision-making.				
8.	is a body through which learners can participate in policy-making.				
9.	is a role-player in education.				
10.	representatives are trained and enabled to develop school policy.				

	Policy	Fully agree	Partially agree	Disagree
11.	A policy states that something should be done in a specific way.			
12.	A school Code of Conduct is a policy document.			
13.	The SA Constitution is a policy document.			
14.	Every school should determine policy.			
15.	All policies must be based on the Constitution of the Republic of South Africa.			
16.	School policies need to be revised regularly to meet the changing needs of the learners.			
	Policy making at school/head office WCED departmental level	Fully agree	Partially agree	Disagree
17.	The RCLs should be involved in policy-making at:			
17.1	school level			
17.2	departmental level (WCED)			
18.	There is always a process that must be followed when policies are made.			
19.	An important part of policy-making is to consult with the role-players.			
20.	The RCL is a legal role-player.			
21.	The WCED should consult with RCLs regarding policies that directly affect learners.			
	Policy Implementation	Fully agree	Partially agree	Disagree
22.	Every learner is made aware of the provincial (WCED) policies that affect him/her.			
23.	The WCED policy and its implications are discussed with the learners.			
24.	The policy and its implications are discussed with the parent community.			
25.	The RCL assists with the implementation of provincial (WCED) policy.			
26.	The RCL is involved in the implementation of the school Code of Conduct.			

Please answer the following questions:

Question 27

Are you aware of the WCED policy – *Managing Learner Pregnancy in Public Schools*?

YES / NO

If YES, has this policy been discussed with you? YES / NO

If YES, by whom? _____

Question 28

Do you think that the WCED should consult with your RCL when provincial education policies are made that affect learners?

YES / NO

If YES, why?

Question 29

In which way do you think could the RCL be involved in WCED policy-making for schools?

Question 30

In which way do you think could the RCL be involved in the implementation of WCED policy at school level?

THANK YOU FOR YOUR CO-OPERATION

Table 6.3: Ranked categories of learner-formulated responses

Five ranked categories of response types to the questions posed	
<p>Question 28: Do you think that the WCED should consult with your RCL when provincial education policies are made that affect learners? [YES/NO] If YES, why?</p> <p>Question 29: In which way do you think could the RCL be involved in WCED policy-making for schools?</p> <p>Question 30: In which way do you think could the RCL be involved in the implementation of WCED policy at school level?</p>	
<div style="border: 1px solid black; padding: 5px; width: 60px; margin: 0 auto;"> <p style="margin: 0;">5</p> <p style="margin: 0;">Very good</p> </div>	<p>Q 28 Learner example:</p> <p>We have, as members of the RCL, been voted into a position which our peers feel they may trust us to express our opinions on their behalf (& express our observations of their general attitudes, etc.). Therefore, it is greatly important that we do so about the issues presented to us; also this is the only way to reach democratic compromises.[Grade11]</p>
	<p>Q29 Learner example:</p> <p>We could make our voices clearly heard on issues brought before us. We could make valuable suggestions and lend a youthful contribution, instead of adult- members of the WCED making calculated guesses as to what we need etc.[Grade11]</p>
	<p>Q30 Learner example:</p> <p>Make learners aware of policies; incorporate policies into (the) functioning of the school – that is, maybe incorporate into school rules. [Grade 11]</p>
<div style="border: 1px solid black; padding: 5px; width: 60px; margin: 0 auto;"> <p style="margin: 0;">4</p> <p style="margin: 0;">Good</p> </div>	<p>Q 28 Learner example:</p> <p>Learners have the right to know what is happening. If the provincial education policies re drawn up, they are meant for the learners. [Grade 12]</p>
	<p>Q29 Learner example:</p> <p>When the WCED is having (consultative) meetings, the RCL must be there so that it can bring the report back to every learner in the school. [Grade 11]</p>
	<p>Q30 Learner example:</p> <p>The RCL could use its influence on the learners (as it) speaks a language that is not too formal for other learners to understand and to (get) them to respect these policies. [Grade 11]</p>

Five ranked categories of response types to the questions posed

Question 28:

Do you think that the WCED should consult with your RCL when provincial education policies are made that affect learners? [YES/NO] If YES, why?

Question 29:

In which way do you think, could the RCL be involved in WCED policy-making for schools?

Question 30:

In which way do you think, could the RCL be involved in the implementation of WCED policy at school level?

3 Average	<p>Q28 Learner example:</p> <p>I think the WCED should consult with my school and RCLs, because we haven't learnt about it and I think it is interesting for us and we will be responsible for the results of it. [Grade 9]</p>
	<p>Q29 Learner example:</p> <p>Be involved by saying our needs, what we want. [Grade 11]</p>
	<p>Q30 Learner example:</p> <p>They (RCLs) should be the ones who inform the learners about the WCED policies. [Grade12]</p>
2 Below Average	<p>Q 28 Learner example:</p> <p>So that learners can become more involved in stuff like this [Grade11]</p>
	<p>Q29 Learner example:</p> <p>By showing their interests and to speak up. [Grade 11]</p>
	<p>Q30 Learner example:</p> <p>Not much, but the RCL should be made aware by the principal of what's happening in the school and what is going to be changed [Grade11]</p>

Five ranked categories of response types to the questions posed

Question 28:

Do you think that the WCED should consult with your RCL when provincial education policies are made that affect learners? [YES/NO] If YES, why?

Question 29:

In which way do you think, could the RCL be involved in WCED policy-making for schools?

Question 30:

In which way do you think, could the RCL be involved in the implementation of WCED policy at school level?

1 Poor	Q28 Learner example: Cos maybe I can help [9]
	Q29 Learner example: In the making of decisions that concerns students / learners [Grade11]
	Q30 Learner example: Don't know [Grade11]

The responses of the full sample who completed the questionnaire are presented in chart and graphic form for ease of analysis and interpretation.

6.4 Environmental factors

The group of learners who attended the three-day conference came from all regions in the Western Cape. The participants were school-going learners between the ages of 13 and 19 years who were enrolled in public schools and who had been democratically elected by their peers to represent their interests on the RCL structures in schools.

This 2003 RCL Conference was the first of its kind to be held in the Western Cape, with a subsequent one being held during the last semester of 2005. As could be expected, the programme was very full and the provincial organisers had limited time available for non-agenda items such as the completion of a questionnaire that required a practical demonstration and an explanation in both official languages, plus allowing for learner questions from the floor.

In an endeavour to save time and also to accommodate a request from the provincial education policy subdirector to incorporate items in the questionnaire which would be of value to them, Questions 22 to 27 dealing with policy implementation were included in the questionnaire; however, those findings do not form part of this research.

Table 6.4: Breakdown of learner numbers per district who attended the RCL conference for the full duration

DISTRICT	Number who attended the conference for the full duration
Metropole East	44
Metropole North	35
Metropole South	44
Metropole Central	30
Breede River – Overberg	40
South Cape – Karoo	42
West Coast – Winelands	58
Total number of learners	293

Table 6.5: School grades of RCL members who attended fully and filled in the questionnaire

LEARNER GRADES	Number who attended and filled in the questionnaire
Grade 8	30
Grade 9	40
Grade 10	55
Grade 11	69
Grade 12	9
Total number of learners	203

The above tables reflect the number of learners who attended the conference for the full three days and filled in the questionnaire.

A further objective was to include 50% of English medium learners and 50% of Afrikaans medium learners in each sample category; however, this was not achievable throughout the grades as can be seen in Table 6.6 as not all the learners who attended the conference for the full duration completed the entire questionnaire.

Table 6.6: School grades and medium of instruction of respondents per metropolitan and rural districts who fully completed the questionnaire

LEARNER GRADES	DISTRICTS			
	METROPOLITAN		RURAL	
	English	Afrikaans	English	Afrikaans
Grade 8	6	6	1	11
Grade 9	6	6	5	7
Grade 10	7	5	6	6
Grade 11	6	6	6	6
Grade 12	5	0	0	3
TOTAL	30	23	18	33

The total research sample of RCL learners from Grade 8 to Grade 12 consisted of 104 learners.

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LEARNER GRADES	DISTRICTS			
	METROPOLITAN		RURAL	
	English	Afrikaans	English	Afrikaans
Grade 8	6	6	1	11
Grade 9	6	6	5	7
Grade 10	7	5	6	6
Grade 11	6	6	6	6
Grade 12	5	0	0	3
TOTAL	30	23	18	33

The total research sample of RCL learners from Grade 8 to Grade 12 consisted of 104 learners.

Table 6.7: RCL fundamental knowledge level per school grade

	Adequate knowledge		Partial knowledge		Inadequate knowledge	
	Metro	Rural	Metro	Rural	Metro	Rural
Grade 8						
	56%	62%	38%	32%	6%	6%
	67%	68%	29%	31%	4%	1%
	64%	64%	29%	35%	7%	1%
Average Metro / Rural	62.3%	64.7%	32.0%	32.6%	6.0%	2.6%
Grade 8 aggregate knowledge level	66.7%		32.3%		4.3%	

	Metro	Rural	Metro	Rural	Metro	Rural
	Grade 9					
	59%	72%	37%	23%	4%	5%
	75%	74%	21%	26%	4%	0%
	71%	69%	22%	28%	7%	3%
Average Metro / Rural	68.3%	71.7%	26.7%	25.7%	5.0%	2.7%
Grade 9 aggregate knowledge level	70.0%		26.2%		3.8%	

	Metro	Rural	Metro	Rural	Metro	Rural
	Grade 10					
	63%	56%	28%	32%	10%	12%
	69%	65%	28%	32%	3%	3%
	67%	58%	21%	35%	12%	7%
Average Metro / Rural	66.3%	59.6%	25.6%	33.0%	8.3%	7.3%
Grade 10 aggregate knowledge level	62.9%		29.3%		7.8%	

	Metro	Rural	Metro	Rural	Metro	Rural
	Grade 11					
	59%	58%	37%	32%	4%	10%
	75%	68%	21%	31%	4%	1%
	71%	65%	22%	28%	7%	7%
Average Metro / Rural	68.3%	63.6%	26.6%	30.3%	5.0%	6.0%
Grade 11 aggregate knowledge level	66.0%		28.5%		5.5%	

	Adequate knowledge		Partial knowledge		Inadequate knowledge	
	Metro	Rural	Metro	Rural	Metro	Rural
Grade 12						
	64%	77%	32%	23%	4%	0%
	73%	72%	17%	28%	10%	0%
	80%	72%	20%	28%	0%	0%
Average Metro / Rural	72.3%	73.7%	23.0%	26.3%	4.6%	0.0%
Grade 12 aggregate knowledge level	73.0%		24.7%		2.3%	

6.5 Analysis of fundamental knowledge levels

In Grades 8, 9 and 12, learners from the rural areas demonstrated higher levels of adequate knowledge than their metropolitan counterparts. Rural learners also recorded lower levels of inadequate knowledge than did the metropolitan learners, the exception being in Grade 11.

The Grade 10 learners had the lowest knowledge level of all the grades and the question arises as to whether these learners were in any way influenced by curriculum changes and moving from the traditional content-driven teaching approach to the new outcomes-based teaching and learning approach.

Although the number of Grade 12 learners who attended the RCL conference was low owing to their preparation for the end-of-year matriculation examination, the research results indicate that the highest levels of adequate knowledge were to be found in Grade 12.

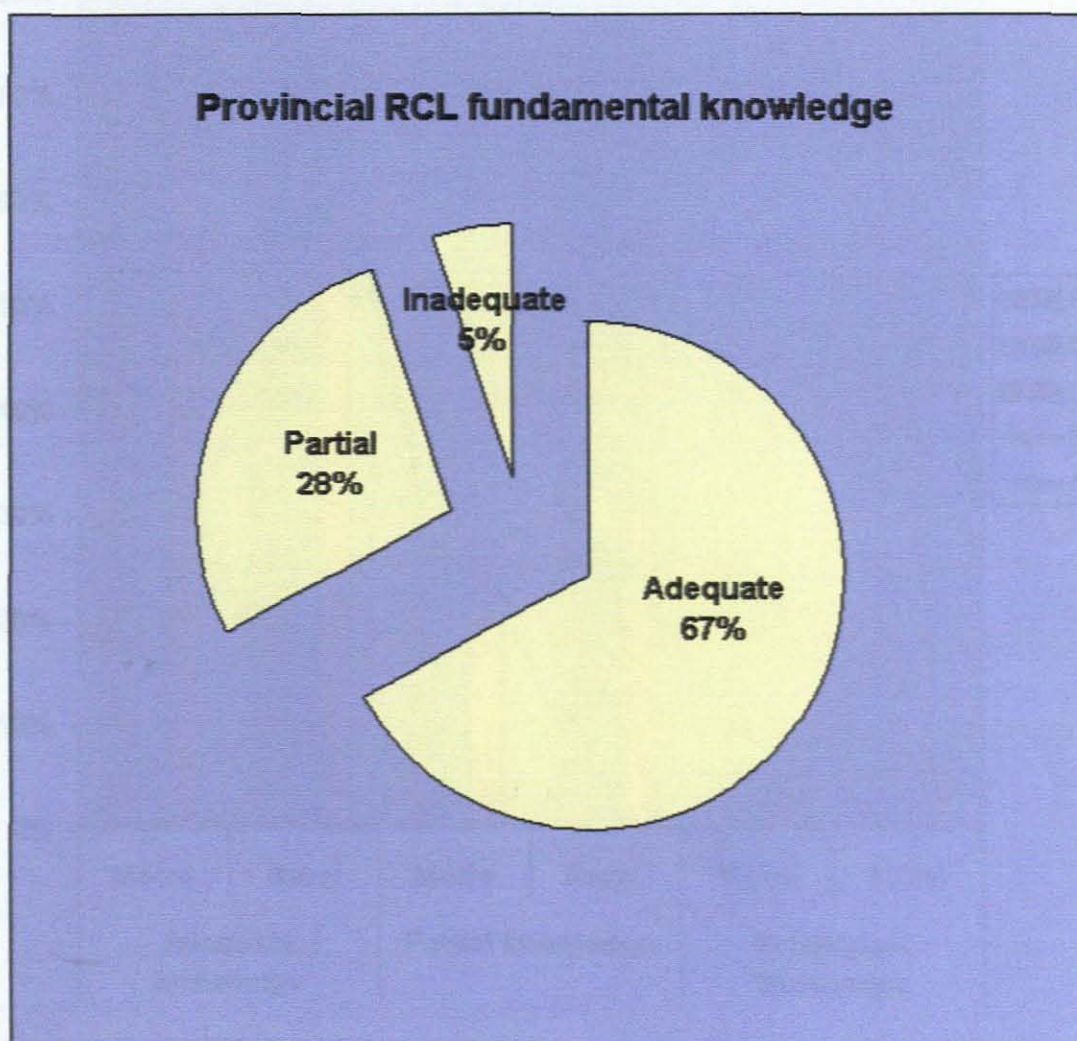
This was to be expected in terms of their seniority in the school education system and their general maturity. In line with this finding, the lowest level of inadequate knowledge was also found in this grade, which was to be expected.

What was not expected was that a similar pattern presented itself in Grade 9 where the second highest level of adequate knowledge and the second lowest level of inadequate knowledge were recorded across all the grades.

Graph 6.1: Provincial RCL fundamental knowledge levels

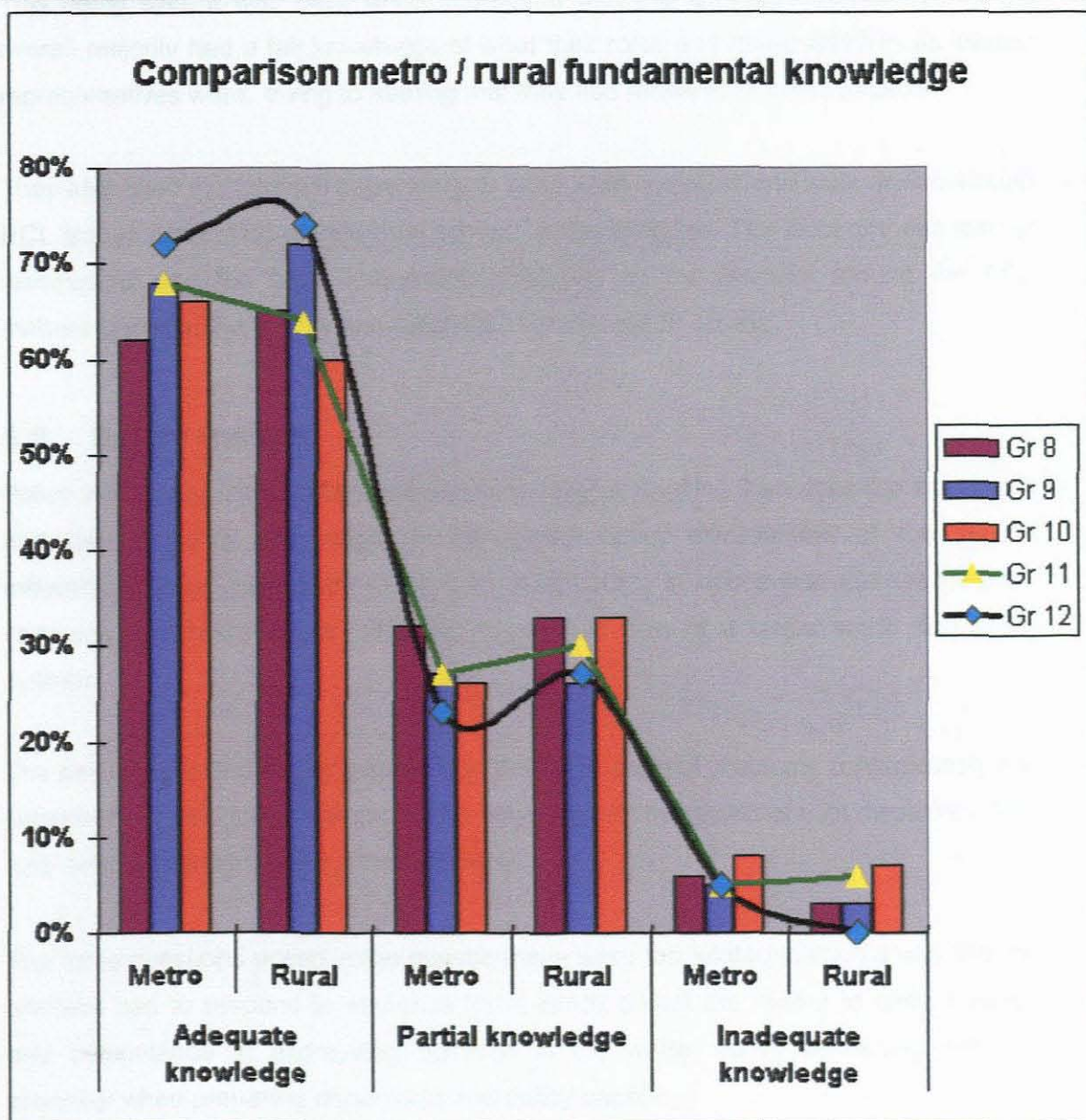
	Adequate	Partial	Inadequate
Grade 8	66%	32%	4%
Grade 9	70%	26%	4%
Grade 10	63%	29%	8%
Grade 11	66%	29%	6%
Grade 12	73%	25%	2%
Provincial Aggregate	67%	28%	5%

Adequate	Partial	Inadequate
67%	28%	5%



Graph 6.2: Provincial comparison metro / rural fundamental knowledge

	Adequate knowledge		Partial knowledge		Inadequate knowledge	
	Metro	Rural	Metro	Rural	Metro	Rural
Gr 8	62%	65%	32%	33%	6%	3%
Gr 9	68%	72%	27%	26%	5%	3%
Gr 10	66%	60%	26%	33%	8%	7%
Gr 11	68%	64%	27%	30%	5%	6%
Gr 12	72%	74%	23%	27%	5%	0%



Overall, the RCL members demonstrated adequate fundamental knowledge in their responses to the statements presented in the questionnaire. The possibility exists that learners could have made random choices, although these learners were serious about the business of serving as RCL representatives provincially and were aware that their response papers were numbered and anonymous.

Another consideration is that learners are constantly exposed to RCL type language and terminology within the political and education environment and the media. Such terminologies thus become part of learner vocabulary, with the concomitant concepts not always being fully understood.

This being said, it was clear when interacting with the learners afterwards, that the overall majority had a fair knowledge of what their roles and responsibilities as learner representatives were, owing to training that they had received in these aspects.

They also used the informal opportunity to raise valid concerns and seek advice around RCL issues presenting at individual schools in the province. The level of these learner discussions and the basic knowledge displayed by the learners around the RCL matters confirms the validity and reliability of the research results.

6.6 Policy insight

Policy insight requires a different conceptual level of thinking than does the acquisition and use of policy knowledge. In the global policy environment of the second millennium, policy-makers are required to design policy solutions that address the ever-changing complexity of an individual country as part of a larger world and policy system.

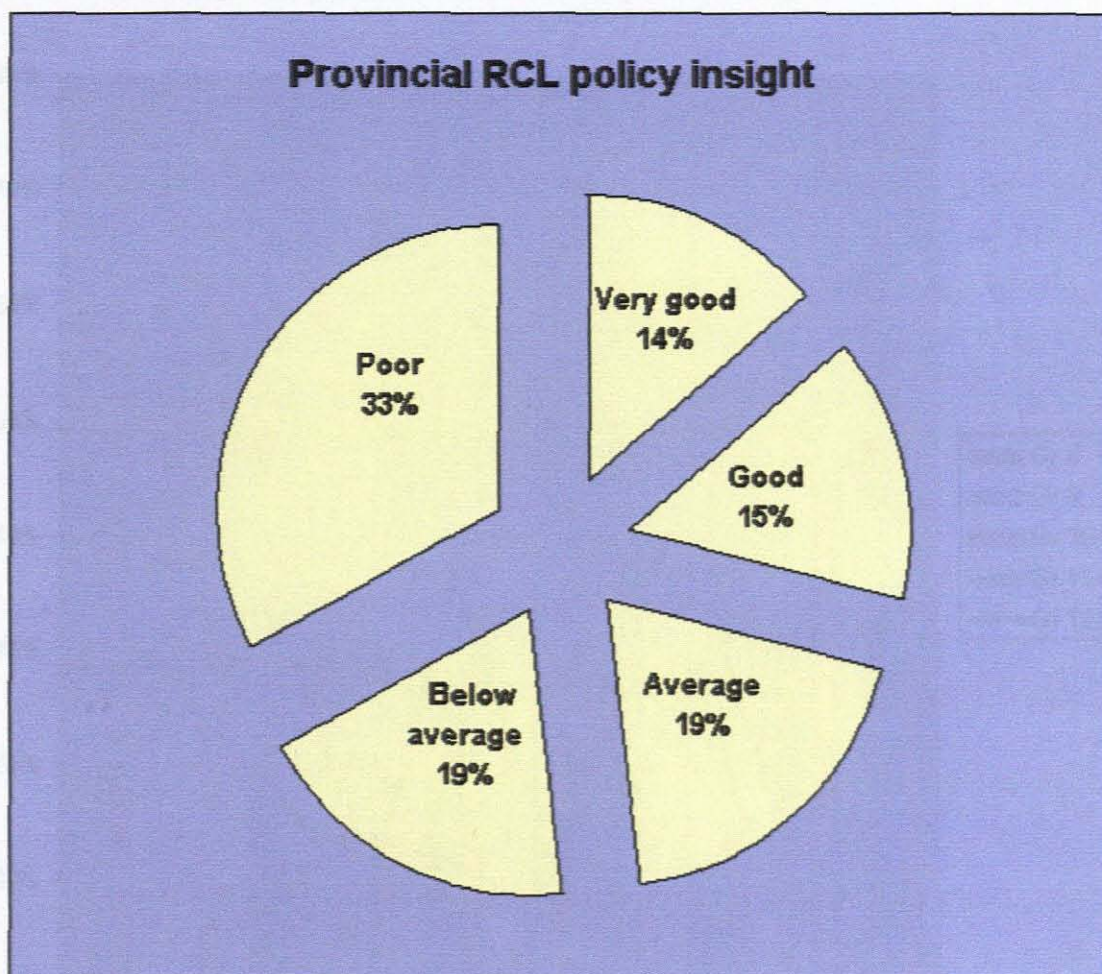
The challenge facing young leaders is to deal with societal problems constructively and sensitively by designing new and better ways forward in a world of vast disparities. This task demands insight and systems thinking.

The three questions posed in the questionnaire were formulated in such a way that the learners had to respond in sentence form, which allows the reader to deduct insight and competence in expressing opinions in the written form, something which is essential when preparing documents and policy papers.

Graph 6.3: Provincial RCL policy insight levels

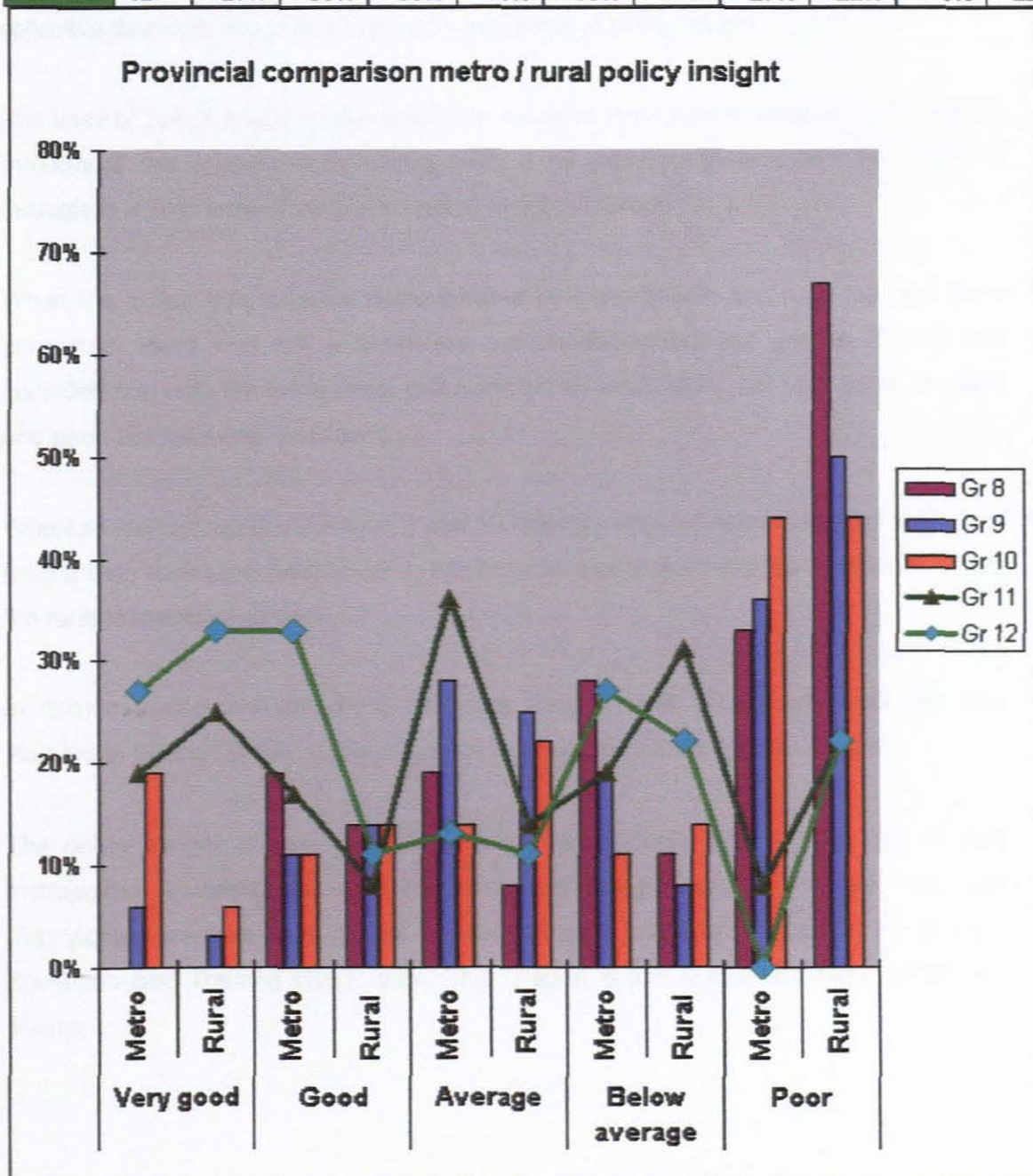
	Very good	Good	Average	Below average	Poor
Gr 8	0.0%	16.6%	13.9%	19.4%	50.0%
Gr 9	4.5%	12.5%	26.0%	13.5%	43.0%
Gr 10	12.5%	12.6%	18.1%	12.5%	44.4%
Gr 11	22.2%	12.5%	25.0%	25.0%	15.2%
Gr 12	30.0%	22.2%	12.2%	24.5%	11.0%

Provincial RCL policy insight				
Very good	Good	Average	Below average	Poor
14%	15%	19%	19%	33%



Graph 6.4: Provincial comparison metro / rural policy insight

		Very good		Good		Average		Below average		Poor	
		Metro	Rural	Metro	Rural	Metro	Rural	Metro	Rural	Metro	Rural
	Gr 8	0%	0%	19%	14%	19%	8%	28%	11%	33%	67%
	Gr 9	6%	3%	11%	14%	28%	25%	19%	8%	36%	50%
	Gr 10	19%	6%	11%	14%	14%	22%	11%	14%	44%	44%
	Gr 11	19%	25%	17%	8%	36%	14%	19%	31%	8%	22%
	Gr 12	27%	33%	33%	11%	13%	11%	27%	22%	0%	22%



6.7 Analysis of policy insight levels

In Grade 8 none of the learner responses fell within the category, *very good insight into policy* and, in addition, learners struggled to formulate written responses to the questions posed. This was the case in both metropolitan and rural areas.

Fifty percent of the total Grade 8 learners who took part in the research had poor policy insight. Similarly, high levels of poor policy insight were also recorded for Grades 9 (43%) and 10 (44.4%) respectively. Policy insight from Grades 8 to 11 was distributed mainly across the range of *average* to *poor*.

Of all the grades from Grades 8 to 12, Grade 12 was the only grade where the policy insight levels of *very good* and *good* constituted more than half (52.2%) of the collective average, below average and poor levels of policy insight.

The level of policy insight in the descriptor range of *very good* increased incrementally throughout the grades, commencing with a nil percentage recorded for Grade 8 through to a 30% level of very good policy insight in Grade 12.

When the policy insight levels demonstrated by metropolitan and rural learners were compared, there was not a consistent pattern throughout the grades. Taking into consideration only the three major policy insight differentiators, i.e. *very good*; *average* and *poor*, the following was found:

Whereas the metropolitan Grades 9 and 10 learners showed higher levels of very good insight than their rural counterparts, the reverse was true in Grades 11 and 12 where the *rural learners fared best*.

In demonstrating average levels of policy insight, with the exception of the rural learners in Grade 10, the metropolitan learners demonstrated greater insight.

The policy insight of the rural learners was significantly poorer than that of their metropolitan counterparts, with the exception being Grade 10 where rural and metropolitan learners were on par in terms of poor levels of insight. In the General Education and Training (GET) band, the Grades 8 and 9 learners fared particularly poorly.

6.8 Significant trends

6.8.1 Fundamental knowledge

There was no significant difference between the knowledge levels of learners from Grades 8 to 12; nor was there an overall significant difference between the knowledge levels of RCL members attending metropolitan or rural schools.

The grade that performed significantly lower than any other grade in terms of aggregate adequate knowledge (62.9%) was Grade 10 and this was also the grade that recorded the highest levels of inadequate knowledge (7.8%).

What was of interest was that the Grade 10 learners of October 2003, when the research was done, were the first group of learners in high schools who had in the year 2000, when they were in Grade 7, changed over to the Outcomes Based Curriculum 2005. Whether this had an influence or not could be debated.

Grade 12 and Grade 9 learners, respectively, recorded the highest levels of adequate knowledge and also the lowest levels of inadequate knowledge and thus fared best overall.

These two grades, 9 and 12, are both exit points of the school education system, with Grade 9 being the end of the compulsory General Education and Training (GET) band and Grade 12 the end of the school Further Education and Training (FET) band.

The question arises as to why learners at the exit grades fared better than did other learners. The possibility exists that there could be increased pressure from homes, schools and the education authorities for learners in these grades to receive more intensive tuition and additional academic support to fare well in these externally published exit examinations. The knock-on effect could be that the learners in these two grades demonstrated higher levels of fundamental knowledge, as focused tuition and education inputs were provided at the two exit grades.

With the smaller number of Grade 12 learners who attended the conference, the Grade 12 results could be considered less reliable than if there had been a more substantial contingent. However, in relation to the findings in the other grades and considering that Grade 12 is the most senior school grade with learners having had the longest exposure to education, the results are consistent in relation to what was found in the lower grades.

6.8.2 Policy insight

Provincially there was a significant difference between the levels of fundamental policy knowledge and those of policy insight. Whereas provincially only 5% of learners gave evidence of inadequate fundamental policy knowledge, 33% of learners demonstrated poor policy insight. Of the total sample population of 104 learners only 14% gave evidence of very good policy insight, and 15% of good insight.

More than half (52%) of all the learners who completed the questionnaire displayed below average and poor insight in terms of formulating their own responses to their involvement with policy and policy-making at school and provincial levels.

Apart from these poor quantitative outcomes, the qualitative outcomes that were a by-product of the learners' ability to consider questions posed, to formulate their personal views and to formulate their own responses in understandable language, were also poor and in some instances very poor.

In general, the literacy levels of the learners, which in this context included reading with comprehension and the ability to formulate and express own opinions in written form, were weak.

6.9 Concluding comments

This chapter listed the knowledge and skills that learners would require to assume their policy task as identified through the literature study. The research instrument and its application were discussed, including how the response standards had been determined and applied. The environmental factors were described and data listed of the number of learners, their grades, the schools and districts and the mediums of instruction.

The research data was captured and presented in tabular and chart form. The results were analysed in terms of fundamental knowledge levels and policy insight and significant trends were discussed.

The next chapter will provide a brief overview of the preceding chapters and the research results. Recommendations will also be advanced in support of the research findings.

CHAPTER 7

CONCLUSIONS AND RECOMMENDATIONS

7.1 Introduction

In the first place this chapter provides a brief summary of the previous chapters. Secondly, the main research findings and how these findings relate to the theory as reflected in the literature reviewed, are discussed. Thereafter, recommendations are made to address the problem issues identified in the research and, finally, suggestions for further areas of research in the field of school governance are included.

7.2 Summary

In Chapter 1 of the study the research problem was identified as being the uncertainty whether school learners elected to serve on the representative councils of learners (RCLs), had the knowledge and skills to undertake effectively their policy functions in terms of engaging with policies and the process of democratic policy-making as part of co-operative governance. The source and background to the research problem, the significance of the research and its aims and objectives were discussed. The research methodology was set out and the development of the study provided.

Chapter 2 provided the legislative and policy context for the establishment of RCLs and clarified their roles and mandated functions within public schools. The guidelines provided by the national education department were investigated and provided further clarification and insight into the extent of learner involvement in some areas that had previously been the sole domain of adults. The benefit and influence of education law and policy in supporting the human and social development of RCL members was noted, as well as the educational linkage between RCL policy-making and the achievement of curriculum outcomes.

The origin and purpose of education law and policy were discussed in Chapter 3, commencing with the supreme law being the *Constitution of the Republic of South Africa, 1996 (Act 108 of 1996) [Constitution RSA]* and the guiding principles and values that bind and direct the functions of all government institutions and functionaries. The

spheres in which public policy originates were set out and the major education acts that impact directly on the management and governance at schools were described as being original legislation from which subordinate legislation could be issued. School rules were discussed as a particular form of subordinate legislation as this forms part of RCL policy engagement at school level.

Chapter 4 examined the levels of policy-making in the education system with the emphasis on RCL policy-making within the context of school governance. Public policy information was dealt with as a precursor to policy-making as an activity. The relationship between policy analysis and policy-making was described and an ensuing investigation was done into the process of making policy and the related activities which could be managed as a project for reasons of efficiency and for monitoring purposes. In addition, attention was given to the need for RCL members to develop effective policy papers as a requirement of the policy-making process and possibly part of the school curriculum outcomes.

In Chapter 5, the research design was described as being qualitative and the chosen *methodology as being descriptive and taking the form of cluster sampling*. The socio-economic variables that needed to be considered were listed and the research scenario was described. A questionnaire was used to collect the research data and a thorough literature study was undertaken.

The analysis and the interpretation of the data were presented in Chapter 6. The knowledge, skills and competencies that RCL members needed to have to be effective representatives and policy-makers were derived from the literature study and these components were tabled. The research environment was sketched and the data was presented and analysed in terms of fundamental knowledge levels and policy insight. The significant trends that emanated were highlighted for further discussion and conclusions were drawn.

7.3 Main findings

Of the sample of 104 respondents who attended the mid-year RCL conference in 2003 and who completed the questionnaire in full, 67% demonstrated an adequate fundamental knowledge of policy.

This favourable result was in contrast to the findings that only 14% of the RCL members demonstrated very good levels of policy insight and therefore only 14% of learners would be well able to deal with policy analysis and policy formulation in an effective way. Together with the 15% of learners who gave evidence of good insight and who would be able to manage the policy process, there is a significant variance between the larger number of learners sufficiently knowledgeable within the functional knowledge domain and the small group of learners reflecting policy insight which is critical to the policy process.

As RCLs have a much wider and deeper policy function encompassing analysis and policy-making, rather than merely reflecting basic policy knowledge, it was clear that if only 14% of RCL members demonstrated very good policy insight, and 15% showed good insight into policy, the majority who demonstrated below average and poor levels of insight, i.e. 52% of the total sample, were not in a position to engage effectively with the policy process.

This result concomitantly indicated that the majority of RCL members would only be able to manage policy at a basic level and were not sufficiently skilled to analyse and discourse on school legislation, its interpretation and the policy implications on learner education and well-being. In addition, the literacy levels displayed in the research would impact negatively on the formulation of policy papers.

7.4 Interpreting the results in terms of literature and theory

Whereas Section 11 of the *South African Schools Act, 1996* (Act 84 of 1996) [SASA], as amended, provides that a representative council of learners be established at every public school enrolling learners in the eighth grade or higher, it also stipulates that the Member of the Executive Council in each province must determine the functions and the procedures for the establishment and election of RCLs.

Although there is an obligation on each education department to provide training for school governing bodies as per Section 19 of the SASA, and such training would include the two RCL members serving on each school governing body (SGB), there is no legislated obligation for the training of the remainder of RCL members who do not serve on the SGB.

Therefore, although no legal obligation is placed on provincial education departments to train learners serving on school RCLs, it is imperative that RCL members be empowered to execute their functions of which a major component is interpreting and analysing provincial school policy and developing their own policies at school level. RCL members also need to ensure that their own policy-making processes meet the criteria for policy-making in a constitutional state of which the cornerstone of its democracy is the *Bill of Rights* as contained in Chapter 2 of the *Constitution of the Republic of South Africa, 1996 (Act 108 of 1996) [Constitution RSA]*.

The theory underpinning the nature and function of public policy drew distinctions between the different types of policy and their uses in various contexts. The research made it evident that the majority of the sample of learners did not have sufficient knowledge in this area and had limited experience of what policy was, why it existed, its usefulness in society and the impact of policy on the lives of learners within their schools and homes.

The process of policy analysis whereby learners as participants determine how best to make policies that address school issues and the functional policy-making process cycle within which such policies are developed, is underpinned by a range of skills that are not isolated in their application to policy-making, but which form part of daily life, study, work and citizenship.

Similarly, as most approaches for dealing with public policy occur within a process framework comprised of stages that are dynamic and iterative and allow for seamless flows backwards and forwards within the policy cycle, the learners would develop a range of skills, from thinking and working within this framework to resolving school governance issues through policy-making.

It was clear from the research that the learners did not have adequate policy insight. The non-formal assessment of their written responses highlighted poor comprehension levels and limited ability to express a point of view clearly.

7.5 Obligation to empower RCL members

Although there is no legislated obligation on the education department to provide training for all RCL members in schools, there is a social and educational obligation to

prepare learners to serve on these councils and an opportunity for the development of human and social capital, both for the RCL members and the teachers involved with the capacity-building of these learners.

As the research results indicate, there is a need for learners to develop the skills to analyse and formulate policies. The main objective of this chapter is to make recommendations for the establishment of a capacity-building programme and to provide a training content framework linked to citizenship education.

7.6 Training approach and model

In the school context policy, as a purposive course of action for the greater social good, provides the platform to empower learner representatives to take on their policy functions effectively and thus to prepare them for meaningful engagement in civic affairs. The training approach must foster higher thinking processes and inquiry, using *individual and group discussion methods*.

7.6.1 The current model

Currently the Western Cape Education Department (WCED) outsources the training of RCL members serving on SGBs to independent service providers. This is done through a tender process co-ordinated from the provincial head office. The service providers who are awarded the tenders develop the training manuals according to the *specifications provided by the WCED and do the capacity-building during weekends at selected venues in the districts where the learners attend school*.

7.6.2 Limitations of the current model

The annual use of service providers is costly to the WCED and with no legal obligation to train learners not serving on the SGBs, not all RCL members receive training through this selective model. Furthermore, not all learners can attend training sessions *during weekends*. The result is that *not every RCL member in every school in the province is included in the capacity-building programme*.

A further concern is that RCL members are elected on an annual basis and, with a tender system that cannot provide a training service to every child in the year in which he/she is elected, the opportunity for the individual learner to be empowered is lost.

An additional limitation is that the same basic topics are covered in the training programme year after year, without taking into account that some learners could be elected to serve on the RCL for a number of years.

7.6.3 The advantage of an in-house training model

An in-house training model, using the expertise located within the education department, would be cost-effective in terms of developing programmes, source documents, training manuals and training materials.

The source documents that provide the content from which the training guidelines and manuals are derived could be developed by the head office directorate responsible for school governance and school management policy. These officials have up-to-date knowledge of school management and governance issues as well as being *au fait* with current legislation and policy, and their interpretation.

A further advantage would be that, as the policy environment changes, the content of the source documents could be amended by the department at minimal costs to ensure the currency and correctness of the information used to train the RCL members.

The WCED has excellent technological resources and intra-/internet systems that extend to every school in the province. These electronic information networks could be used for on-line training, as could the use of CDs and DVDs. This is particularly useful for RCLs in schools situated in the deep rural areas. As new technologies become available the range of training possibilities expands considerably and costs decrease.

Technology also makes it possible for the WCED to develop differentiated training programmes that would allow for progression in individual learner knowledge should a learner be elected to serve on the RCL from Grade 8 through to the senior grades.

Another valuable departmental resource is the Edumedia facility, which could produce multi-media training modules in all three official languages to provide support to learners not receiving training in their mother-tongue.

Apart from the traditional learning support material and mode of presentation, Edumedia could produce posters and visual-based material for empowering RCL members with special education needs.

7.6.4 The value of the in-house model

The value of the model lies in its developmental spectrum, its sustainability, the consistency in quality, the relevance of information and methodology, plus cost-effectiveness.

- **The developmental spectrum**

Teacher liaison officers (TLOs) are serving educators in schools, elected to support the RCLs in discharging their duties. As part of their professional development these educators could be trained to gain knowledge of the functions of RCLs, with a focus on democratic participation in school policy, the policy-making process and the development of knowledge and skills to be able to take on the policy function effectively.

TLOs in turn, will use this expertise to build the capacity of the RCL members in the schools where they teach to enable these learners to carry out their duties as legislated. This model allows for development of a reciprocal nature, whereby the educators' knowledge of education policy will broaden and make them aware of their own need to participate in school management and governance policies as they implement the national curriculum and manage their classes.

- **Sustainability**

With educators being trained as the trainers of RCL members and by not using service providers, the knowledge and experience will be contained within the school system. When educators develop their own knowledge and skills and use this to build the capacity of RCLs, the school community and its learners will benefit.

- **Consistency**

The curriculum framework for training the TLOs will be developed provincially and the training would be provided under the auspices of the Cape Teaching Institute. This will ensure that every TLO has the same type and quality of training and that the same training manual will be used.

- **Relevance of information**

The curriculum framework that TLOs would use for training the RCLs will be provided provincially, allowing for individual schools to develop additional training materials

specific to the needs of those RCL members in their specific context. Multi-media support could be distributed to schools and upgraded as changes occur.

The RCL curriculum framework would be revised when there is a change in education legislation or policy. It could also be revised according to needs identified by the TLOs. Where relevant, linkages would be made between the competencies required by RCL members to carry out their RCL functions and the competencies to be met in the compulsory curriculum subject, Life Orientation.

- **Relevance of the training method**

As each school is unique in terms of its school environment and the community it serves, the training approach and methodology chosen by the TLO would be relevant to the context of that specific school.

7.7 The content framework for policy and policy-making

7.7.1 Constitution of the RSA

Knowledge of

- what a constitution is (whether of a sport club, a school or a country)
- the Constitution of the RSA (Act 108 of 1996)
- the legal status of the Constitution of the RSA
- the *Bill of Rights*
- which Constitutional values are important in school governance
- what a democracy is and means to its population
- the meaning of democracy in the school context
- the role and function of the school governing body
- the role and function of the RCL
- the role and function of the school principal
- the role and function of the provincial education department and the MEC
- the principle of partnership (co-operation) in education.

7.7.2 Policy and policy formulation

Knowledge of

- what the term 'policy' means

- the status of a policy at a national level, e.g. the National Education Policy Act
- what legislation is, its purpose, and upon whom it is binding, e.g. the South African Schools Act
- what a code of conduct is, its purpose, to whom it applies and the consequences of failing to comply, e.g. code of conduct for SGBs; a code of conduct for school learners
- policy-making at national and provincial levels – a Green paper and a White paper
- the responsibility for policy formulation at national, provincial and school levels
- the responsibility for policy implementation at national, provincial and school levels
- the process for developing a policy.

7.7.3 Policy competencies to be demonstrated

- Understanding the laws governing South African citizens
- *Working within the confines and provisions of the Constitution RSA*
- Displaying a democratic disposition that supports the exercise of the Constitutional rights and responsibilities
- Understanding the policy-making process, its reiterative nature and how policies are made in terms of the actions taken by various stakeholders at each stage of the policy process and applying the process to develop school policies
- Analysing and describing the origins, intentions, content and procedures contained in a variety of education specific policies affecting learners
- Analysing and being critical of public policy
- Monitoring the implementation of national and provincial policies at school level
- Evaluating the effectiveness of governance policies at school level
- Developing learner-level governance policies aligned to the intentions and policy content of national and provincial education policies
- Developing awareness that public policy needs to be revised as the political, social and economic environment changes

- Revising RCL constructed policies as needs change and in consultation with affected stakeholders
- Providing inputs into school level governance policies developed by SGBs

7.7.4 Skills to be acquired as part of policy-making

- Acquiring intellectual skills that promote reasoned investigation
- Thinking critically and reflectively
- Scanning the political, social, economic, technological environment
- Sourcing information
- Identifying the right problem and addressing the real issue
- Making rational decisions
- Identifying possible risks
- Forecasting impact
- Minimising impact
- Working as a team
- Consulting with stakeholders
- Reconciling conflicting viewpoints
- Negotiating to arrive at consensus
- Finding the best possible solution
- Making written recommendations
- Developing policy papers
- Managing a project
- Compiling a basic budget
- Arranging and conducting a meeting
- Taking minutes
- Preparing a PowerPoint presentation
- Doing a PowerPoint presentation

7.8 Delivery mode for empowering RCL members

The time spent at school is limited, with actual instructional time being 27.5 hours per week. For this reason and in line with outcomes-based education principles, the most effective way to empower RCL members is through practical experiences in activities relevant to their roles, policy functions and daily RCL responsibilities.

Wherever possible the curriculum subject Life Orientation should be used as the major vehicle for learners to develop theoretically and practically the knowledge and skills needed to engage with policy and the policy-making process.

In the National Curriculum Statement, Grades 10 to 12, the compulsory subject, Life Orientation, is defined as the study of the self in relation to others and to society. It is concerned with the development of learners who will contribute to a just and democratic society, a productive economy, and an improved quality of life for all.

The subject aims to equip learners to solve problems, to make informed decisions and choices, and to take appropriate actions to enable them to live meaningfully in a rapidly changing society.

Life Orientation is further defined as an inter-disciplinary subject that draws on and integrates knowledge, values, skills and processes embedded in various disciplines such as Sociology, Psychology, Political Science, Human Movement Science and Industrial Studies.

The subject Life Orientation is a compulsory subject and has four focus areas of which one, Citizenship Education, is relevant to this study. In the introductory passage of Citizenship Education, mention is made of the importance of learners being politically literate, which means to know and understand democratic processes.

The rationale for the focus on citizen education is that in a transforming and democratic society personal and individual needs have to be placed in a social context to encourage acceptance of diversity and to foster commitment to the values and principles espoused in the *Constitution RSA*. The focus area of Citizenship Education also deals with social relationships and human rights and, in addition, particular attention is given to social and environmental issues.

The general description of the learning outcome for Citizenship Education states that the learner is able to demonstrate an understanding and appreciation of the values and rights that underpin the *Constitution RSA* in order to practise responsible citizenship and to enhance social justice and environmentally sustainable living (thinking globally and acting locally).

The learners are thus being prepared for the role of informed, active participants in community life and as responsible citizens. When the outcomes of what learners are expected to demonstrate are viewed, as provided below, there is significant correlation between the areas of knowledge, skills and competencies that RCL members need to demonstrate to be effective RCL representatives, and the curriculum requirements.

Grade 10

The learner is able to demonstrate an understanding and appreciation of the values and rights that underpin the Constitution in order to practise responsible citizenship and to enhance social justice and environmentally sustainable living.

Identifying social and environmental issues and participating in a group project to address such issues:

- Social issues (e.g. crime, poverty, food security, abuse, discrimination, violence, HIV and AIDS)
- Environmental issues (e.g. degradation (such as soil erosion, air and water pollution and loss of open space) and depletion of resources (such as fish stocks, firewood, land))
- Youth service development

Explaining the value of diversity and discussing contemporary contributions of individuals and groups in addressing diversity, discrimination and violations of human rights:

- Concept: diversity
- Diversity in various contexts
- Contemporary events showcasing the nature of a transforming South Africa
- Incidences of human rights violations
- Bill of Rights, international conventions and instruments, rules, codes of conduct, laws
- Individuals, groups and organisations in government and civil society making significant contributions to address human rights violations
- Protection agencies and their work

Participating in a democratic structure, and knowing the principles of such a democratic structure, how it functions and how it changes:

- Constitutions, elections, representation of constituencies, mandates, lobbying, advocacy, running of meetings
- Participation in local community structures, such as non-governmental organisations, community-based organisations, faith-based organisations, Community Police Forums, Representative Councils of Learners, Scouts

Grade 11

The learner is able to demonstrate an understanding and appreciation of the values and rights that underpin the Constitution in order to practise responsible citizenship and to enhance social justice and environmentally sustainable living.

- Participating in a community service that addresses a contemporary social or environmental issue, indicating how this harms certain sectors of society more than others (e.g. HIV and AIDS, environmental degradation)
- Concepts: social and environmental justice
- Social issues (e.g. lack of basic services and unequal access to basic resources, food production, security, nutrition, health, safety, HIV and AIDS)
- Environmental issues (e.g. genetically-modified foods and the use of harmful substances in food production, cruelty to animals and inhumane farming methods, impact of environmental factors such as pollution and food additives on personal and community health, depletion of resources)
- Civic, social and environmental responsibilities, including the knowledge and skills to make informed decisions and take appropriate action
- Social skills, constructive and critical thinking skills necessary to participate effectively in civic life
- Youth service development, volunteerism and civic organisations
- Formulating strategies based on national and international instruments for identifying and intervening in discrimination and violations of human rights. Such instruments include the Bill of Rights, the Convention on the Rights of the Child, the African Charter on the Rights and Welfare of Children, the Committee on the Elimination of Discrimination against Women.
- Protection agencies
- Impact of discrimination and oppression
- Discrimination (e.g. race, class, creed, rural/urban, HIV and AIDS status, religion, ethnicity, xenophobia, gender, language)
- Challenging prejudice and discrimination

- The nature and sources of bias, prejudice and discrimination
- Participating in and analysing the principles, processes and procedures for democratic participation in life
- National, provincial and local government structures and traditional authorities
- Public participation and petition process
- Governance
- The law-making process and the rule of law
- Political parties, interest groups, lobbying, business
- Civil society
- Transparency, representation and accountability

Grade 12

The learner is able to demonstrate an understanding and appreciation of the values and rights that underpin the Constitution in order to practise responsible citizenship and to enhance social justice and environmentally sustainable living.

Evaluating services offered by a community project on a contemporary social or environmental issue, and evaluating own contribution to the project:

- Evaluation of community project and own contribution to address social or environmental issues
- Presenting findings and making recommendations
- Evaluation of own positions taken when dealing with discrimination and human rights violations, taking into account the Bill of Rights
- Participation in discussions, projects, campaigns and events to address discrimination and human rights violations
- Evaluation of outcomes from campaigns and events

Analysing and debating the role of the media in a democratic society:

- Media: Electronic and print media
- Role and responsibility of media and campaigns
- Access to information

Although the above content of the curriculum subject Life Orientation forms part of the Further Education and Training (FET) band for schools, i.e. Grades 8 to 12, the learners in Grades 8 and 9 who serve on the RCLs would benefit from the programme

and the practical application of policy and the policy process as part of their Social Sciences and Life Orientation learning areas in the General Education and Training (GET) band.

A systemic approach to developing RCL members should be considered. This approach would provide learners with a holistic world perspective whereby all fields of knowledge are considered inherently interdependent and decisions and actions have consequences that can have far-reaching personal, societal and environmental effects.

By using the policy-making process to address real school-based issues linked to the practical outcomes of the subject Life Orientation, the social and educational benefit would be much wider than a one-day training programme for the two RCL members serving on the governing body.

A provincial RCL development programme that addresses the content framework for empowering learners in the areas of policy and policy-making and provides for the development of knowledge, competencies, skills and values required in terms of RCL functions, and which is linked to curriculum outcomes would empower all learners to be able to serve on RCLs if elected to do so.

7.9 Conclusion

Policy knowledge and its application as a process to solve social problems is an age-old human activity. The proposed training model could enable South African youth, through service on representative structures and the activities of policy-making, to make better policy choices for the common good than did previous generations in South Africa.

This positive outcome would depend on the ability of young people to have a systemic world view to identify and solve the right problems and to apply ethical ways of addressing societal challenges for the benefit of the broader community, as embodied in the spirit of *Ubuntu* in the RSA.

7.10 Recommendations for further research

- 7.10.1 Determine the allocated functions of all school governing bodies (SGBs) as per Section 20 of the South African Schools Act, 1996, (Act 84 of 1996) [SASA], as amended.
- 7.10.2 Determine the additional functions for which a governing body may apply to be allocated by the Head of a provincial education department, as per Section 21 of the SASA.
- 7.10.3 Determine whether there are training programmes offered to SGBs to take on the allocated and additional functions and whether RCL members are included in this training.
- 7.10.4 *Investigate whether the inclusion of learners in SGB training programmes is appropriate to equip learners to serve effectively and carry out their functions as SGB members.*
- 7.10.5 *Investigate the legal position of RCL members serving on the SGB as minors and whether there are allocated and additional functions that they may not undertake on account of their minority status.*
- 7.10.6 *Investigate whether RCL members are fully included in the deliberations of the SGB or are selectively excluded from participating in certain areas of governance and policy-making.*
- 7.10.7 *Investigate under which circumstances RCL members would not be part of the full SGB proceedings and/or decision-making, and the legality thereof.*

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APPENDIX A

DATA SHEET

Grade	Region:	No. of learners	FUNDAMENTAL KNOWLEDGE	Adequate knowledge	Partial knowledge	Inadequate knowledge	Total no. of learners
	Rural or Metro	Eng: Afri:		Fully agree	Partially agree	Disagree	
			Categories of statements				
			KNOWLEDGE OF THE RCL				
			1.				
			2.				
			3.				
			4.				
			5.				
			6.				
			7.				
			8.				
			9.				
			10.				
			TOTAL NO				
			%	%	%	%	100%
			POLICY KNOWLEDGE				
			11.				
			12.				
			13.				
			14.				
			15.				
			16.				
			TOTAL NO				
			%	%	%	%	100%
			POLICY-MAKING				
			17.1				
			17.2				
			18.				
			19.				
			20.				
			21.				
			TOTAL NO				
			%	%	%	%	100%

APPENDIX B

Five ranked categories of response types to the questions posed

Question 28:

Do you think that the WCED should consult with your RCL when provincial education policies are made that affect learners? [YES/NO] If YES, why?

Question 29:

In which way do you think could the RCL be involved in WCED policy-making for schools?

Question 30:

In which way do you think, could the RCL be involved in the implementation of WCED policy at school level?

Learner spelling and punctuation in the response examples have been corrected. Parenthesis is for clarification. The numerals indicate the grade of the learner who made the response in that category.

5
Very
good

Q 28

Answer type example:

To obtain inputs from an officially recognised learner body representing the interests and views of learners at school.

Learner examples:

- We have, as members of the RCL, been voted into a position, which our peers feel they may trust us to express our opinions on their behalf (and express our observations of their general attitudes, etc). Therefore, it is greatly important that we do so about the issues presented to us; also this is the only way to reach democratic compromises. [11]
- So the RCL could give a feedback to the WCED of what the learners feel like about these education policies, also the views from the learner's perspective. [12]
- So that someone on our level /age can discuss different aspects with us. They can then also feedback to them (WCED) with our queries and thoughts. [11]
- The RCL is a body that brings across information from teachers, the Governing Body and Education Department. The RCL should be consulted and first bring the message or proposed policy back to the schools, (which) then make a decision on the policy. [11]
- We as learners have to know what's going on and we need to be secure with whatever decision was made. We should have the opportunity to debate things in the WCED. [11]
- Because RCL learners are the people that stand for other learners and think RCLs should be involved in whatever is involving learners. [11]
- The RCLs are the only organisations that actually represent the true views, thoughts of the learners and not the teachers. [11]
- So that we can represent the learners of S.A. and by doing that, also voicing our opinions and giving in our input. [12]
- We were elected to represent learners and it is thus important to acknowledge our feelings on the compatibility of policies especially regarding their impact on the lives of the learners. [11]
- We live in a democratic country, meaning that all citizens have the right to contribute in decision-making. If however, the WCED decides to do things otherwise, it will be a gross violation of human rights. [11]

5
Very
good

Q29

Answer type example:

When WCED draft policies are sent to the schools for inputs, RCL learners should be part of a meeting where the draft document is discussed and inputs must be accepted from the learner perspective.

Learner examples:

- We could make our voices clearly heard on issues brought before us.
- We could (also) make valuable suggestions and lend a youthful contribution, instead of adult-members of the WCED making calculated guesses as to what we need etc. [11]
- By having a group of RCL representatives that have regular meetings with the WCED. [11]
- By often meeting and by taking questions from the learners through the RCLs to the WCED and then work from that basis. [11]
- There could be an election for the reps from each RCL who will attend the monthly gathering between them and departmental officials who can discuss any policies hanging in the balance. [11]
- They (RCLs) could send a representative to make input at policy-making meetings and report back to the RCL and school. [11]
- RCL members should be invited to WCED meetings and they should be able to vote for which policy or what kind of policy they think is right or suitable. [11]
- Conferences could be held between the WCED and the chairperson of the RCL of each school in the Western Province. Then the WCED could know exactly what (issues) are on our minds as learners of the school. [11]
- We could send in our school policies and WCED could make a draft of the common principles and also add on what they feel necessary. [12]
- They could ask learners their opinion and remarks about these policies and give the WCED a healthy feedback. [12]
- It could be seen to when having governing body meetings. [11]
- We could have meetings via our principals and teachers who are involved with the WCED. [11]
- RCL reps from various schools should have some sort of channel to the WCED. [11]
- Teachers sometimes block our way. Our opinions should go directly the Department (via e-mail?). [11]
- By voicing our opinions and give input based on the fact that we are the learners attending schools and who have to abide by these policies. [12]
- The RCL could give their opinion about certain problems. The RCL could confront the learners and ask them what they would prefer. [12]
- By communication through serving suggestions and constructing possible solutions for the problems at hand. [11]
- If each RCL of each school could go to the school (and) find out what they think should be implemented; bring it back into the wider RCL which is maybe six schools in an area, and then (to) the WCED. [11]
- Have a conference where a learner from each school is represented; (WCED) send a fax to the school stating the policy, but also (the RCL) stating what we agree or disagree with and the reasons why. [11]

5 Very good	<p>Q30</p> <p><u>Answer type example:</u> The RCL should receive a copy of the policy and the Teacher Liaison Officer should support the RCL in understanding the policy so that the RCL could discuss the policy and its implications with the learners. The RCL could assist in monitoring learner compliance and by giving feedback on the effectiveness of the policy to the policy-makers.</p> <p><u>Learner examples:</u></p> <ul style="list-style-type: none"> ▪ Make learners aware of policies; incorporate policies into (the) functioning of (the) school – that is, maybe incorporate into school rules. [11] ▪ RCL members must convey policies and discuss policies with learners. RCL members must also enforce policy, which the WCED implemented only if they were part of the policy-making. [11] ▪ By talking to the learners and explaining (the policy) to them and also making it happen by being an example in the school. [11] ▪ Through clearly understanding and demonstrating (knowledge of) the information as laid out in the policy, as well as making others aware of existing policies and encouraging them to abide by them for the well being of teachers and prosperity. [11] ▪ RCLs need to be given enough leverage to implement WCED policy , as there is, unfortunately, very little co-operation from learners. (The) RCL should be portrayed as the authoritative figures that they are and given enough power to make a change. [11] ▪ Seeing that the RCL is the link between learners, they should be the ones to give ideas and as they are learners, they should make programmes, adventures which will interest the learners and then take it from there to implement policy. [11] ▪ Putting up posters; speaking about it in assembly and finding out (what) the average students idea is of the WCED policy. [11]
4 Good	<p>Q28</p> <p><u>Learner examples:</u></p> <ul style="list-style-type: none"> ▪ The RCL is a legal- body, representative council of learners and <i>should be known about any policies that affect learners.</i> [9] ▪ So that we are made aware of policy changes on departmental level and no one is left in the dark. There would be no confusion & implementation thereof would be made easier. [12] ▪ Learners have the right to know what is happening. If the provincial education policies are drawn up, they are meant for the learners. [12] ▪ Learners have a right to know about things that are going to affect them. [12] ▪ Because they must know what we all agree about it. [11] ▪ Because we need to know how it's going to affect them, if it is positive or negative. [11] ▪ Members know what is going on. [12]
	<p>Q29</p> <p><u>Learner examples:</u></p> <ul style="list-style-type: none"> ▪ When the WCED is having meetings, the RCL must be there so that it can bring the report back to every learner in the school. [11] ▪ Have more meetings such as this, even if it's only one day. It will make a difference. Having a meeting and discussing it (the policy) and then come to an agreement. [11]

4 Good	<p>Q30 <u>Learner examples:</u></p> <ul style="list-style-type: none"> ▪ If we communicate and work with the prefect and governing body and teachers, polices may be implemented speedily and effectively.[11] ▪ When we are aware of the policies, we could implement them into the school's policy and then make it work at our schools. [12] ▪ We can make learners aware of the policies by discussing it with them and also maybe incorporating it into the constitution of the RCL. [12] ▪ To make it real, by having it on paper and speaking to assemblies. [11] ▪ The RCL could use its influence on the learners (as it) speaks a language that is not too formal for other learners to understand and to (get) them to respect these policies. [11]
3 Average	<p>Q28 <u>Learner examples:</u></p> <ul style="list-style-type: none"> ▪ I think the WCED should consult with my school and RCLs, because we haven't learnt about it and I think it is interesting for us and we will be responsible for the results of it. [9] ▪ Because I think learners are affected or are involved when the WCED makes the school rules, so I think the RCL should be consulted so that we are aware. [11] ▪ As the role of the Council of learners is his / her duty to be actively involved. [11] ▪ Because I should give the learners a full report on what is going on in the department. [12]
	<p>Q29 <u>Learner examples:</u></p> <ul style="list-style-type: none"> ▪ In decision-making, in that case they have the learners' point of view. [11] ▪ Find out what the learners want. [12] ▪ Be involved by saying our needs, what we want. [11] ▪ To make sure all the schools are aware of the new policies and that they are fair towards everyone. [11]
	<p>Q30 <u>Learner examples:</u></p> <ul style="list-style-type: none"> ▪ Awareness [12] ▪ They (RCLs) should be the ones who inform the learners about the WCED policies. [12] ▪ A RCL representative could report back to the school during assembly about new policies that are being implemented. [11] ▪ To tell the needs of students and help the students in right decisions. [11] ▪ By telling them what is happening. [8] ▪ By deciding how it would affect our learners. [11] ▪ They could display at school by means of many pamphlets. [11] ▪ Talk to the governing body. [11]

2 Below average	<p>Q28 Learner examples:</p> <ul style="list-style-type: none"> ▪ So that more learners could be aware of the body. [11] ▪ So that if the WCED (has) a problem then the RCL can try to help. [8] ▪ Because as the RCL, we should tell the learners that we represent. [11] ▪ So that learners can become more involved in stuff like this. [11]
	<p>Q29</p> <ul style="list-style-type: none"> ▪ The WCED can tell the RCL so that the RCL can be involved and try to help each other. [8] ▪ By showing their interests and to speak up. [11] ▪ In the making of decisions that concerns students. [11]
	<p>Q30</p> <ul style="list-style-type: none"> ▪ If the WCED can let us know what's going on so we can get a move on. [12] ▪ Carrying out surveys asking children what they want. [11] ▪ Not much, but the RCL should be made aware by the principal of what's happening in the school and what is going to be changed. [11] ▪ Get the learners at school involved. [11] ▪ By informing learners of happenings. [11]
1 Poor	<p>Q28</p> <ul style="list-style-type: none"> ▪ WCED informs RCLs so they can assist each other. [9] ▪ To inform them more about the RCL. [12] ▪ I don't know. [8] ▪ No [11] ▪ Cos maybe I can help. [9] ▪ Because so more learners can know what to do. [8] ▪ So that the RCL can also (know) what to do. [8]
	<p>Q29</p> <ul style="list-style-type: none"> ▪ To educate learners or to speak to learners about the stuff they learn. [9] ▪ By working together. [8] ▪ To talk to others. [11]
	<p>Q30</p> <ul style="list-style-type: none"> ▪ Their voice should be heard and they should be given equal rights. [11] ▪ The RCL can help the school if they can know what the income is; then they can maybe help. [8] ▪ By helping them to help children to get better or to study harder. [9] ▪ I think that they should keep their promises and not lie to the teachers and learners. [9] ▪ To be in SGB; SMT. [11] ▪ Don't know. [11]