

**A CAPABILITY ANALYSIS OF EDUCATION POLICIES IN QUINTILE 1
SCHOOLS IN THE FRANCES BAARD DISTRICT OF THE NORTHERN CAPE
PROVINCE**

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KEYWORDS

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Education policies

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Quintile

Capability Approach

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Functionings

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ABSTRACT

The National Norms and Standards for School Funding (Department of Education, 2006), the Learner Transport Policy, Northern Cape (Department of Education, 2010) and the National School Nutrition Programme (Department of Education, 2004) are three of the policies promulgated in South Africa to make education more affordable and accessible to poor learners since 1994. This study examined the three education poverty alleviation policies in relation to learners' capabilities and was grounded in the Capability Approach as a conceptual framework pioneered by the economist and philosopher, Amartya Sen.

The study posits the view that the policies investigated and evaluated are essential in terms of contributing to the well-being of learners, particularly those living in poverty, as well as offering opportunities for every child, irrespective of social and/or economic background. The theoretical framework which conceptualise the dimensions of poverty, re-imagines the South African case.

A local investigation was undertaken to understand the poverty dynamics in the Quintile 1 schools in the Frances Baard District of the Northern Cape Province. The empirical research was done using a mixed methodology within the pragmatic paradigm. The investigations were based on and informed by the policies and the components of the Capability Approach. An investigation into the extent and processes of the implementation of these policies, and their impact on poverty alleviation in the schools, was considered necessary in order to provide information on the successes and limitations encountered in the implementation processes. A framework is proposed including capabilities for the effective implementation of the educational poverty alleviation policies namely autonomy, knowledge and accountability.

The findings of the study revealed that learners' capabilities are limited especially in the Quintile 1 schools in the Frances Baard District. The findings also revealed that, although the three education poverty education policies are being implemented in the schools, the lack of management, monitoring and support of the implementation process by the Department of Education remains a challenge. These factors continue to put at risk learners' opportunities to effectively benefit from these interventions. It was found that learners' 'capabilities' and 'functionings' will only be enhanced, if the diverse backgrounds are properly accounted for. The responses from the principals and the learners formed the basis of the recommendations to improve the implementation, monitoring and evaluation processes of the three policies. This study therefore provides a more comprehensive understanding of the interface between poverty and education.



DECLARATION

I Emma Priscilla Barnett declare that “*A capability analysis of education policies in Quintile 1 schools in the Frances Baard District of the Northern Cape Province*” is my work. It has not been submitted for any degree or examination in any other university, and that all sources I have used and quoted have been indicated and acknowledged through complete reference.

Signed.....Date.....

Emma Priscilla Barnett



DEDICATION

I dedicate this work to my sons, Ayrton Hendry Malambo and Luther Charles Malambo.



ACKNOWLEDGEMENTS

I WISH TO ACKNOWLEDGE THE CONTRIBUTION OF THE FOLLOWING PEOPLE:

My supervisor **Dr Maarman**, I wish to express my heartfelt gratitude, for your remarkable support, advice, encouragement and guidance to complete my thesis.

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Much appreciation to all **Principals** and **Learners**, the study would not have been successful without your co-operation

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24 October 2014

TO WHOM IT MAY CONCERN

I hereby declare that I, Leonie Bester, handled the editing of Ms. Emma Barnett's dissertation. It was proofread and changes were recommended for improved grammar and spelling.

I am registered as a language practitioner at Oxford University Press Southern Africa.

Kind regards,
Leonie Bester



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ABBREVIATIONS

AIDS	Acquired Immune Deficiency Virus
AMPS	All Media Produce Survey
ANC	African National Congress
DOE	Department of Education
DSD	Department of Social Services and Population Development
ECD	Early Childhood Development
EFA	Education For All
HIV	Human Immune deficiency Virus
IES	Institute for Education Statistics
LPI	Lived Poverty Index
LSM	Learning Support Material
MGD	Millennium Development Goals
NC	Northern Cape
NEPA	National Education Policy Act
NSNP	National School Nutrition Programme
SAQMEC	Southern and Eastern Africa Consortium for Monitoring Quality
SASA	South African School's Act
SGB	School Governing Body
SSA	Sub-Saharan Africa
SSME	Small Medium and Micro Enterprise
TIMMS	Trends in Mathematics and Science Study
UNDP	United Nation's Development Programme
SPSS	Statistical Package for Social Sciences

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CHAPTER 1

ORIENTATION OF THE STUDY

1.1 INTRODUCTION

Since the demise of Apartheid education in 1994, numerous policy documents have been promulgated which outlines South Africa's commitment to move away from its segregationist and racially divided political and educational past. Several educational policy documents such as the South African Schools' Act No 84 of 1996 (SASA), Higher Education Act (Department of Education, 1997) and Curriculum 2005 Review (Department of Education, 2000) have emerged that profoundly impact on the education system of this country (Waghid, 2001:1). The purpose of new education policies, amongst others was aimed at achieving transformation that would serve the interest of all South Africans in a democratic and equitable manner. However, developments in the education system are highly unevenly spread and poverty as well as race and gender inequalities, amongst others, are deeply etched in daily school life of some learners (Chisholm, 2004:200).

Some of South Africa's education policies were geared towards the alleviation of poverty amongst poor learners in all nine provinces. In the Northern Cape Province, where I am an employee of the Northern Cape Department of Education, three education policies are directives in terms of poverty alleviation. These policies are: The National Norms and Standards for School Funding (Department of Education, 2006), Learner Transport Policy Northern Cape (Department of Education, 2010) as

well as the National School Nutrition Programme (Department of Education, 2004). The National School Nutrition Programme (2004) seeks: *“to provide quality nutrition to learners threatened by poverty and hunger in an integrated and developmental manner”* (Department of Education, 2004:1-7). On the other hand, the National Norms and Standards for School Funding (2006) are aimed at: *“addressing inequalities by establishing progressive state funding policy for ordinary public schools, which favour poor communities”* (Department of Education, 2006:11). The South African Schools Act 1996 stipulates that: *“school governing bodies should pay for services to the school”* (Department of Education, 1996, Section 21:1). The Learner Transport Policy Northern Cape (Department of Education, 2010:5) indicates that *“it is intended for the poor farm, rural and special school learners where access to schools is a challenge”*. Considering these stipulations and after scrutinising the academic literature, I realised that no extensive research has been launched to determine if these policies are effectively implemented in the Northern Cape Province to the benefit of poor learners (*vide*: ERIC, Academic Search and Africa Wide (incorporating South African studies, amongst others)).

According to Hall and Monson (2006:45) several barriers pointing to systemic problems of the education system, influence the effective implementation of education policy initiatives. The systemic problems refer to inter alia uninformed parents, conceptualisation of the programmes as well as absence of monitoring mechanisms. Congruent with Hall *et al.* (2006), implementation of the abovementioned poverty alleviation policies might also be affected in Quintile 1 schools in the Frances Baard District of the Northern Cape.

Frances Baard District Municipality is the smallest district in the Northern Cape. However, it accommodates the largest proportion of the population of the province,

giving it the largest population density. It has four Local Municipalities, namely: Sol Plaatje (Kimberley), Dikgatlong (Barkly West), Magareng (Warrenton) and Phokwane (Hartswater). The total geographical area of the municipality is 12, 384 Square Kilometers (km) and accounts for 3, 4% of the total area of the Northern Cape Province (The Integrated Development Plan Frances Baard, 2013:6). The Northern Cape Department of Education delivers education services to 560 public ordinary schools, of which 118 is situated in the Frances Baard District (Annual Report 2012/2013, 2013:10). 19 of the 118 schools are classified as Quintile 1 schools in the Frances Baard District.

In this study, I intend to explore the three mentioned education poverty alleviation policies in relation to learners' capabilities in Quintile 1 schools in the Frances Baard District in the Northern Cape. I am of the opinion that the significance of a study of this kind is threefold: (i) challenges pertaining to the implementation of these policies will be investigated - this will be by means of learners' responses via questionnaires and principals of Quintile 1 schools' responses by means of interviews; (ii) it will assist in identifying capabilities by means of policy analysis; and (iii) it will assist in effective policy implementation to combat poverty as a stumbling block in terms of learners' education. Furthermore, a study of this nature will enhance our understanding of the nature of poverty experienced by learners in Quintile 1 schools in the Frances Baard District of the Northern Cape Province. This is a critical study since many of the learners attending schools in South Africa live under abject poverty, with little access to resources necessary to improve their circumstances.

As a starting point, I shall first provide the statement of the problem of core matter to this study.

1.2 STATEMENT OF THE PROBLEM

In South Africa, “a vision of a country free of poverty”, is outlined in the Freedom Charter (1955), The Reconstruction and Development Programme (RDP) and the Growth, Employment and Redistribution (GEAR) Strategy (1996). In relation to this stipulation, it is indicated in the Country report that:

“The Reconstruction and Development Programme (RDP) was adopted as South Africa’s socio-economic policy framework to address the immense socio-economic problems, challenges and backlogs emerging from apartheid neglect, and as a flagship program. In 1996, building on the mission of the RDP, the government launched Growth, Employment and Redistribution, (GEAR), as a Macro-Economic Strategy. GEAR had four objectives. First, it aimed to achieve a competitive fast-growing economy which would create sufficient jobs for all work seekers; second, it focused on the redistribution of income and opportunities in favour of the poor; third, it envisioned a society in which sound health, education and other services are available to all; and fourth, it sought to achieve an environment in which homes are secure and places of work are productive. Building on GEAR, in 2006 the Accelerated and Shared Growth Initiative for South Africa (ASGISA) was introduced to speed up employment creation with a target of halving unemployment by 2014. ASGISA took note of the binding constraints in the South African economy. Amongst these constraints were the challenges of inadequate skills base, the inability of the state to lead, and supply and value chain problems that stood in the path of accelerated growth.” (The Millenium Development Report, 2013: 16).

However, this vision remains a challenge (Van der Berg, 2002; Tilak, 2002; Magasela, 2005; Zhang, 2006; Crouch, 2005; The Millennium Development Goals Report, 2008 and 2013, and Maarman, 2009, amongst others). Common challenges brought to light in research done by the aforementioned authors are (i) low income, (ii) lack of basic needs, (iii) vulnerability against seasonal changes and very high unemployment, (iv) health and emotional problems due to unfavourable living conditions, (v) vulnerability against exploitation for services in the central business districts and farms in the area; as well as (vi) a general inability to break out of the poverty cycle. For South African learners this means that those affected by the named factors may not be able to access all the available opportunities such as education.

Manifestations of the above challenges, as well as implications for learners' education, are also central in a report on poverty in the Northern Cape by the Department of Social Services and Population Development (DSD) (2007:20-86), as well as the in the Human Development Report, Northern Cape (2010:116-147). According to Statistics South Africa, (2013:14) the unemployment rate is at an average of 25% in South Africa and in the Northern Cape it is 27%. The South African Social Security Agency (SASSA) statistics in the Northern Cape Annual report ending 31 March 2013 shows that R1176 871 million was spent on grants that relate to foster care, child support, old age grants and care dependency (SASSA, 2013:1).

The Integrated Development Plan (2013-2017:5) indicates that the majority of people have low levels of education in the Frances Baard District, stating that about 88.8% of the population have some form of schooling; and over 41.4% of the labour force is semi-skilled or unskilled, giving rise to high levels of unemployment (27.9%) Furthermore, HIV/AIDS prevalence in the district stands at about 19.8%. To localise

these findings of the MDG Report, I scrutinised a survey done in two small communities in the Frances Baard District that indicates that poverty is prevalent and that education is affected in those areas (Greenpoint Report, 2006:23-24). All these reports enlightened me regarding the poor conditions experienced by learners in the Frances Baard District (NC).

Notwithstanding the abovementioned challenges, the National Education Policy Act (NEPA), No 27 of 1996, mandates the Minister to direct the standards of education provision, delivery and performance throughout the republic, monitored and evaluated by the Department of Education. Against this background, a Systemic Evaluation project was introduced to collect data and report on the performance of the system, using a set of critical policy orientated indicators that measure the current state of education. The Systemic Evaluation Provincial Report, Northern Cape (2006:65) for Intermediate Phase indicates that most of the indicators under the policy goal “Access and Quality” were ranked as problematic, inadequate and unacceptable, whilst, “Efficiency and Equity” is a matter of concern. The factors related to the policy goals referred to issues such as support from the Department of Education, granting access to learners with special needs, learning material, school fees, safety and feeding scheme as well as access to information at school.

The Annual Whole-School Evaluation Report: Northern Cape of 2007-2012 (2013:15) indicates that areas for development include a lack of policy implementation and School Governing Body training, suggesting that no systems are in place to monitor the quality of education and financial management. The purpose of Whole School Evaluation is to provide schools, external evaluators and communities with information on the state of education in a particular province and on whether national goals are met

(Annual Whole-School Evaluation Report: Northern Cape of 2007-2012, 2013:7). Since aspects relating to poverty seem to be challenging in the Northern Cape schools, as indicated in the reports, I regard this study as critical in terms of exploring the current state of poverty in Quintile 1 schools, as well as the role and impact of educational poverty alleviation policies.

Of importance is the action taken by the Northern Cape Education Department to increase the number of No Fee Schools from 348 (58%) to 387 (64%) for 2008/2009 (Northern Cape Department of Education, 2008). In 2010/ 2011; 135 of these schools were classified as Quintile1, of which 19 are situated in the Frances Baard District. Quintile 1 schools refer to the poorest ranked schools in the system. In the financial year ended 2012/13, the Northern Cape Department of Education funded 172,691 learners in the same Quintile 1 schools of the previous year. This number constitutes 68% of the learners in the province and specifically 31.16 % of learners in Frances Baard District (Annual Report 2012/13, NC Department of Education, 2013:10-11). Most of the No Fee Schools are implementing the Learner Transport Policy NC (2010) as well as the National School Nutrition Programme (2004) aimed at assisting the poorest.

The primary objective of the Northern Cape Department of Education can be summarised as *“the improvement of the provision of quality education and training services and resources to the rural and poor communities in order to deal with poverty and to reposition schools as centres of community life”* (Annual Performance Plan, 2007:3). However, the following challenges face the education system in the Northern Cape, inter alia: support to schools from the Learning Area and Circuit Managers, implementation of the rural and farm school strategy, as well as learner achievement

programmes within all grades and all learning areas (Annual Performance Plan, 2007:3). These challenges are highlighted in the Northern Cape Annual Report (2012/2013:3-4). The General Household Survey (2012:8) found that learners between the ages of 7-15 years in the Northern Cape Province are amongst the lowest percentage (71.2%) of persons attending an educational institution. Reasons given for not attending an educational institution were: lack of money, failed examination, pregnancy, education is worthless and family commitment. It is alarming to note that 17.2% of households felt that poor academic performance prevented their children from getting an education. These factors can be linked to the manifestation of poverty. Having provided the prior data, I argue that the manner in which poverty manifests itself in the Northern Cape, influences the schooling of learners as well as the education system as a whole. Therefore, I argue that an investigation to assess the role of poverty reduction policies in education is critical so as to provide feedback of the state of affairs regarding poverty and to help improve the implementation, evaluation and monitoring and design of programmes in the Northern Cape.

In terms of anticipated challenges related to poverty experienced by learners in Quintile 1 schools in the Frances Baard District (NC), my intention is to suggest recommendations in the study to provide a basis for consistency and quality in the delivery of the poverty alleviation policies implemented in the Northern Cape schools in relation to the Capability Approach.

I grounded this research on the Capability Approach as the theoretical framework. The Capability Approach, in its present form, has been pioneered by the economist and philosopher, Amartya Sen. He states that “*the Capability Approach is concerned with evaluating a person in terms of his or her actual ability to achieve various functionings*”

as part of living and takes the set of individual capabilities as constituting an indispensable and central part of the relevant informational base of such evaluation” (Sen, 1993:30). Interpreting Sen (1993) here, I argue that the latter statement refers to effective opportunities to undertake actions including activities people want to engage in and to be. As such the conceptual core of the Capability Approach is the idea that good life will be reached when a person is free to choose and able to get what they have reason to consider important to do or to be.

The major constituents of the Capability Approach are functionings and capabilities. Sen (1987:36) refers to functionings as an achievement, whereas capability is the ability to achieve. Functionings are more directly related to living conditions and capabilities are notions of freedom which relate to real opportunities a person has regarding the life you may lead. Functionings are what people really “do and are” whilst capabilities denote what people really “can do and can be”. Capabilities will constitute the persons’ freedom, real opportunities, to have well-being, a situation in which the individual is able to use his/her possibilities and his/her power to the degree and in ways he/she chooses (Sen, 1993:31). It is thus not strange to me that education is described as a basic capability, part of centrally important beings and doings that bear crucial to well-being (*vide*: Robeyns, 2006:78). This statement is also emphasised by Hoffman (2005:2) who refers to education as foundational to other capabilities through providing access to education and promoting a concrete set of basic learning outcomes. For me, the goal of education should thus be to assist a person to develop abilities to think critically and creatively, to solve problems, to make informed decisions, to cope, to manage new situations and to communicate effectively. Furthermore, I hold the view that people in communities should be afforded opportunities to attend a school and receive education to develop their abilities.

Education with regard to the Capability Approach therefore reflects enhanced capability, taking into account the interrelatedness of teaching, learning and human development. According to Walker (2006:165), if a child refuses, or is denied or restricted in his or her access to the goods of education, it will in return reduce opportunities in adult life and restrict future individual freedom and agency. If Walker (2006) is correct, I argue that an exploration of the three mentioned poverty alleviation policies may be deemed important, because I speculate that capabilities may be identified which may contribute to the well-being of the learners as well as to offer opportunities to access education.

The Capability Approach evaluates policies according to their impact on people's capabilities (Robeyns, 2003:6). This include whether people have access to a high quality education, to real political participation, to community activities which support them in coping with struggles in daily life. The Capability Approach can thus be seen as a comprehensive and integrative manner which includes links between the material, mental, spiritual and social well-being of individuals. In the words of Sen(1999:xii) "development should be viewed as a process of expanding the real freedom of people and it is measured in terms of indicators, namely, literacy, educational attainments and employment". Educational policies inspired by capacity development principles might enhance the acquisition of the capabilities for, inter alia, social interaction and exchange, or civic engagement that are essential (Lanzi, 2007:431). Hartshorne (1999:5) describes education policy as "*a course of action adopted by government, through legislation, ordinances and regulations, and pursued through administration and control, finance and inspection, with the general assumption that it should be beneficial to the country and its citizens*". Considering Hartshorne's (1999) view, I am of the opinion that education policies are not only the result of state activity, but are

also representative of the legislator's intentions regarding education. Therefore I argue that, in order to make their intentions known, policies should be analysed. Policy analysis is a form of enquiry which is informational, based upon which policy is constructed, or those critical examinations of existing policies (Codd, 1988:235). Analysis of policies can take two different forms: (a) analysis of policy that examines the inputs and transformational processes operating upon the construction of public policy and also focuses on the effects of such policies on various groups; and (b) analysis of policy content, that examines the values, assumptions and ideologies underpinning the policy process.

Since poverty is an acknowledgement of deprivation which is linked to education, educational policies implemented in schools should have a definite role in functionings and capabilities of learners in the school environment. Sen (1999:297) compliments the argument by stating that *“social institutions related to the operations of the markets, administrations legislatures, political parties, non-governmental organizations, the media and the community in general, contribute to the process of development precisely through their effect on enhancing and sustaining individual freedom”*. For me, it is clear that social, economic and political institutions play a crucial role in determining people's capabilities as well as on institutions' existence and how effectively they function. Access to education will assist the individual to be in a better position to gain knowledge, how to use it effectively and how to apply their capabilities positively to society.

In view of the foregoing, I asked the following primary research question that can be regarded the focus of this research:

To what extent do an exploration into poverty and the implementation of education poverty alleviation policies in relation to learner's capabilities in Quintile 1 schools bring new insights for education in the Frances Baard district of the Northern Cape?

The following research questions are formulated for purposes of conducting this study:

- 1.2.1 What is the nature of poverty prevalent in the Quintile 1 schools in the Frances Baard District (Northern Cape Province) schooling environment?
- 1.2.2 What is the relation between the three identified South African education policies and the Capability Approach?
- 1.2.3 How do poverty alleviation policies in the Quintile 1 schools, Frances Baard District, Northern Cape schools realise its role?
- 1.2.4 How can Barnett's Framework for Policy Implementation be applied to assist schools regarding policy implementation?
- 1.2.5 How can the Capability Approach contribute to the more effective implementation of poverty alleviation policies in the Frances Baard District of the Northern Cape Province?

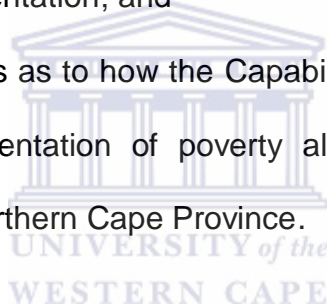
In view of the above research questions, I formulated the following research aims:

1.3 THE RESEARCH AIMS

The overall aim of this study is *to determine the nature of poverty and the implementation of education poverty alleviation policies in relation to learners' capabilities in Quintile in the Frances Baard district of the Northern Cape.*

The secondary aims of this research are:

- 1.3.1 Identify the nature of poverty categories prevalent in Quintile 1 schools in the Frances Baard District (Northern Cape Province) South African schooling environment;
- 1.3.2 explore the relation between the three poverty alleviation policies and the Capability Approach;
- 1.3.3 investigate how poverty alleviation policies in the Quintile 1 schools, Frances Baard District, Northern Cape schools realise its role;
- 1.3.4 suggest a framework for policy implementation to assist schools regarding effective policy implementation; and
- 1.3.5 put forward suggestions as to how the Capability Approach can contribute to the more effective implementation of poverty alleviation policies in the Frances Baard District of the Northern Cape Province.



The aims will be explored by means of a mixed method research design, in line with the pragmatic perspective on research methodology. My research design is as follows.

1.4 RESEARCH METHODOLOGY

The research project includes three phases including the following methods:

The Review of Literature

This study necessitates a review of the current literature on poverty and the poverty alleviation policies and the Capability Approach. In particular, the literature which I shall review will include the theoretical material available on poverty and the Capability

Approach as well as The National Norms and Standards for School Funding (2006), National School Nutrition Programme (2004) and Learner Transport Policy NC (2010). I argue that these documents will broaden my scope of knowledge and strengthen thoughts on the discussion of the poverty and poverty alleviation.

Phase one entailed a review of provincial, national and international literature, as well as an analysis of relevant documents pertaining to the study. This included documents with regard to provincial and national documents on poverty related issues in Education as well as inter-departmental collaboration.

A content analysis was employed with regard to the policy documents. According to Taylor, Risvi, Lingard and Henry (1997:44) the analysis of the content of text refers to the structure of policy itself. This includes the principle, objectives, the aim and assumptions underpinning the policy. The policies are: the National Norms and Standards for School Funding (2006), National School Nutrition Programme (2004) and the Learner Transport NC (2010). The study framework is based on the Capability Approach, founded by Amartya Sen. National and international literature pertaining to the study was reviewed.

The literature review provided a clearer understanding of issues under focus. It also assisted in the design and development of a questionnaire to be administered in phase two as well as the possible questions for interviews.

The Empirical Investigation

Permission to conduct the research in schools was obtained from the Head of Department of Northern Cape Provincial Education Department and the circuit

managers from the district consulted to assist to identify the study population. The research was done using a mixed methodology within a pragmatic paradigm.

Phase two included the administration of questionnaires with learners in various schools. The questionnaire comprised of closed and open questions. As stated, the questionnaire was based on literature studied that provided information on how learners perceive poverty, as well the effect of the named policies. Questionnaires are widely used as the main data collecting instruments. The questionnaires were distributed to learners Grades 7 and 12 (exit phases) at schools on the pre-arranged dates respectively and randomly selected from the target population of 1,762. The use of the questionnaire is considered appropriate as the investigation is testing the values understanding as that of the participants; the research becomes more practical that is based on positive facts and phenomena (De Vos, 1998:357).

In **phase three**, interviews included the principals of the identified schools. Since the prior educational stakeholders are the administrators of the poverty alleviation policies, reliable data could be obtained of how the implementation of these policies is perceived. The data obtained from the interviews is comprehensive and comparable. Qualitative methodology allows the researcher to obtain knowledge about the social world and experiences of people. It also develops the analytical, conceptual and categorical components of explanation from the data itself (Smaling, 1992:172). Having obtained the prior knowledge, I argue that qualitative methods assisted me to gather information through understanding social phenomena from participants' perspective as well as to interpret it from their frame of reference. In addition, the semi-structured interviews provided a better opportunity to gain insightful knowledge

about the implementation of the poverty alleviation policies and aspects related to the study.

1.5 DEMARCATION OF THE STUDY

The research was based within the realm of Comparative Education and Policy Studies in Education.

Steyn, Steyn, de Waal & Wolhuter (2002:32-33) indicates the practical aims of Comparative Studies includes the improvement of the educational system and the promotion of good communication, as well as the study of its determinants. In this regard this study of the implementation of the poverty alleviation policies relates thus to the understanding of the nature of the education system. This study also can be demarcated within the realm of education policy studies. Stipulations from the three poverty alleviation policies will be analysed to explore capabilities, which may be useful in assisting schools with a more effective implementation of these policies.

The study is grounded in an exploration of educational poverty alleviation policies and more specifically the National Norms and Standards for School Funding (2006), National School Nutrition Programme (2004) and Learner Transport Policy Northern Cape (2010). The concepts “poverty”, “poverty alleviation”; and “Capability Approach” are key constructs used in this study. The focus is on Quintile 1 schools in the Frances Baard District, Northern Cape Province. Simple random sampling was used to identify participants from Quintile 1 primary and high schools. Since there was evidence available that poverty is prevalent in the Frances Baard District of the Northern Cape Province and that a number of schools have been identified as “No Fee schools”, I worked with the assumption that the implementation of the mentioned policies is

prevalent in the schools. An investigation into the impact of these policies may be regarded important, because it will provide enlightenment regarding successes and limitations that may exist. This study also provided an in-depth understanding of how schools perceive the implementation of poverty alleviation policies and proposes possible recommendations to improve implementation and monitoring. All South African schools have an obligation to provide quality education to learners and are charged with the responsibility of preparing learners to function as responsible citizens. Therefore access to equal opportunities in education for all children of school going age must be created. The Northern Cape Province Consists of five districts namely Frances Baard, John Taolo Gaetsewe, Namaqwa, Pixley Ka Seme and Siyanda districts (cf. Figure 1.1). The focus of the research study was only on the Frances Baard District, more specifically on Quintile 1 schools. The selected schools included 15 out of the 19 Quintile 1 that participated in this research project. The schools included 8 primary (Grades R – 7) and seven high schools (Grades 8 -12).

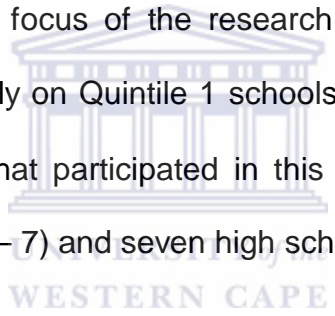


Figure 1.1: The Five districts of the Northern Cape Province



Source: Department of Rural Development and Land Reform Northern Cape: May 2010

1.6 ETHICS STATEMENT

Informed consent

Consent was voluntary and participants were provided with detailed information to ensure that consent is informed.

Privacy and confidentiality

Privacy, confidentiality and anonymity of participants were respected and assured. Participants' identities around all the information collected in the course of the research were kept confidential. Confidentiality especially with regard to participants in interviews was critical and complex and special care was taken to ensure confidentiality. Since I am employed at the Department of Education NC, as the researcher I completed a confidentiality form, ensuring the confidentiality of any personal details of principals. Ground rules for participation were set in the beginning.

Recording

Permission was obtained for any recording. Any discomfort with audio recording was taken into account and the tapes were erased after completion of the research.

Storage and security

Data was organised, stored and managed in ways that prevented loss, unauthorised access or divulgence of confidential information.

Disclosure

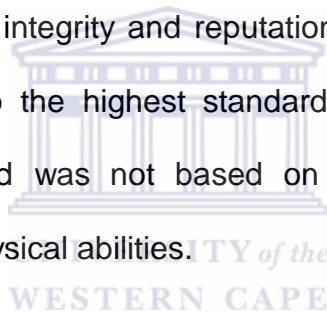
Participants were informed of their right of refusal and the degree of confidentiality with which the material that they provided, would be handled.

Reporting

Participants will be informed of the findings of the research through a summary report which will be made available to all participants.

Integrity

The researcher protected the integrity and reputation of the research by ensuring that the research is conducted to the highest standards. The process in choosing participants to be interviewed was not based on sex, race, age, religion, status, educational background or physical abilities.



1.7 SIGNIFICANCE OF THE STUDY

As this study resides within the field of the Policy Studies in Education and Comparative Education, I ought to make a contribution with regards to the following, namely:

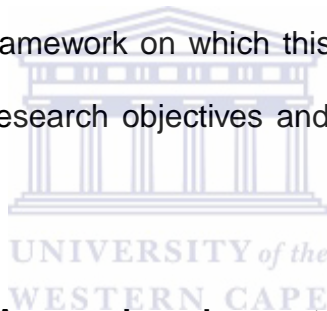
- Providing the Northern Cape Education Department with an empirically researched report, with regard to the nature of poverty and the implementation of the poverty alleviation policies, which in turn could be of assistance when dealing with the scholastic issues emanating from poverty in the province; and

- Providing Quintile 1 schools in the Frances Baard district Northern Cape with effective practical recommendations, with which policy implementation linked to the Capability Approach could be pursued.

1.8 CHAPTER DIVISION

Chapter 1: Orientation

This chapter sets the scene for the study. I briefly discussed poverty and educational poverty alleviation policies in South Africa. I also gave a summary of the Capability Approach as the theoretical framework on which this study is grounded. The chapter includes an overview of the research objectives and aims of and a short summary of the research methodology.



Chapter 2: The Capability Approach and poverty alleviation policies in quintile 1 schools in the Frances Baard District

In this chapter I addressed the first and second research questions. Chapter 2 sets out to provide an overview of poverty in Sub-Saharan Africa and South Africa. This review includes a discussion, the theoretical framework about the conceptualisation and dimensions of poverty, as well as a general overview of poverty in Sub-Saharan countries and in South Africa. The Capability Approach provided the conceptual framework upon which the analysis of the National Norms and Standards for School Funding (2006), the National School Nutrition Programme (2004) and the Learner Transport Policy Northern Cape (2010) was based. In my exploration of the poverty alleviation policies, the principles underlying the policies were scrutinised. The chapter

ends in establishing the possible relation between the Capability Approach and the three education poverty alleviation policies.

Chapter 3: Research Design and Methodology

Chapter 3 turns to my research design and methodology. I position the study within the pragmatist paradigm and present an argument for why the pragmatist paradigm is used. The research design I have used falls within the domain of mixed methodology. The value of mixed methods is argued and I explain why I have selected to make use of the mixed methods design. This is followed by a discussion of the research process followed and the sampling procedures used at the selected schools. I also emphasise the importance of ensuring reliability and validity of instruments and as such I introduce the set of quantitative (questionnaire) and qualitative (interviews) research instruments used in the study and explain briefly why each was included. Following a discussion of the description of the manner in which I managed the data analyses, the chapter ends with various ethical considerations of the study, including voluntary participation, informed consent and privacy.

Chapter 4: Data Analysis and Discussions

This chapter focuses on presenting the results related to research question three. In this chapter I aimed to present a richly descriptive, yet analytical account of learner experiences of poverty and the three named educational poverty alleviation policies. The learners also responded to questions related to the Capability Approach. The chapter begins with an analysis and presentation of the quantitative data and thereafter qualitative data, with a discussion following after each individual section. I have sought to allow the voices of the principals who participated in the study to speak out when

presenting the qualitative data. As such, many quotations are presented, using the exact wording, spelling and grammar of the original text. Four main emergent themes were identified with sub-themes that are explained in the text.

Chapter 5: Barnett's Framework for Policy Implementation

After presenting the experiences of both the learners and principals, the chapter begins by focusing on identifying and analysing stipulations from the three poverty alleviation policies to indicate how individual advantage and social arrangements may empower schools to play a more effective role in implementing the poverty alleviation policies.

Barnett's framework will be suggested to assist schools regarding effective implementation of the three policy alleviation policies. Such implementation recommendations will recommend how proposed capabilities could assist in achieved functionings regarding the poverty alleviation policies in Quintile 1 schools in the Frances Baard District, Northern Cape.

Chapter 6: Summary, findings and recommendations

The chapter includes a theoretical summary of the study and focuses on the fifth research question. Chapter 6 begins with a brief review of the thesis and I gave a brief overview of each chapter, linked to the research questions with a focus on summarising the logic of the study. I then turn back to the four research questions that guided the study and reflect on what has been learnt and how this study has added value. Based on the data presented and analyses in Chapter 4, the focus of Chapter 6 is on (i) conclusions drawn from the data regarding the poverty categories prevailing in

the district; (ii) the relation between the poverty alleviation policies and the Capability Approach; and (iii) the implementation of these policies in Quintile1 schools in the Frances Baard District in the Northern Cape. I also provided a synthesis is of the key findings of the research study, suggested recommendations and offer areas for further research.

1.9 CONCLUSION

The aim of this study was to identify the nature of poverty in the Quintile 1 schools in the Frances Baard District in the Northern Cape and to investigate the relationship between the Capability Approach and the three policies designed specifically to alleviate poverty. These policies are the National School Nutrition Programme (2004), the National Norms and Standards for School Funding (2006) and the Learner Transport Policy Northern Cape (2010). This study pursued to respond to the aims and objectives of the study by:

- reviewing the selected literature related to the conceptualisation and dimensions of poverty, an overview of poverty in Sub-Saharan countries and in South Africa, the Capability Approach as the conceptual framework and the analysis of the National Norms and Standards for Schools Funding (2006), the National School Nutrition Programme (2004) and the Learner Transport Policy Northern Cape (2010);
- scrutinising literature that led to the establishment of a link between the National Norms and Standards for School Funding (2006), the National School Nutrition

Programme (2004), the Learner Transport Policy Northern Cape (2010) and the Capability Approach;

- empirically exploring, through qualitative and quantitative research methods and procedures, collected data to identify the poverty categories of the learners in Quintile1 schools. Learners' and principals' experiences and views of the named poverty alleviation policies in relation to the Capability Approach were captured;
- suggesting a possible framework to implement poverty alleviation policy in schools; and
- presenting findings and recommendations to improve the implementation of poverty alleviation policies to enhance learners' capabilities in Quintile 1 schools in the Frances Baard District Northern Cape Province.



This chapter provided a map for the research conducted. Consequently, the next chapter will focus on the Capability Approach and poverty alleviation policies in Quintile 1 schools in the Frances Baard District (NC).

CHAPTER 2

THE CAPABILITY APPROACH AND POVERTY

ALLEVIATION POLICIES IN QUINTILE 1 SCHOOLS IN THE

FRANCES BAARD DISTRICT

2.1 INTRODUCTION

Since 1994, nearly half of South Africa's population still continue to live in poverty. For example, citizens in this country still experience a shortage or absence of income to survive; inadequate housing; a lack of proper health facilities, poor education and lack of access to information, amongst others (Dinbabo, 2011:71). Although I shall not make specific reference to other authors, earlier works of Poswell (2002), Adelzadeh (2006) and Fleisch (2007), amongst others, are also indicative of the continuous nature of poverty in South Africa. Bearing the thoughts of the mentioned authors in mind, I am of the opinion that the continuation of poverty in South Africa may result in a lack of life opportunities, a lack of access to assets, as well as social exclusion. All these types of issues speak to the quality of life of South Africans. This notion of quality of life is explained by Sen as the total evaluation or assessment of a person's life.

Amongst the rights guaranteed to South Africans by Chapter 2 of the Constitution are their education rights (Republic of South Africa, 1996, Act 108 of 1996). These include the right to basic education, for all citizens, as well as the stipulation that it be universally available and accessible. However, in spite of these stipulated guarantees, in reality the South African education system is beset with serious

difficulties in terms of operationalising these rights, especially regarding the poor and the disadvantaged. Moreover, the success of both the Constitution and the education system of South Africa will be judged by the extent to which it erases the legacy of inequality and the disparities in the quality of education provided to those at present living in poverty and who constitutes the majority of its citizens.

In an attempt to reduce poverty (as indicated above), South Africa's Constitution (Act 108 of 1996), along with its Bill of Rights, propagates sound economic and social principles aimed at alleviating poverty and states that:

“The Bill of Rights is a cornerstone of democracy in South Africa. It enshrines the rights of all people in our country and affirms the democratic values of human dignity, equality and freedom” (Republic of South Africa, 1996: Chapter 2, Section 7(1)).

The use of “human dignity” in the above stipulation relates to overall well-being, which may be articulated as the availability of shelter, health, care, education facilities and income (*vide*: May, Woolard and Klasen, 2000:21). This interpretation indicates that the South African government has articulated its intent to address poverty.

In this context, the aim of the study is to identify the nature of poverty in the Quintile 1 schools in the Frances Baard District in the Northern Cape and to investigate the relationship between the Capability Approach and the three policies designed specifically to alleviate poverty, namely the National School Nutrition Programme (2004), the National Norms and Standards for School Funding (2006) and the Learner Transport Policy Northern Cape (2010), and how these policies affect the capabilities

of the learners at these schools. In an attempt to be consistent with the South African Constitution, this research explored poverty alleviation policies in Quintile 1 schools in the Frances Baard District in the Northern Cape Province in relation to learners' capabilities. The link between the poverty alleviation policies and the Capability Approach (which I shall elucidate later in this chapter) was explored.

It should be noted that poverty is multidimensional in nature and should therefore be addressed primarily in terms of satisfying basic human needs within an integrated and broader multidimensional programme of sustainable development that ensures delivery of resources and services (Sivakumar and Sarvalingam, 2010:5). In its quest to ultimately eradicate poverty, government has found it necessary to not only put in place mechanisms and strategies to alleviate poverty, but to monitor and evaluate the impact of its policies and programmes. Serumaga-Zake, Kotze and Madsen (2005:143) describe the range of socio-economic policies to alleviate poverty introduced by the African National Congress (ANC) government during the first decade after its coming into power. Such policies are in the areas of affirmative action, feeding schemes for school children and the promotion of education and skills acquisition. Research into the implementation, within a certain timeframe, of those policies relating to schooling and education should indicate the extent to which they have succeeded in reducing or alleviating poverty, and the specific ways in which levels of poverty have changed over a period of time.

Thus, given the multidimensional nature of poverty, it is imperative for both researchers and policy makers to understand multiple meanings that inform different perspectives regarding "poverty". Consequently, this chapter will be a broad outline of the following: (i) an explication of the concept "poverty"; (ii) constitutive meanings

of poverty from the explanations provided; (iii) poverty and education in Sub-Saharan Africa and South Africa; (iv) the South African education system; (v) South African education policy making and legislation; (vi) the Capability Approach; (vi) Analysis of three South African education policies relevant to policy alleviation; as well as (vii) the link between the Capability Approach and the analysed South African education policies.

I shall now start this journey with an explication of the concept “poverty”.

2.2 CONCEPTUALISATION OF POVERTY

To conceptualise “poverty”, it is important to analyse concepts, terms, variables, constructs, definitions, assertions, hypotheses and theories (Petocz & Newbery, 2010:126) relevant to the discourse under study. In doing so, I aim to:

“Elucidate meanings of the concept, scrutinise ideas or units of thoughts regarding the concept so as to understand ourselves and our world, by reducing it, breaking it down into more basic concepts that constitute it and thereby showing its relationship to a network of other concepts or discovering what the concept denotes” (vide: McLaughlin, 2000:445).

Interpreting McLaughlin (2000), I hold the view that to conceptualise “poverty” may assist in elucidating on the fundamental characteristics of the concept.

Whilst scrutinising the academic literature, I realised that there seems to be no uniform way of defining poverty (Haswell, 1975:70-72; Sen, 1992:289 and Lok-

Dessalien, 2002:2). For instance, whilst poverty is a basic lack of the means of survival (Macpherson and Silburn, 1998:1), it is similarly considered as alienation from the family, food insecurity, crowded homes, lack of access to social services, lack of adequately paid secure jobs, and fragmentation of the family. Handley, Higgins, Sharma, Bird and Cammack (2009:1) concur that it is difficult to define poverty in a uniform way because it cannot and should not always be measured and described in monetary terms. In terms of the prior explanations of poverty, I hold the view that poverty seems to be an experience of a deteriorating quality of life, an inability on the part of the poor to meet their basic needs, incapability to access resources as well as a lack of living with dignity.

The above arguments align with highlights from *The People's Budget 2005-2006*, which articulate poverty in terms of inadequate access to physical assets, exclusion from participation in decision making, weak economic participation, and the underdevelopment of those human capabilities derived from education, skills and health care (Akojee and McGrath, 2005:12). What I deduce from all the aforementioned is that poverty may include a lack of resources to obtain food, the inability to participate in activities and a lack of reasonable living conditions which are not available to individuals, but which may be considered essential for everyday life. This is concurrent with Sen (1992:107), who asserts that poverty is a complex, multifaceted concept that requires analysis in all of its dimensions, particularly since all human beings have their own personal characteristics and circumstances. In summary, I conclude that the aspects most commonly related to poverty include a shortage of food and shelter, and a lack of access to amenities and opportunities such as health services, education and employment. In order to fully understand the nature of poverty, it is crucial to look beyond the amount of money or goods available to a

person and to examine every aspect of a person's life.

In an attempt to explore more meanings of poverty, I decided to consult Frye (2005) who postulates that poverty should be explored in terms of the degrees of poverty; that is: absolute poverty; relative poverty; human capabilities and social exclusion. I argue that Frye's (2005) suggestions make sense in the South African context, because they are designed specifically for the South African discourse (Frye, 2005:3-6). Furthermore, Frye's (2005) views constitute a logically acceptable description of poverty. In an attempt to gain more knowledge regarding poverty, I shall explicate the degrees of poverty (indicated above), next.

2.2.1 Absolute poverty

In this section I shall put forward views regarding absolute poverty in relation to information from the academic literature. I intend to interpret such information so as to articulate my own views regarding the concept under discussion.

Absolute poverty in the words of Frye (2005) refers to:

“A certain quantitative measure which is used to distinguish the poor from the non-poor and is based on the cost of purchasing a minimum basket of goods required for human survival” (Frye, 2005:3).

For me, the phrase “*a minimum basket of goods required for human survival*” refers to the social context of an individual or a community. Here, absolute poverty seemingly is concerned with the minimum provision needed to maintain health and working capacity to survive and to maintain physical efficiency. If this is the case, individuals live in absolute poverty if they have a total lack of the means of subsistence and an

absolute failure to meet basic needs (Iyenda, 2007:1). The above arguments are in line with views from The Copenhagen Declaration (1995,Section:19-23) which presupposes absolute poverty as a condition, characterised by severe deprivation of basic human needs, including food, safe drinking water, sanitation facilities, health, shelter, education and information. Interpreting the prior view, I assume that it refers to people who live below the minimum, socially acceptable standards of living, which may be articulated as a lack of basic resources to survive. This seems to be concurrent with a finding by that people who earn less than two US dollars a day are to be considered poor in absolute terms (Klasen, 2013:35-40). If the Klasen (2013) is correct, I then argue that absolute poverty:

“May result in circumstances that affect individuals’ well-being, education, life opportunities as well as access to resources”.

Important from my preceding articulation is the emphasis placed on “effects” implicated by “absolute poverty”. Such effects may have reference to basic human needs such as food, health, shelter and education (*vide*: Gordon and Spicker, 1998: np). Lok-Dessalien (2002:2) sees absolute poverty as referring to subsistence below the minimum, socially acceptable living conditions, a measurement usually based on what are considered to be minimum nutritional requirements and other essential goods. Thus, both social and physical resources are essential for an individual to survive, resources which are also crucial to educational well-being. According to Van den Berg (2008:10), the absolute poor usually have low educational levels, limited access to primary education and some do not complete their schooling. I therefore argue that absolute poverty results in home circumstances which are not conducive to learning, as it affects children’s physical well-being and their ability to learn, and is associated with

low parental involvement and parents who have limited or no resources to invest in their children's education.

The above views regarding absolute poverty align with the second degree of poverty (cf: Frye, 2005) which is referred to as relative poverty. Consequently, relative poverty will be explicated below.

2.2.2 Relative poverty

My intention is to explore the concept "relative poverty" in this section. Not only will views from the academic literature be explored, but my own opinion regarding the concept will be shared with the reader.

Relative poverty is articulated as:

"Notions of inequality in terms of comparing the levels of distribution of resources in a society..." (Frye, 2005:3).

Considering Frye's (2005) view, I am of the opinion that the use of "inequality" signifies an imbalance in terms of opportunities afforded to people. Such an imbalance can be observed in a lack of access to resources, services and activities which are common or customary in society so as to meet the obligations expected of people in a given society. This reminds me of what Rawls calls a "veil of ignorance" (Robeyns, 2004:3). My point is that individuals in society do enjoy some opportunities in life - this means that "you have, but do not have enough" and that people might be unaware of that which may be available to them.

As such, I regard relative poverty as:

“A state of poverty which affords individuals to partially benefit from possible opportunities and conditions they find themselves in, although they do not have access to all available resources”

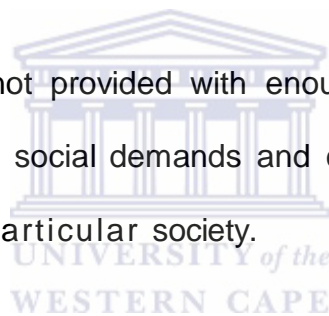
The conditions I am referring to has reference to economic, social, political and cultural goods needed by individuals to maintain an acceptable way of life in a particular society. However, if individuals experience imbalances in terms of the prior mentioned conditions, they are judged as poor in comparison to other people or groups in their society that might be fortunate in terms of having more. My prior arguments are supported by a view of poverty as “one in which an individual or group lacks the resources necessary for participating fully in society across a number of dimensions” (Monson, Hall, Smith and Shung-King, 2006:20). According to this view, income or wealth disparities are seen as indicators of poverty and the condition of poverty is linked to the question of scarcity and the distribution of resources and power relative to affluent sectors of society.

To further explicate the discourse of “relative poverty”, I shall now refer to a longstanding but relevant study conducted in the United Kingdom by Townsend (1979). The mentioned author asserts that one should consider a range of aspects of living standards, both material and social, in order to come to an advanced understanding of absolute poverty (Townsend, 1979:31). Such standards, that is, social inclusion, involvement and participation, may be critical in terms of how people are considered to be living in “relative poverty”.

In a later international study on poverty, Townsend refers to people living in 'relative' poverty as

“those whose resource do not allow them to fulfill the elaborate social demands and customs which have been placed upon citizens of that society. If people lack or are denied resources to obtain access to diets, amenities, standards, services and activities which are common or customary in society, or to meet the obligations expected of them or imposed upon them in social roles and relationships and so fulfill membership of society, they may be said to be in poverty” (1993:36).

If individuals are “left out” (not provided with enough resources), they may not be allowed to fulfill the elaborate social demands and customs which have been placed upon them as citizens of a particular society.



The feature common to all these definitions is the need that people have for more than basic survival; they also need a social existence within a community. The resources of those described as being in a state of poverty also fall below those commanded by the 'average' individual or family within an affluent society, resources from which they are in fact excluded in terms of ordinary living patterns, customs and activities. According to Lok-Dessallien (2002:2), relative poverty compares the lowest segments, or social classes, of a population with the upper segments, a disparity usually measured in terms of income quintiles or deciles. Relative poverty is thus defined as the minimum economic, social, political and cultural goods needed by individuals to maintain an acceptable way of life in a particular society.

I conclude that relativity when linked to poverty, thus relates to a specific reference group, and people are judged to be poor if they are poor in comparison to other people or groups in their society. What is significant about “relative poverty” as discussed above is that individuals are systematically blocked from the rights, opportunities and resources that are normally available to them. Concepts such as “rights”, “opportunities” and “resources” may be regarded as key determinants of social integration, but if unavailable, individuals are excluded from participating in societal activities.

2.2.3 Social exclusion

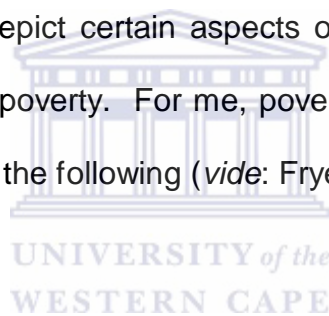
This section aspires to elucidate *social exclusion* in order to provide more meanings regarding the concept “poverty”. Social exclusion includes: “*both a study of the static condition of poverty and the dynamic processes of exclusion that leads to poverty*” (Frye, 2005:5). In terms of “the static condition”, it seems as if individuals become part of a given income situation such as earning a disability grant. However, in “the dynamic process” individuals are excluded to enjoy such a disability grant which may result in poverty. For me, it seems as if individuals are disengaged from a possible benefit available to the community they find themselves in. My argument is supported by Saith (2007) who postulates social exclusion as:

“exclusion from the normal activities of a society and as often being of a multidimensional nature, including lack of access to the welfare state, lack of employment, poor housing, and poor or unstable social relationships” (Saith, 2007:75).

However, whilst reading Saith’s (2007) view, I became quite disturbed by the use of the

phrase “exclusion from the normal activities of a society”. To me, it feels as if such individuals are regarded as worthless and are not afforded opportunities to optimally develop as human beings. Here, I am supported by a seminal thought of De Haan (1998:26) in terms of how exclusion is illustrative of the multidimensional character of deprivation. If individuals are geographically located within a particular society and they cannot participate in or are prevented from participating in activities of citizens in that society, they are in a state of social exclusion. Thus, exclusion can have various causes or dimensions, including unreliable employment, ill health and a lack of opportunities for participation in society, in addition to low income.

From the prior discussion I depict certain aspects of “social exclusion” that may be regarded relevant in terms of poverty. For me, poverty, in terms of “social exclusion” is portrayed as encompassing the following (*vide*: Frye, 2005:5):



- aspects such as relativity, multidimensionality (not simply income level poverty on its own, but also exclusion from social networks and basic services);
- agency (exclusion caused by a person, thing or body over which the excluded has insufficient control to end the exclusion);
- dynamics (the duration of processes of exclusion and how various exclusionary processes can coincide, and what happens as a result); and
- multi-layered (people can be excluded at many levels or layers, for example at a personal level and within a household or community).

The above depictions are a clear indication that relative poverty may be regarded as a process of long-term non-participation in normal economic, civic and social activities that integrate and govern the society in which an individual resides. I argue that possible implications of such exclusions may be that individuals are marginalised to such an extent that their existence may be denied, resulting in them becoming passive citizens in a particular environment. When poverty emerged as delineated above, I am of the opinion that individuals also lose their capacity to function as fully participating members of society. Having said the latter, I realise that a connection is established between “social exclusion” and “capabilities poverty” in terms of how individuals are deprived from enjoying opportunities for personal growth and development within a particular society. To elaborate on the preceding thought, I intend to discuss “capabilities poverty” in the section to follow.

2.2.4 Capabilities poverty

In this section, the concept “capabilities poverty” will be explicated, whilst I also intend to explain its meaning in relation to “poverty”. Frye (2005) refers to the capabilities poverty in terms of:

“the resources that would be required to enable somebody to do “things of value” or “be of value” to society” (Frye, 2005:4).

What can be observed from Frye’s (2005) view is the emphasis placed on the concept “value”. My understanding of the use of “value” resonates with the thought that what individuals do and the extent to which they are afforded opportunities in society, contributes to their well-being. Individuals may feel worthy if they are allowed to take part in societal activities and enjoy the same benefits as everyone else. On the contrary, if they are constrained in terms of access to food, shelter and education, they

may develop feelings of triviality. If the latter occurs frequently, individuals may experience failure in terms of achieving certain capabilities (*vide*: Osmani, 2003:3-4).

Consistent with the prior arguments is Sen (1992:109) who sees capability poverty in terms of how individuals are confined to conditions of poverty and a subsequent inability to develop from being a failure to being able to participate fully in human society. Enlightening about Sen's (1992) view is one's ability to see failure as a matter of a lack of choices, or of capability, rather than simply in terms of inadequate material living standards. Poverty prevalence is thus concerned with being, absolute in the space of such capabilities as education, nutrition and human dignity, but relative in the space of the commodities, resources and income that are required to realise those capabilities.

In the context of capabilities poverty, functionings would include the basic prerequisites of a fulfilling life, such as being well nourished, healthy and literate, as well as the more complex aspects of human well-being and fulfillment, such as being respected, being able to work and being part of a community (Robeyns, 2005:95). Capabilities are notions of freedom that relate to a person's opportunities to lead a particular kind of life, whereas functionings are more directly related to living conditions (Maarman, 2009:321). This means that capability is the freedom people have to achieve different lifestyles and to make different choices throughout their lives. Hence, well-being and development can be seen in terms of a person's capability to function.

Van den Berg (2002:10) complements Sen's (1992:109) view that poverty is seen as the deprivation of some minimum fulfillment of elementary capabilities and it thereby becomes easier to understand why poverty has both an absolute and a relative

aspect. Absolute poverty reflects the absence of adequate resources that hamper learning in developing countries in the form of poor nutrition, health, home circumstances, and parental education. It discourages both the enrolment of learners at schools and their survival and progress to higher grades, as well as reducing the volume and quality of learning in schools in poverty stricken areas. The relative poverty perspective emphasises exclusion from the mainstream which can, in the case of the relatively poor, reduce their motivation and their ability to gain the full benefits from education.

Amartya Sen (1992:109) in his work defines poverty as a condition that results in the absence of freedom to choose, arising from a lack of what he refers to as the capability to function effectively in society. Sen's viewpoint, like that of Van den Berg (2002:11), suggests that inadequate education could be seen as a form of poverty. To link this concept to education, means that poor learners, being in a state of absolute poverty, would suffer from an absence of the financial resources required to maintain a certain minimal standard of living. In comparison to this, relative poverty is seen as poverty that is partly determined by the society in which a person lives.

The explication of poverty (cf: Section 2.2.1-2.2.4) clearly indicates that when individuals are refused, denied or restricted in terms of their access to societal goods, they actually may be regarded "poorer human beings". By this I mean that if individuals' opportunities are restricted to such an extent, their freedoms are limited.

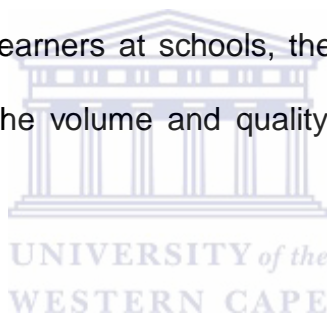
As has been indicated above (*infra*: 2.2), meanings of poverty was explicated. I did this by showing how the concept "poverty" finds different meaning in terms of the degrees of poverty in the research done by Frye (2005). Consequently, in the next section I

shall articulate insights derived from the conceptualisation of “poverty”.

2.2.5 Insights regarding poverty derived from the degrees of poverty

In this section, I shall present insights in terms of how I came to understand meanings of “poverty”. These insights will be related to education relevant to three South African education policies (*supra*: 2.6.1-2.6.3):

Absolute poverty: This reflects the absence of adequate resources which may hamper learning - this has specific reference to poor nutrition, health and unfavourable home circumstances, amongst others. Furthermore, absolute poverty would discourage the enrolment of learners at schools, their survival and progress to higher grades, as well as reducing the volume and quality of learning in schools in poverty stricken areas.



Relative poverty: This has reference to a lack of resources which may result in reducing individuals’ motivation and their ability to gain the full benefits from society. Relative poverty can thus be seen as poverty that is partly determined by the society in which a person lives, referring to the general living standards of the society, or the resources required to participate fully in a particular society.

Social exclusion: This refers to exclusion from the normal activities of a society and as often being of a multidimensional nature, includes lack of access to the welfare state, lack of employment, poor housing, and poor or unstable social relationships. This implies that when excluded from full participation in society, individuals’ ability to benefit fully from education is also affected.

Capabilities poverty: This refers to failure as a matter of a lack of choices, or of capability, rather than simply in terms of inadequate material living standard. Thus the Capability Approach is concerned with being absolute in the space of such capabilities as education, nutrition and human dignity, but relative in the space of the commodities, resources and income that are required to realize those capabilities. The core characteristics of the Capability Approach are its focus on what people are effectively able to do and to be. Central to the concept of capability is the relationship between “functionings” and “capabilities”. In the context of capabilities poverty, functionings would include the basic prerequisites of a fulfilling life, such as being well nourished, healthy and literate, as well as the more complex aspects of human well-being and fulfillment, such as being respected, being able to work and being part of a community. Having outlined my own thoughts in terms of what “poverty” may denote I deem it important to elaborate on the concept under study. In doing so, the next sections will pay attention to: (i) poverty and its impact on Sub-Saharan Africa (*supra*: 2.3); (ii) poverty and education in South Africa (*supra*: 2.4); and (iii) communalities of poverty between South Africa and Sub-Saharan Africa.

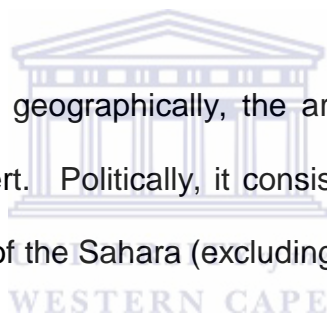
The above sections relate to the aim of the study, which is to identify the nature of poverty in the Quintile 1 schools in the Frances Baard District in the Northern Cape and to investigate the relationship between the Capability Approach and three policies designed specifically to alleviate poverty and how these policies affect the capabilities of the learners at these schools. These policies are the National School Nutrition Programme (2004), the National Norms and Standards for Funding Schools (2006) and the Learner Transport Policy Northern Cape (2010). Educational policies are aimed at bringing into the mainstream educational opportunities to various

vulnerable groups and individuals, who are in danger of marginalisation and exclusion, inter alia orphans and those living in poverty.

2.3 AN OVERVIEW OF POVERTY AND ITS IMPACT ON EDUCATION IN SUB-SAHARAN AFRICA (SSA)

The aim of this section is to provide edification regarding poverty and its impact on education in SSA. Whilst the latter will mainly be articulations from the academic literature, I shall communicate my own thoughts when dealing with the impact of poverty on education in SSA.

Sub-Saharan Africa (SSA) is, geographically, the area of the continent of Africa that lies south of the Sahara Desert. Politically, it consists of all African countries that are fully or partially located south of the Sahara (excluding Sudan).



With the geographical and political characteristics of SSA in mind, enormous problems are experienced as indicated by Deegan (2009:15-19):

- The rate of infant mortality in Angola, a state rich in oil, is 140 per 1000 births;
- Botswana, with one of the highest male/female secondary education enrolments, is marred by the HIV/AIDS pandemic, which makes life expectancy for male and females 38 and 40 years respectively;
- In Burkina Faso 82 percent of men and 92 percent of women over the age of 15 years are illiterate, and
- In Somalia health expenditure is a mere 1.2 percent of GDP, while in Nigeria it is a mere 0.8 percent.

SSA is home to more than half of the world's out-of-school children. Between 2000 and 2011, enrolment increased from 60 - 70 %. However, the region continues to face a rising demand from a growing population. According to the Millennium Development Goals (MDG) Report (2013:9-12), it appears that SSA will not meet the targets of universal primary education. Such targets refer to basic education, high literacy rates, promotion of equal opportunities, sustainable health services and environmental sustainability, amongst others. At this point, I asked the question: *Why it seems impossible for the SSA to reach the goals of MDG?* On further reading, I found some answers to my question.

Some of the reasons articulated are insufficient planning to reach goals, inability to maintain poverty-focused development programmes, the rising cost of food prices, and the way people are denied access to social and economic opportunities (Hunger Report, 2013: 12). Handley, Higgins, Sharma, Bird and Commack (2009:2-6) are of the opinion that the reasons as communicated above, can be related to poverty in SSA. As indicated earlier in this chapter, poverty is multidimensional and is not only related to maternal deprivation or socio-economic conditions, but is also caused and exacerbated by political factors (*infra*: 2.1). These factors include non-developmental politics, corruption, weak states, weak civil societies and disregard for human rights, and are both related to, and influence, the other factors, which are said to be driving and maintaining poverty.

Importantly, the region's (SSA's) poverty statistics are as follows:

- Less than half of Sub-Saharan Africa children make the transition from primary to secondary school;
- one child in five does not complete primary school;

- life expectancy is half of that in developed countries; and
- of the forty million people infected with HIV/AIDS worldwide, Sub-Saharan Africa accounts for thirty-nine million (United Nations Development Program, 2006:263-273).

From these statistics it is clear that the poverty situation in this region is critical and that SSA is one of the poorest regions in the world. With regard to education, the Millennium Development Goals (MDGs) Report (2008:1) indicates that children from SSA's poorest households are least likely to attend school. Socially marginalised children who normally have less access to basic education are a major challenge to the achievement of the MDGs. The MDGs identify quantitative targets and indicators in order to measure progress in the fight against poverty. Such indicators are articulated in the following goals (The Millennium Development Report, 2013:6-57):

Goal 1: Eradicate extreme poverty and hunger - to contribute to the optimal development of children to improve their capabilities in terms of economic development, *inter alia*;

Goal 2: Achieve universal primary education - to ensure that by 2015, boys and girls will be able complete a full course of primary school;

Goal 3: Promote gender equality and empower women;

Goal 4: Reduce child mortality;

Goal 5: Improve maternal health;

Goal 6: Combat HIV/AIDS, malaria and other diseases;

Goal 7: Ensure environmental sustainability - to reverse the loss of environmental resources; and

Goal 8: Develop a global partnership for development - developments in terms of information technology and economic aid.

All the aforementioned goals impact on how learners will achieve outcomes in SSA schools. According to Handley, Higgins, Sharma, Bird and Commack (2009:4) there

are various socio-economic drivers and maintainers of poverty in SSA:

- health (in terms of the HIV/AIDS pandemic) has drastically reduced life expectancy and contributed to high levels of mortality amongst the poor;
- capability deprivation - some people in SSA suffer a variety of capability deprivations in a range of dimensions such as illiteracy, inadequate nutrition, and poor human rights, besides insufficient income and livelihood opportunities;
- poor living conditions, accompanied by inadequate provision of public services, lead to poor health, which can in turn have a negative impact on educational outcomes for those living in poverty; and
- inequality and exclusion are amongst the key socio-economic drivers and maintainers of poverty, and in this context, SSA is one of the most unequal regions in the world.

Since poor living conditions in SSA affect households negatively, it follows that education, health and nutrition will be affected negatively.

According to Deegan (2009:67), the number of underweight children increased from 29 million to 37 million between 1990 and 2003. Forty two percent of the population of SSA does not have access to safe drinking water (Deegan, 2009:68). The Education for All (EFA) Global Monitoring Reportd (2009:1-5) however indicates that there is slow progress in tackling child malnutrition and ill-health in SSA. Although progress has been made in enrolling more children in primary schools, SSA as a whole still has over a third of its children out of school.

Lewin and Akyeampong (2009:143) report that SSA has amongst the lowest indicators of educational access in the world, with over 25 million children at primary school level, and 75 million at secondary level and age not enrolled nor attending school regularly. While many countries in SSA aspire to develop materially and to reduce or eliminate poverty, sustained access to education is critical to the reduction of cycles of

poverty and to the reduction of inequality (Lewin et al., 2009:143). However in SSA, the universal primary education enrolment rose from 54 percent to 70 percent between 1999 and 2006. Major global disparities in education provision continue to divide the poorest and richest children. The average gross enrolment figure for children in schools in developed countries is 79 percent, while in SSA it is only 14 percent in Early Childhood Development (ECD), and 75 percent of secondary school age children are not enrolled. It is indicated in the Millenium Africa Report (2014:17) that although there is progress on primary school enrolment the completion rates are below 60%.

The Millennium Development Goals Report (2012:4), indicate that SSA is the only region that has witnessed an increase in both the incidence of poverty and in the absolute number of the poor. The report states that 600 million people in SSA live on less than \$1 a day. With regard to education, one child in five does not complete his or her primary schooling, and less than a quarter of children make the transition from primary to secondary school (The Millennium Development Goals Report, 2012:18).

The above findings clearly indicate that the poverty situation in SSA is not improving and confirm not only that SSA is the poorest region in the world, but that education in particular is affected by poverty, as most children of school going age in the region are disadvantaged in ways which have been discussed.

From the discussion above, I came to the understanding that poverty in SSA is not improving and that, not only is SSA the poorest region in the world, but that education in particular is affected by poverty, as most children of school going age in the region are disadvantaged in ways which have been discussed.

Next, poverty and education in South Africa will be explored.

2.4 POVERTY AND EDUCATION IN SOUTH AFRICA

In this section I will give a brief outline with regard to South Africa's development of its education system, as well as the impact of poverty.

The transformation of education in South Africa has been driven by two concurrent imperatives (Department of Education, 2000:3). Firstly, to address the legacy of apartheid and provide a system of education that ensures that South Africans have knowledge, values, skills, creativity and critical capacities required to build democracy, development, equity and social justice. Secondly, to establish a system of lifelong learning that will enable South Africans to respond to the challenges of the 21st century.



Despite the aforementioned educational imperatives, it seems that the adverse effects of poverty on children's experiences of schooling and their learning outcomes are problematic (Christie, 2008:100). Poverty is clearly one of the primary factors affecting the educational development of learners. Arguably, parents of poor children may not be able to afford to send them to school because of the direct and indirect costs involved, and/or they go to school hungry, poorly nourished, unwell, without adequate clothing, and with a lack of school related materials (Orazem, Glewwe & Patrios, 2007:24-32). Given this situation, I am of the opinion that it is important to probe the extent and the manifestations of poverty in South Africa and the ways in which poverty relates to education in the country.

2.4.1 Manifestation of Poverty in South Africa

In this section, I intend to search for answers in terms of the question: *How poverty manifests in South Africa?*

Although South Africa has an excellent Constitution and Bill of Rights, poverty levels remain high in the country. The Bill of Rights enshrines socio-economic rights relating to people's well-being, *inter alia*, the right to adequate housing and healthcare; sufficient food, water and social security; as well as social assistance and education. In addition, children's rights to basic nutrition, shelter, healthcare and social services are specifically guaranteed (Republic of South Africa, 1996: Section 26-29).

Notwithstanding the intensions of the Constitution to create "a better life" for South African citizens, the People's Budget 2005-2006 propagates that poverty is very much evident in terms of (*vide: Akojee et al., 2005:12*):

- inadequate access to physical assets;
- low productivity of the assets accessed;
- inadequate income due to un- or underemployment;
- under-developed human capabilities deriving from education, skills and healthcare; and
- exclusion from participation in decision making and weak economic participation.

In view of the above, I am in a position to articulate my own views regarding the manifestation of poverty in South Africa. First, it seems that poverty in South African society relates to socio-cultural trends and exclusion (*vide: Akinboade and Lathapersad-Pillay, 2004:196-200*). Second, poverty emerges from problems vis-à-vis access to land, capital and financial services and a difference in cultural practices,

amongst others. Third, poverty is characterised by sustained or chronic deprivation in terms of the resources, capabilities, choices, security and power necessary for the enjoyment of an adequate standard of living (Du Plessis and Conley, 2007:50).

Fourth, poverty becomes visible in high unemployment, hunger, malnutrition, inability to pay for, inadequate access to health care or basic services and the risk of homelessness. In terms of all the aforementioned, I developed an understanding of poverty as the extent to which an individual survive without resources. The resources I am referring to may be described in terms of (*vide*: Payne, 2003:16-17):

- finances (money to buy goods and services);
- emotions (control over emotional responses);
- cognitively (mental ability and acquired literacy and numeracy skills to deal with everyday day life);
- spirituality (belief in divine purpose and guidance);
- physical (physical health and mobility);
- support structures (related friends, family and the availability of back-up resources);
- relationship-orientation (access to constructive, nurturing relationships and those relating to a knowledge of a group's hidden rules, its unspoken cues and habits).

One of the outstanding issues as articulated above may be referred to as the poor levels of employment in the South African context. This view is illustrated in Table 2.1 below:

Table 2.1: Percentage of people living below R283 per month poverty lines (2008 Constant Rand)

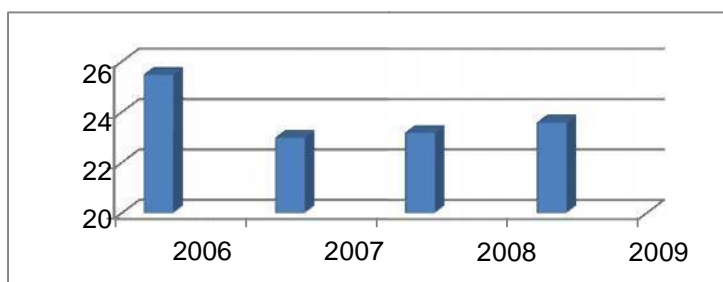
Province	1995 IES	People living in poverty	2005 IES	People living in poverty	2008 Mid-year population estimates	2008 IES	People living in poverty
Eastern Cape	50%	3 073 622	29%	1 891 741	6 579 245	29%	1 907 981
Free State	45%	185 077	16%	442 858	2 877 694	16%	460 431
Gauteng	7%	533 743	7%	693 994	10 447 246	6%	626 835
KwaZulu Natal	31%	2 657 414	33%	3 395 805	10 105 437	33%	3 334 794
Limpopo	41%	1 876 215	34%	1 781 017	5 274 836	34%	1 793 444
Mpumalanga	34%	1 062 229	28%	1 023 805	3 589 909	28%	1 005 175
Northern Cape	40%	404 746	28%	298 373	1 125 881	27%	303 988
North West	34%	998 428	24%	778 724	3 425 153	23%	787 785
Western Cape	9%	356 119	10%	501 466	5 261 922	9%	473 573
Total	31%	12 580 908	23%	11 009 968	48 687 323	22%	10 711 211

Source: All Media and Product Survey (AMPS) 1993-2008, Statistics South Africa Income and Expenditure Survey (IES) data and Consumer Price Index(CPI) estimates for 2008

Table 2.1 clearly indicates that peoples' life expectations weaken resulting in a dwindling in opportunities in terms of economic involvement. A possible implication is that more people might become unemployed and as such there seems to be no improvement in terms of income.

This is shown in Figure 2.1:

Figure 2.1: Unemployment rate in South Africa 2002-2009



Data Source: Stats SA 2005, Labour Force Survey, and Quarterly Labour Force Survey 2009

Here, the rates of unemployment of the total adult population for the years 2006-2009 show a steep decline in unemployment from 2006 to 2007 and then a slight increase from 2007 -2009 to 23.5 percent. Such poverty trends can be related to the \$1 and \$ 2 a day conventions that are used in South Africa. In some studies, income required by a household (below 1\$ and 2\$) is used to define poverty. According to Luyt (2008:1), Stellenbosch University-based economic researchers found that the headcount poverty rate in South Africa was 50.1 percent in 1993, and 44 percent in 2006. According to Seekings (2007:16), unemployment rates in South Africa in 2007 remained much higher than they were in 1994, and at that time were higher than anywhere else in the world except Iraq. In 2007, the total South African population was estimated at 4.9 million, of which 4.5 million were officially unemployed and 15 million were children (Organisation for Economic Cooperation and Development, 2008:21).



It is reported that in the year 2013, 65.3% of the unemployed are long-term unemployed and have been looking for work for a period of one year or longer. On the one hand, this might be as a result of the fact that people who are looking for employment lack certain required skills and experience, but on the other hand this might also be as a result of the economy of the country that does not have enough employment opportunities to cater for everyone looking for employment, as close to two-thirds (59.4%) of the job seekers did not have matric (Department of Labour, 2013:2). It furthermore states that the unemployment rate remains high at an average of 25% in 2013. I deduce from the latter that firms may be unwilling to hire recent school leavers because they need training to build skills and once trained (at some expense), the skilled workers may leave for other jobs. Given these poverty data figures, it seems that poverty is worsening in South Africa and that children who are

attending school would be affected by this situation. These statistics clearly indicate that nearly half of the South African population lives in poverty, which contributes to the fact that they do not enjoy equal opportunities.

Therefore, I consider it imperative to explore the relationship between poverty and inequality from a South African point of view.

2.4.2 Poverty and Inequality in South Africa

Poverty and inequality in South Africa have a complex history. During Apartheid (1948-1994), most of the social spending catered for the minority white population, while black citizens were under-served (Coulibaly & Logan, 2009:2). Apartheid legislation and practices, which came to be accepted as the norm by certain sections of our society, including the business sector, resulted in discrimination on the basis of race, which in turn translated into discrimination on the basis of class, gender and disability, particularly for the poor. The demise of Apartheid (1994) brought new challenges for this country, whilst it drastically increased the government's role in the provision of social services.

According to the Measurement of Poverty in the South Africa Project (2007:18), political and economic transformation in this country did not signal a decline in, or reversal of, poverty. Past discriminating policies have left a large sector of the population both outside the economic mainstream and relatively poor compared to an elite minority, a situation which persists with no significant change. Various redistributive policies were put in place since the democratic transition, to change the focus on labour and capital markets; amongst others affirmative action and broad

based black economic empowerment (Pauw and Mcnube, 2007:2). Unfortunately, the aforementioned policies seemingly did not address issues of poverty successfully, contributing to high levels of inequality. In the South African context inequality, in terms poverty, has been described as unequal distribution of income and wealth in South Africa which can be measured in terms of the Gini coefficient (Govender, Kambaran, Patchett, Rudde, Torr & van Zyl, 2007:130). The Gini coefficient is a summary statistic of income inequality which varies from 0 (when there is perfect equality and all individuals earn equal income) to 1 (when there is perfect inequality and one individual earns all the income and the other individuals earn nothing). The Gini coefficient in South Africa was 0.70 in 2012 (OECD, South Africa March, 2013:19).

In terms of the brief account on the Gini-coefficient, one becomes conscious of the difference in per capita income in South African households (cf: Table 2.3):



Table 2.3: Per Capita Income per month in rand

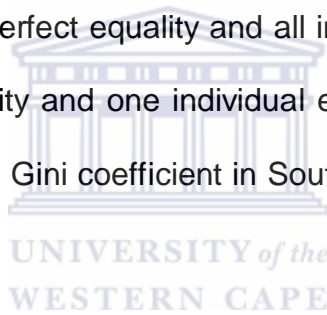
	2005	2006	2007	2008
Poorest 10%	977	1 037	1 092	1 041
Poorest 20%	1 401	1 486	1 564	1 486
Richest 10%	92 952	99 177	104 385	97 899
Richest 20%	60 581	64 388	67 770	64 565

Source: All Media and product survey (AMPS)1993-2008, Statistics South Africa Income and Expenditure Survey (IES) data and CPI estimates

Comparing the percentage income of the richest and the poorest quintiles, the deep structural nature of poverty in South Africa is evident. This is further explained by Development Indicators of South Africa (2009) based on the All Media and Product Survey of various years (1983-2008), Statistics South Africa Income and Expenditure Surveys (IES) data and CPI estimates of 2008. According to these indicators, the

income of the poorest rose from R783 per month in 1993 to R1041 per month in 2008 whilst the richest 20% increased from R47 4276 in 1983 to R64 565 per month. Poverty is a profound socio-economic challenge currently facing South Africa, and is coupled with high levels of inequality in living conditions and access to resources as well as intense vulnerability within households.

In the South African context inequality, in terms poverty, has been described as unequal distribution of income and wealth in South Africa which can be measured in terms of the Gini coefficient (Govender, Kambaran, Patchett, Rudde, Torr & van Zyl, 2007:130). The Gini coefficient is a summary statistic of income inequality which varies from 0 (when there is perfect equality and all individuals earn equal income) to 1 (when there is perfect inequality and one individual earns all the income and the other individuals earn nothing). The Gini coefficient in South Africa was 0.70 in 2012 (OECD, South Africa March, 2013:19).



According to Poverty Trends in South Africa Report (2014:20), there has been a significant increase in the proportion of South African households that have benefitted from social grants. The report also indicates that social grants increased over 46 percent in 2006 to 2012. In the Northern Cape, where the study was conducted, the General Household Survey (2012:40) indicated that there is a large dependence, of 28.5 percent on social grants in the Northern Cape Province. Although more people are advantaged by the grant system, more people are suffering from poverty and more people seem to be unemployed or not employed. In spite of this kind of state welfare provision, disparities between the rich and the poor in South Africa remain immense.

The above discussion has brought forward the thought of how education ought to contribute towards the alleviation of poverty in this country. In this regard, I already mentioned that education and the alleviation of poverty are part of the MDG, that is, to eradicate poverty, amongst others. Having said this, I recall the purpose of this study, that is, to explore how South African education policies can contribute to poverty alleviation in relation to learners' capabilities in Quintile 1 schools in the Frances Baard District in the Northern Cape. Although this study has specific reference to the Frances Baard District, I believe that it is vital to first obtain an understanding of the education system in South Africa in general.

2.4.3 Commonalities between the manifestations of poverty in Sub-Saharan Africa and South Africa

This section aspires to briefly outline identified commonalities between the manifestation of poverty in Sub-Saharan Africa and South Africa. I identified the following commonalities:

- **Commonality 1:** high unemployment, hunger, malnutrition, inadequate nutrition, inability to pay for services, inadequate access to health care or basic services and the risk of homelessness;
- **Commonality 2:** illiteracy, and poor human rights, besides insufficient income and livelihood opportunities;
- **Commonality 3:** poor living conditions; and
- **Commonality 4:** inequality in terms of life opportunities.

These commonalities are an indication that South Africa cannot escape influences of poverty also experienced by the rest of Africa. Although the latter might be the case, the South African education system has developed policies in an attempt to address

issues of poverty, but also to enhance the capabilities of learners so as to address adversities caused by poverty.

2.4.4 Education System in South Africa

According to the Department of Education (2014:4), the South African education system accommodates more than 12.8 million school learners, university students and technikon students. Furthermore, education systems consists of certain subsectors such as Early Childhood Education, Schooling, Teacher Education, Further Education and Training Colleges and Higher Education schools, which constitute the largest section of the education system. General education provides academic education from Grade 1 to 12 (for children aged between 6 and 18 years), whilst Further Education entities cater for education and training beyond Grade 12.

In this context, the South African education system faces difficulties in terms of meeting the high expectations of citizens, especially the poor and the disadvantaged (Department of Education, 2008:2). These expectations have reference to: (i) management and administration; (ii) educational objectives and policies which are regulative in nature; (iii) the educational structure; (iv) support services - in terms of teaching and learning; (v) finance; and (vi) social structures with an interest in education (Van Schalkwyk, 1989:12-17 and Department of Education, 2008: 2).

To address the above-mentioned challenges, the South African Department of Education (Department of Education) has undertaken initiatives to improve access to education and to improve the quality of education. Improvements in the South African education system are driven by education policies such as school fees policy, transport policy, The White Paper on Education and Training (1995) and the

National School Nutrition Programme (2004), amongst others.

Components of the South African education system include the vision, mission, aims and objectives as well as the development of different education policies. The use of the term “development” involves ways in which policy is designed and introduced through regulations, government notices and acts (Steyn, Steyn, De Waal & Wolhuter, 2002:72):

(i) The vision of the South African education system refers to what the education system would want to accomplish and includes the broader direction in which the country hopes to progress. The vision of DoE is “of a South Africa in which all our people have access to lifelong education and training opportunities, which will in turn contribute towards improving the quality of life and building a peaceful, prosperous and democratic society” (Department of Education, 2005:1).

(ii) The mission statement undertakes “to provide leadership in the construction of a South African education and training system for the 21st century” (Department of Education, 2005:1).

(iii) The objectives and aims are in the form of specific short, medium and long term outcomes and include:

- “making our provincial system work by making co-operative government work;
- breaking the back of illiteracy among adults and youths in five years;
- developing schools as centres of community life;
- ending conditions of physical degradation in South African schools;
- developing the professional quality of our teaching force;
- ensuring the success of active learning through outcomes-based education;
- creating a vibrant further education and training system to equip youths and adults to meet the social and economic needs of the 21st century;
- building a rational, seamless higher education system that grasps the intellectual and professional challenges facing South Africans in the 21st century; and

- dealing urgently and purposefully with the HIV/AIDS emergency in and through the education and training system (Department of Education, 2005: 1) .

Given the aim of the study, and given that such policies have been put in place by the Department of Education with the specific aim of poverty alleviation in such schools, it would seem that government recognises this as a prioritised area, and thus it is important to explain the education policy-making process and legislation.

2.4.5 Education policy-making and legislation

Steyn, De Waal, Steyn and Wolhuter (2002:60-61) refer to education policy as the intention with regard to the ways in which educational necessities of the target group would be delivered. Hartshorne provides a more comprehensive explanation of education policy as:

“a course of action adopted by government, through legislation, ordinances, and regulations, and pursued through administration and control, finance and inspection, with a general assumption that it should be beneficial to the country and its citizens” (Hartshorne, 1999: 5).

Based on Hartshorne’s view, it seems to me that education policy regulates the educational practices of teachers by means of prescriptive legislation and mechanisms of control. The regulatory function of education policy, according to Olssen *et al.* (2004:2) should be seen as discursive embodiments of the dynamics of various elements which underlie social practices. Therefore, I hold the view that the relationship between the learner and the school, with regard to the services to be delivered through the implementation of policy, should be deemed significant.

Since 1994, education policy has been developed in terms of various documents such as the Green and White Papers and has been enacted in a series of statutes.

The policy document that ushered in the new education dispensation was the White Paper on Education and Training (1995), known as White Paper 1. Various statutes, based on policy embodied in the White Papers, have been passed since 1994:

- South Africa Qualifications Authority Act (Act 58 of 1995);
- National Education Policy Act (Act 27 of 1996);
- South African Schools Act (Act 84 of 1996);
- Higher Education Act (Act 101 of 1997);
- South African Council for Educators Act (Act 31 of 2000);
- National School Nutrition Programme (2004);
- National Norms and Standards for School Funding Schools (2006); and the
- Learner Transport Policy Northern Cape (2010).

I want to indicate that new education and training policies aimed at redressing the legacies of under- and inequitable development, and at making learning opportunities available to all, would be based on the Constitution, which guarantees equal, non-discriminatory education opportunities for all (cf. also: Republic of South Africa, 1996:17). The realisation of the right to basic education is enabled through the South African Schools Act 1996 (SASA) which also seeks to ensure available, accessible, developmental and quality education to learners.

The policies which I shall analyse will be in terms of their content and context with reference to poverty as well the Capability Approach. This will be in line with my methodological framework, a Capability Approach, which aims to reveal persons' abilities in terms of their actual ability to achieve various functionings as part of living, and takes the set of individual capabilities as constituting an indispensable and central part of the relevant informational base of such evaluation (Nussbaum & Sen, 1993:30).

My intention is to analyse the following three South African education policies (*infra*: 1.1):

- i. **The National School Nutrition Programme:** This policy “seeks to provide quality nutrition to learners threatened by poverty and hunger in an integrated and developmental manner” (Department of Education, 2004:1-7);
- ii. **National Norms and Standards for School Funding:** This policy claims to address inequalities by establishing progressive state funding policy for ordinary public schools, which favour poor communities (Department of Education, 2006:11); and
- iii. **The Learner Transport Policy Northern Cape:** In this policy it is stipulated that: “Transport will be made available to learners who stay further than five kilometers away from school” (Department of Education, 2010:6).

The above three policies were purposely selected, because it specifically aims at dealing with issues regarding poverty and poverty alleviation as means to enable learners to have access to education. In this context, in the educational environment of a poor learner, I am of the opinion that poverty alleviation policies should act as the goods or resources which will assist him or her during his or her schooling. This will assist such learners to pass their exit points and to obtain a recognised qualification within the broad aim of liberating the poor. These policies should open up the educational opportunities for all learners and therefore enhance learners’ capabilities with respect to their schooling.

The implementation process and the impact on poverty alleviation of the three differently constituted policies will be investigated in detail in order to gain an appropriate and comprehensive understanding of policy implementation of the three mentioned policies in Quintile 1 schools in the Frances Baard District (Northern Cape).

In terms of education policy implementation, the objectives of the National Department of Education as follow:

“Enable all individuals to value, have access to and succeed in lifelong learning education and training of good quality. Educational and management processes must therefore put the learners first, recognizing and building on their knowledge and experience, and responding to their needs” (Department of Education, 1995: Chapter 4, Section 5).

In terms of the above stipulation, the White Paper 1 (1995) aims to ensure all individuals are granted the opportunity to develop their capacities and potential, and this is particularly relevant to a study informed by the Capability Approach. In this context, disadvantaged individuals in the South African society are thus protected by both the White Paper 1 (1995) and the Constitution. The stated aim of the current study is to identify the nature of poverty in the Quintile 1 schools in the Frances Baard District in the Northern Cape and to investigate and measure the effectiveness of the National School Nutrition Programme (2004), the National Norms and Standards for School Funding (2006) and the Learner Transport Policy NC (2010) in terms of alleviating poverty in the district.

The study includes a detailed analysis, not only of the contents of the policies, but also of the extent of their implementation and impact on learners living in poverty in the area. As has been described, this analysis is underpinned by the Capability Approach as the theoretical framework.

2.5 THE CAPABILITY APPROACH AS THEORETICAL FRAMEWORK

This section aspires to provide an illumination of the Capability Approach as the theoretical framework of this study. One of the aims of the study is to evaluate the implications of the three poverty alleviation policies for the Quintile 1 schools in the Frances Baard District in the Northern Cape. The evaluation is based on the Capability Approach, pioneered by Amartya Sen (1992) and developed more recently by Martha Nussbaum (2003). The Capability Approach explicitly recognises the positive effect that education has on human well-being and that educational attainment enables the acquisition, on the part of an individual, of a set of basic cognitive functionings vital to the realisation of other human functionings.

2.5.1 The Capability Approach

The Capability Approach is primarily a framework of thought, a mode of thinking about normative issues. According to Robeyns (2003: 8), the Capability Approach operates at three levels, as a:

- framework of thought for the evaluation of individual advantage and social arrangement;
- critique of other Approaches to the evaluation of well-being and justice; and
- formula or algorithm to make interpersonal comparisons of welfare or well-being.

These three levels position the Capability Approach in relation to education. Also, it is directly in line with the aim of this study in so far as there is a focus on information that is needed to make judgments about individual well-being relevant to issues of poverty and capabilities.

2.5.1.1 An exploration of the Capability Approach

Robeyns (2003:5) describes the Capability Approach in terms of a normative framework for the evaluation of individual well-being and social arrangements, as well as for the design of policies and proposals to effect social change. The core characteristic of the approach is its focus on what people are effectively able to do and to be, in relation to their capabilities. The approach is concerned with evaluating a person in terms of his or her actual ability to achieve various functionings as part of living, and takes the set of individual capabilities as constituting an indispensable and central part of the relevant informational base of such an evaluation (Nussbaum & Sen, 1993:30).

The main constituents of the Capability Approach are functionings and capabilities. Sen (1993:30) describes capability as “a person’s ability to do valuable acts or reach valuable states of being and functionings as achievements (Sen,1987:36) and that “capability is thus a set of vectors of functionings, reflecting the person’s freedom to lead one type of life or another”. A person’s functionings and capabilities are thus closely related but distinct. The freedom to choose between existing options constitutes an important aspect of the Capability Approach. Capability in other words refers to the alternative combinations of functionings and sets of functionings feasible for an individual to achieve. Thus it can be argued that the Capability Approach asserts that the perspective from which to judge a person’s well-being is that of his or her functionings, a perspective which will indicate whether a person actually has the freedom to choose an alternative.

The various alternative approaches to defining poverty identified by Frye (2005), including ‘capabilities poverty’, which is linked to the Capability Approach of Amartya Sen (1992), have also been described in detail in Chapter 1 and in Sections 2.2 and 2.2.1 – 2.2.4 of this Chapter. As a consequence, the Capability Approach envisaged poverty as being:

“Absolute in the space of capabilities, referring to supposedly universal human needs with relation to nutrition, education, human dignity and participation in society, including the capacity to move from A to B but relative in the space of commodities, resources and income that are required to realize those capabilities” (The Measurement of Poverty in the South Africa Project, 2007:26).

In the above view, I argue that phrases such as “nutrition”; “education”; “human dignity” and “participation” contribute to well-being in a sense that may be seen as freedom of individuals to live the lives that they and others value. Amartya Sen’s capabilities consist in the actual living that people manage to achieve as a result of free will. This freedom thus not only depends on the mere degree of the presence or absence of coercion or interference by others, but also on the range of options a person has in deciding what kind of life she or he wishes to lead (Dreze & Sen, 1995:10). The emphasis Saith (2007:15) place on the outcomes of the Capability Approach, which characterises and is indicative of the quality of life of individuals, implies a shift away from monetary indicators and a focus on non-monetary indicators for evaluating human well-being or deprivation. Monetary indicators are considered as a means to enhancing well-being only, rather than the actual outcome of interest in such an evaluation.

The relation between the goods (well-being) and the functionings necessary to achieve certain ways of being and doing is influenced by conversion factors in the form of personal, social and environmental characteristics as described by Robeyns (2003:12). Personal characteristics include aspects such as the physical condition, metabolism, reading skills and intelligence which influence how a person can convert the characteristics of the commodity into a functioning. The commodity refers to goods and services and the social characteristics including public policies, social norms, discriminating practices and societal hierarchies. Environmental characteristics include aspects such as climate, infrastructure, institutions, and the public goods and services that play a role in the conversion from characteristics of the goods to individual functionings. In terms of these various interrelated factors, the Capability Approach thus acknowledges the diversity of human beings and their environments and insists on the scrutiny of the context in which economic production and social interaction takes place, and whether the circumstances in which people choose from their opportunity sets are enabling and just (Robeyns, 2005:99).

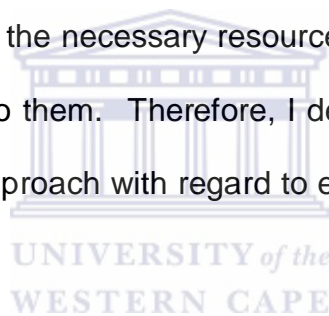
Thus, in terms of the above, I became cognisant of the fact that it is equally imperative to know more about a person and the circumstances in which he or she lives, in order to know or understand which functionings could potentially be achieved by the person.

In this context Sen (1993:1) views development as a kind of freedom, which, besides being free from physical deprivation, encompasses education, and has the potential, to enhance the capabilities of people. Therefore, this study aims to evaluate the three poverty alleviation policies implemented in the Quintile 1 schools in the Frances Baard District, in terms of their attempts regarding the alleviation of different aspects of

poverty. I need to reiterate that capabilities poverty refers to the deprivation of opportunities, choices and entitlements of which education is a part. I also need to remind the reader that this study is also informed by the view that human capability has an intrinsic value for the well-being of an individual and plays an indirect role in influencing social change and economic output. Thus it is important to understand the relevance of the Capability Approach to education before analysing the policies using this theoretical framework.

2.5.1.2 The Capability Approach and its relevance for education

Education could be considered as expanding the individual capabilities of people, providing them with access to the necessary resources, as well as ensuring their ability to make choices that matter to them. Therefore, I deemed it necessary to explore the relevance of the Capability Approach with regard to education.



In view of my aforementioned statement:

“Education for all can only be achieved if the education provided is improved in ways that ensure that the learning needs of all people are met through equitable access to appropriate and quality learning, and that everyone is given the means to acquire recognised and measurable learning outcomes” (vide: Bakhshi, Hoffman and Van Ravens, 2004:1).

In keeping with Bakhshi et al.’s, (2004:1) logic, I argue that education is a facility or arrangement that enables freedom for people to lead the lives they have reason to value and to enhance the choices they are confronted with. According to this approach, for education to fully enhance freedom and development, it is required that

the learning needs of all are met through equal distribution of resources, and that the education is of the kind of quality that leads to learning outcomes that ultimately enhance individual freedom and choices.

Furthermore, it should also be bore in mind that learners from different households might live in different circumstances and bring different resources to school. Thus, it is necessary to come to an understanding of whether the implementation of policies will assist all learners, irrespective of the socio- economic circumstances, in obtaining quality education and in expanding their capabilities.

Nussbaum (2003:67) asserts that in the field of education, a focus on what people can do and be, rather than on their mental states or the assets they have at their disposal, would involve focusing on the capabilities of individuals. Interpreting Nussbaum (2003) here, I hold the view that the Capability Approach is concerned with the opportunities that people have to improve the quality of their lives, whilst it is also imperative to recognise that human beings are not only a means or an instrument of progress, but also represent an end in the development process. According to this view, education is seen not only as a medium for expanding human capabilities but as a capability itself.

Sen (1999:10) postulates that there are five types of freedoms, all of which are interrelated: political freedom, freedom of access to economic facilities, and to social opportunities, transparency guarantees, and protective security. Complementary to Sen (1999:10), Flores-Crespo (2007:49) describes the characteristics of these individual freedoms:

- Political freedoms refer to the opportunities that people have to determine who should govern and based on what principles, and include the possibility of

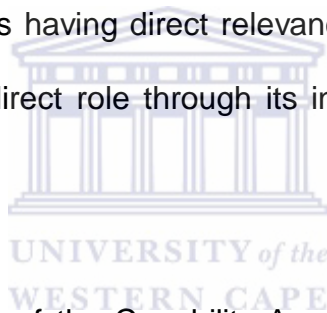
scrutinising and criticising authorities, having freedom of political expression, and enjoying the freedom to choose between political parties. This cluster of freedoms includes the political entitlements associated with democracies in the broad sense;

- Freedom of access to economic facilities refers to the opportunities that individuals enjoy in utilising economic resources for the purposes of consumption, production or exchange. The economic entitlements that a person has will depend on the resources owned or available for his or her use, as well as on conditions of exchange such as relative policies and market functions. Insofar as economic development and growth increase a country's income and wealth, these factors are reflected in a corresponding enhancement of the population's economic entitlements. In the relationship between national income and wealth there are the economic entitlements of individuals, and distribution considerations which are important;
- Social opportunities refer to the arrangements that society makes for education and healthcare which influence the individual's substantive freedom to live better. These facilities are important not only in terms of individuals' behaviour in their private lives, but also for their effective participation in economic and political activities;
- Transparency guarantees openness for deals or transactions, these ensure the freedom of individuals to deal with one another under guarantees of disclosure, and lucidity;
- Protective security provides a social safety net against an affected population being reduced to abject misery. The domain of protective security includes fixed institutional arrangements such as unemployment benefits and statutory income supplements.



In terms of the above indicators, Sen (1999:10) argues that access to all of these means of freedom can directly enhance and supplement people's capabilities, and that these freedoms can reinforce one another. This is interesting to me, because the instrumental role of freedom is thus concerned with the ways in which different kinds of rights, opportunities and entitlements contribute to the expansion of human freedom, thus promoting human development.

The Capability Approach thus focuses on the substantive freedom of people to lead the lives they value and to enhance the real choices they have. Tilak (2002:197) also sees the Capability Approach as providing an integrated approach to human development and education as having direct relevance for the well-being and freedom of people, and playing an indirect role through its influence on social change and on economic production.



Having outlined the relevance of the Capability Approach with respect to education, I deem it necessary to provide some critique of this theoretical framework from the academic literature

2.5.1.3 Critiques of the Capability Approach

Critical to the Capability Approach is that Sen's Capability Approach does not provide a list of specific functionings that should be taken into account. Economists such as Robert Sugden (1993) and John Roemer (1996) have criticised the approach in terms of this absence of specificity (Robeyns, 2003:36). Sen does not provide specific functionings that can be applied to explore the notion of poverty, amongst others. On the other hand, Martha Nussbaum's (2000:74) has been a prominent

voice arguing that Sen should have endorsed such a list. Nussbaum offers ten capabilities which she thinks are essential in enabling someone to have a flourishing life: bodily health, bodily integrity, senses, imagination and thought, emotions, practical reasoning, affiliation, other species, play and control over one's own environment (Brighthouse & Unterhalter, 2002:12). However, I regard Sen's argument for not providing a specific list of functionings in order, because:

- it makes better sense to advance the Capability Approach as a general approach to the evaluation of individual advantage and social arrangements rather than as a well-defined theory; and secondly
- the application of the Capability Approach will always be combined with a particular selection of social theories, and each specification might result in a different selection of valuable functionings (Robeyns,2003:36).

The Capability Approach is thus much concerned with the opportunities that people have to improve the quality of their lives. Other critics of the approach such as Gasper (2002:451-452) questioned Sen's approach has failed to provide a complete picture of his concept of human development. It is also pointed out by Flores-Crespo (2007:51) that little attention is paid to psychology in the approach, particularly to the idea that the sovereign, conscious, choosing self is a kind of illusion. With regard to individualism, an assumption of the approach being that it embraces an egocentric notion of human beings, Robeyns (2003:43) argues that the Capability Approach is an ethically individualistic theory, since capabilities become individualised and the approach focuses on each person as the unit of normative evaluations.

Although Sen's Capability Approach is critiqued, I regard his views significant for this study because it:

- is a holistic approach which opens the door for exploring discourse for conceptual clarity and philosophical foundations;
- resonates with the experiences of scholars as articulated in education policies; and
- attracts groups that have different interests, goals, activities and practices.

For me, Sen surely is not in favour of grand narratives or objective realities regarding discourses under study and so paves the way for scholars, educationists and researchers to consider multiple meanings of concepts such as poverty (as is the case in this study) when utilising the Capability Approach and its position in education policy.

2.5.1.4 Capability Approach and education policy

According to Robeyns (2003:6), the Capability Approach evaluates policies according to their impact on people's capabilities. As was described in Chapter 1, this includes whether people have access to high quality education, to real political participation, and to community activities that assist them to cope with struggles in daily life. In this context it can be argued that the Capability Approach is comprehensive and integrative, linking material, mental, spiritual and social well-being.

Osmani (2003:8) presupposes that policy should be developed by a collective of actors, all of whom are legitimately involved in advancing the interests of certain social groups, and that the interest of all social groups must be represented to ensure that the structures that develop policy reflect and indicate the interests of all citizens. Thus, according to this view, policy needs to take account of the contradictory nature of

exclusions and implementable policies presuppose policy that is enabling in allowing the actors to use the framework or policy architecture to guide and enact transformation. Policy should thus be feasible, enabling, holistically integrated and democratic in nature. Osmani (2003) emphasised the principles of inclusivity and democratic processes of education policy development when he presupposed that:

"Policies about access must consider how to include previously excluded students in the system as a whole and in specific institutions that would previously have fostered exclusionary practices. The education system needs to correct practices of educational exclusion by ensuring that all students eligible for education especially those from deprived backgrounds participate meaningfully in education programmes and learners recognise the incentives to include themselves in the education system"(Osmani, 2003:8).

I observe that Osmani's view aligns with a view from the preamble of the South African Schools Act (Act 84 of 1996) in the sense that:

*"this country requires a new national system for schools which will redress past injustices in **educational provision**, provide an education of progressively high **quality** for all learners and in so doing lay a foundation for the development of all our people's talents and **capabilities**, advance the democratic transformation of society, combat racism and sexism and all other forms of unfair discrimination and intolerance, contribute to the **eradication of poverty** and **economic well-being** of society, protect and advance our diverse cultures and languages, uphold the rights of learners, parents, educators, and promote their acceptance of responsibility for the organization, governance and funding of schools in partnership with the State"*(Department of Education, 1996)

Here I became aware of how the SASA (1996) aims to uphold the education principles

of the Constitution and provide for a uniform system for the organisation, governance and funding of schools. In this context it seeks to ensure that all learners have the right of “**access**” to “**quality**” education as a way to “**eradicate poverty**” in an attempt to develop peoples’ **capabilities**. Having said the latter, I am convinced that stipulations in the SASA (1996) align with the poverty alleviation policies which are a focus point in this study.

In order to determine the relation between these policies and the Capability Approach, an analysis of the nature and of the regulatory and guiding principles is required.

As already noted an educational policy cannot be separated from the political, social and economic contexts in which it exists. Mindful of the afore-mentioned, I propose that, for the purpose of this research, Taylor *et al.*'s (1994:44) exposition of a framework for the analysis of an educational policy will be used. The policy cycle consists of three elements, namely the context of influence, the text production and the practice. According to Taylor *et al.* (1997), the analysis of an education policy can be done in terms of the *context, the content and the consequences of the policy*. The framework entails the following:

- **Context analysis** refers to the antecedents and pressures leading to the gestation of a specific policy (Taylor et al, 1997:45). This includes the historical background, intertextual
- The analysis of **the content or text** refers to the structure of the policy itself. This includes the principles, objectives, the aim, assumptions underpinning the policy and the use of language (Taylor et al. 1997:48); and
- The analysis of **the consequences** refers to the ambiguities in the policy itself. It includes the implications for implementation of the policy and the impact of policy implementation (Taylor et al. 1997:50).

In the following section, I intend to provide a context and content analysis of the three identified South African poverty alleviation policies, whilst I shall also deliberate on the consequences of the mentioned policies for implementation thereof (Taylor *et al.*, 1997).

2.6 ANALYSIS OF THE THREE SOUTH AFRICAN POVERTY ALLEVIATION POLICIES

First, a brief account of the background (context) that led to the manifestation of the policies will be provided. This will be done separately in terms of each policy. Thereafter, the three policies will be analysed in diagram format accompanied by a narrative account of the listed information regarding content and consequences for implementation.



2.6.1 National Norms and Standards for School Funding (2006)

The South African Schools Act, 1996, came into effect on 1 January 1997. The principal objective of the Act is to provide for a uniform system for the organisation, governance and funding of schools. This objective sends a clear message that the development of people's capabilities and talents are central to the kind of quality and accessible education envisaged. The implication is also that learners from poor backgrounds need to be assisted to access quality education and to develop their capabilities in order to realise their potential and their aspirations.

In the context of providing poor children access to quality education, the No Fee Policy is outlined in the Amended National Norms and Standards for School Funding

(2006). I will henceforth refer to this amended policy as the No Fee Policy Sections 155 and 156:42-43, which stipulates that a No Fee School may not demand compulsory school fees if both of the following two criteria apply:

- (a) The school has been placed in a national quintile, or part of a quintile that has been identified by the Minister, as being in need of a total prohibition on compulsory school fees; and
- (b) The school receives a per learner school allocation that is greater than or equal to the No Fee threshold for the year in question. The per learner school allocation amount that should be compared against the No Fee threshold is the amount implicit in the communication made to schools.

No Fee schools are determined by an assigned poverty score using data from the community in which the school is located. The indicators utilised for this purpose are income, unemployment rate and the level of education of the community, all of which are weighted to assign a poverty score for the community and for the school (Department of Education, 2006, Section:102). It can be argued that learners in different communities will be affected differently as the funding to the schools will differ. Schools from the poorest communities, as identified by the MEC, of a particular province will not charge school fees.

In this context the following 'national poverty distribution table' or 'poverty table' should be used by the Provincial Education Department in determining how the target table finds expression in each province.

Table 2.4: The National Poverty Distribution

	1 (poorest)	2	3	4	5 (least poor)
Eastern Cape	34.8%	21.6%	21.0%	11.6%	10.9%
Free State	30.8%	14.9%	20.1%	18.8%	15.4%
Gauteng	10.5%	11.4%	27.4%	27.2%	23.6%
KwaZulu-Natal	24.2%	18.8%	25.6%	17.3%	14.1%
Limpopo	34.0%	22.3%	24.9%	11.6%	7.2%
Mpumalanga	16.7%	20.2%	29.8%	19.9%	13.5%
Northern Cape	26.3%	17.7%	21.6%	14.8%	19.6%
North West	22.7%	15.2%	30.5%	20.5%	11.0%
Western Cape	6.5%	8.0%	23.1%	27.7%	34.6%
South Africa	20.0%	20.0%	20.0%	20.0%	20.0%

Source: Government Gazette No 833 26 Sept 2007

The South African School Act (1996) provides for the Minister of Education to make regulations concerning the equitable criteria and procedures for exemption of parents from school fees, and to identify schools that will be No Fee Schools (Department of Education, 2006: Section 151:42). The term “Quintile” has particular importance with regard to the funding of a school. It refers to one of five groups into which all South African public ordinary schools are placed, and where the grouping is according to the poverty level of the community surrounding the school. Quintile 1 is the poorest quintile. Each national quintile encompasses one fifth of the learners’ enrolled (Department of Education, 2006:24). The main aim of the No Fee Policy is to improve access to all learners to free and quality education.

Guiding principles have been adopted, by which the No Fee Policy (2006) should be regulated and include the following:

- the Minister shall annually determine quintiles;
- a Member of the Executive Council (MEC) must identify which schools qualify as No Fee schools and must determine the details, if any, regarding no fee

grades. Provinces must inform the Minister of the school allocation amounts budgeted for, assess the validity of the information submitted on No Fee schools and publish a valid list by 30 September each year. The implications thereof should be explained to parents (Department of Education, 2006, Sections 157-162).

The No Fee schools are an integral part of Government's strategy to alleviate the effects of poverty and redress the imbalances of the past (Department of Education, 2006: Section 155:42). The rationale for the policy is that school fees should not be an obstacle to learners in the schooling process and those learners from poorer communities should be entitled to equal access to education in order to ultimately improve their quality of living. These basic principles of state funding of public schools are derived from the constitutional guarantee of equality and the recognition of the right of redress. According to these principles, the state must fund public schools from public revenue to ensure the proper exercise of these rights (Department of Education, 2006: Section 34).

The Amended National Norms and Standards for School Funding came into effect on 1 January 2007, and include the No Fee Policy (Department of Education, 2006). The funding for a school is divided into personnel expenditure and non-personnel expenditure, also referred to as school allocation. The school allocations are intended to cover non-personnel recurrent items and small capital items required by the school as well as normal repairs and maintenance to all the physical infrastructure of the school (Department of Education, 2006: 26). The document stipulates the purpose of the allocation: "The school allocation is primarily and exclusively intended for the promotion of efficient and quality education in public ordinary schools". The school

allocation is developed using considerations such as the rights of learners, the minimum basic package to ensure quality education, prices of goods and services, the national distribution of income differences, poverty, and the state budget.

Table 2.5: National table of targets per learner for the school allocation (2007-2009)

		2007		2008		2009	
	A	B	C	B	C	B	C
NQ1	30.0	R738	100	R775	100	R807	100
NQ2	27.5	R677	100	R771	100	R740	100
NQ3	22.5	R544	100	R581	100	R605	100
NQ4	15.0	R369	67	R388	100	R404	67
NQ5	5.0	R123	22	R129	22	R134	22
Overall	100	R492	89	R517	89	R538	89
No fee Threshold		R554		R581		R 605	

Source: National Norms and Standards for School Funding, 2006 Pretoria: Government Printer.

The table of targets above is used to establish the target amounts per learner for the school allocation. Column A provides the percentages that underlie the pro poor funding approach, column B specifies the target per learner school allocation amount in rands for each of the years 2007, 2008 and 2009. Column B also specifies what the average per learner target value would be for the country as a whole. The No Fee threshold amount appearing in column B indicates the per learner amount that Government considers minimally adequate for each year. Column C indicates the maximum percentage of learners in each national quintile that could be funded to the no fee threshold level. Column C provides an indication of both the possibility of adequate resourcing without school fees, and the percentage of learners which could be exempted from the payment of school fees, given the existence of fees. According to the No Fee Policy (Department of Education,2006:35), the Minister would

publish in the Government Gazette, the new Column B targets for a new year on an annual basis.

2.6.2 The Learner Transport Policy Northern Cape (2010)

This policy was developed due to the fact that educational institutions are situated at a distance from residential areas and the related lack of public transport for commuting. Not only can this policy be regarded as a means to assist poor learners to attend school, but also as a way to ensure that the aims of a broader rural development strategy are met (Department of Education, 2010: Section 2).

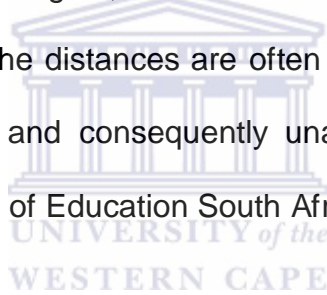
Access to education implies that all learners who live far from schools should be able to get to school without great difficulty (The Development of Education South Africa, 2008:9). Although a detailed National Learner Transport Policy is not yet available, it is the responsibility of provincial and municipality transport authorities to develop implementation strategies for learner transport based on broad national policy statements. Section 21 and 34 of SASA (Department of Education, 1996) respectively indicate that School Governing Bodies should “pay for services to the school”, and that it is the responsibility of the State to “fund public schools from public revenue in order to ensure the proper exercise of the rights of learners to education, and redress the past inequities in education”. These extracts from SASA can be interpreted as services that the State has an obligation to provide to learners, including learner transport in order that their right to education is realised. The No Fee Policy (Department of Education, 2006: Section 123) also specifies that an allocated amount may be used for non-personnel and non capital expenditure, which may include learner transport. The Annual Performance Plan MTEF (Medium Term Expenditure

Framework) of 2007/08 to 2009/2010 specifies the strategic objectives of the Northern Cape Department of Education as being “to improve the provision of quality Education and Training services and resources to the rural and poor communities in order to deal with poverty; and to improve access to boarding and transport facilities to poor and rural learners”. In the Northern Cape Department of Education a Learner Transport Policy was officially adopted on the 1 March 2010. The policy principles include the following:

- learner transport subsidies are intended for poor, farm, rural and special school learners where access to schools is a challenge;
- learners must attend the school nearest to their residence. The learners do not qualify for transport where the nearest suitable school is situated within a radius of five (5) kilometres from the parents'/guardians' residence;
- if the school accommodation facility for a special or full service is situated away from the learning facility, the learners automatically qualify for transport from the hostel accommodation to the learning facility, irrespective of whether these are 5 kilometres apart or not;
- learners staying further than 5 kilometres away from the school qualify to be transported provided that those learners attend the school nearest to the parents' residence. If the nearest school cannot accommodate these learners, they can enrol at the next nearest school, where they will also qualify for transport;
- parents who exert their right to enrol their children at a school of their own choice, and one which is not the nearest suitable school, will forfeit the transport allowance;
- the Northern Cape Education Department will, in areas where no service providers are prepared to transport learners or are demanding very high

- rates, purchase buses and provide transport services to the learners;
- the learner transport program will use multi-mode transport, that is buses, taxis, bicycles and transport allowances to schools for learners;
 - the Northern Cape Education Department has a secondary responsibility to appoint the required transport providers to ensure that all the learners who require transport to schools, and who meet the requirements, are catered for; and
 - the subsidy will be covered 100% for all poor learners who meet the requirements.

This policy is an indication that there are learners who stay far from the school and that this might have serious implications in terms of depriving them of the opportunity to receive an education and, in doing so, to realise their full potential. For some of those learners who walk to school, the distances are often so great that they arrive at school late, tired and often hungry, and consequently unable to concentrate fully on their schoolwork (The Development of Education South Africa, 2008:9).



According to Madubula (2008:178), an estimated 76% of learners in South Africa walk to school, and this lack of transportation affects teaching and learning, especially in rural areas, and constitutes a barrier to access to education for needy learners. Madubula (2008) also records that several reports, such as those from The National Household Travel Survey done in 2003, the Nelson Mandela Foundation Report of 2005 and the South African Human Rights Commission Report of 2006, show that learners are walking long distances to school. The National Report on the development of Education (2008:9) also records that at the time the data was collected for the report, transport was less than satisfactory and not available to all those learners who needed it, and that the level of access to transport varies across the different provinces. Modes of transport provided by Provincial Education

Department were mainly buses and mini buses, but also included schemes using bicycles, cars and donkey carts. In the context of poverty and the development of learners' capabilities, learner transport to school is essential.

According The Annual Report of Northern Cape Department of Education (2013: 25), approximately 22 816 learners are being transported to school in the province. From the analysis of the situation regarding learner transport, it is clear that a lack of sufficient transport can contribute towards multi-dimensional impoverishment in terms of the Capability Approach. Learners in the rural areas or learners who stay more than 5 kilometres from a school might be affected negatively with regard to their schooling if transport is not available, and thus the effective implementation and monitoring of a policy for a transport allowance is essential for learners in poverty stricken areas.

2.6.3 The National School Nutrition Programme (2004)

This document is a poverty alleviation strategy introduced in 1994 by government as part of the Reconstruction and Development Programme of the newly founded democratic Republic of South Africa (Department of Education, 2004:1). As such, this policy can be interpreted as a means of improving the health and nutritional status of South African primary school children, improving levels of school attendance, and improving the learning capacity of children.

It seems that the NSNP (2004) was mainly conceptualised as an educational intervention aimed at addressing children's ability to learn. The NSNP (2004:2) states that the programme should serve to benefit learners from the poorest schools, or schools serving the poorest communities. According to the School Food Security Program Guidelines (2008:2-3) the Northern Cape Department of Education, the

program represents a developmental and integrated approach to poverty alleviation and includes: provision of meals to all those learners in grade R attached to schools. The project also assists schools to establish food gardens, creating jobs specifically for unemployed single women, and links up with the Department of Social Services and Home Affairs to assist learners. Given the high prevalence of poverty across the country, a large number of learners face the risk of reduced capacity to learn and develop as a result of nutritional deprivation. The NSNP (2004) aims to provide well-balanced meals to learners, in the hope of increasing their concentration levels and performance. The National Report on the Development of Education in South Africa (2008:9-10) states that the NSNP not only promotes good health, but also has an impact on learning by enhancing children's active learning capacity, alleviating short-term hunger and providing an incentive for children to attend school regularly. The NSNP (2004) is a government intervention to create a better life for all, and meeting the Millennium Development Goals in halving poverty and making education accessible to all by 2015. The Report on the Evaluation of the NSNP (2008) describes the role of the NSNP: "The NSNP has been an integral part of the overall strategy of government to address the imbalances and inequities of the apartheid era". In the report the aims of the NSNP were identified as being to:

- contribute to the improvement of education by enhancing primary school pupils' learning capacity, school attendance and punctuality and to contribute to general health development by alleviating hunger;
- educate pupils on nutrition and also improve nutritional status through micro-nutrition;
- eradicate parasites wherever indicated, and
- develop the nutrition component of the general education curriculum.

These aims are aligned to the Bill of Rights of the Constitution of South Africa (1996), Sections 27-29, which refer to the right of access to sufficient food and the right of children to basic nutrition and basic education. The aims of the policy also indicate that learners are entitled to food to assist them to develop physically and mentally.

The strategic goals of the School Food Security Programme Guidelines (2008/2009:2-3) of the Department of Education describe the programme as a developmental and integrated approach to poverty alleviation and include the following components:

- to provide a balanced diet and nutritious meals to all learners;
- to promote self-sustenance through food gardens to complement existing food allocation;
- to encourage schools to support community projects to sustain Small, Medium and Micro Enterprises (SMMEs);
- to promote job creation as an integral part of the project, specifically targeting unemployed single women and female-headed households and
- to support other children's rights promotion initiatives using the school to identify needy learners.

In drawing up this policy, the Department of Education (Department of Education, 2004) had noted the impact of hunger and nutrient deficiency on school attendance, cognitive capacity, death rates of young children and mothers, and reduced immunity to disease.

If compared to each other, it is evident that all three policies aim at alleviating poverty in an attempt to ensure that all learners are afforded opportunities to attend school in this country.

Next, the three policies will be subjected to a content analysis which will include an analysis of: (i) the aim and purpose; (ii) guiding principles and a description of the

principles underlying the policies; as well as (iii) the assumptions underpinning the policies:

2.6.4 The aim and purpose

The table below indicates the aim and purpose of the three poverty alleviation policies as mentioned:

Table 2.6: Aim and purpose of the policies

No Fee Policy (2006)	NORTHERN CAPE LEARNER TRANSPORT POLICY (2010)	NATIONAL FOOD NUTRITION PROGRAMME (2004)
Deal with the public funding of public schools; the exemption of parents who are unable to pay school fees and public subsidies to independent schools (Department of Education, 2006: 3).	To facilitate efficient, effective execution and administration of the learner transport initiative in the Northern Cape Education Department (Department of Education, 2010: Section 1).	To ensure unreserved access to basic quality nutrition as provided by the Department of Education and Government in general for the benefit of learners from the poorest schools or schools serving the poorest communities (Department of Education, 2004: Section 2).

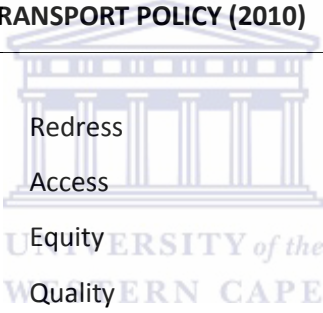
Emergent from the aims of the above education policies is how the Department of Education intends to cater for the poor. The implication is also that learners from poor backgrounds need to be assisted to access quality education by providing a uniform system for the organisation, governance and funding of South African schools

2.6.5 Principles underpinning the poverty alleviation policies

South African education policies are underpinned by principles directed by the White Paper on Education and Training (1995). The White Paper (1995) contains principles

which give direction to the formulation of all other South African education policies. As such, the role of these principles can be explained in terms of the development of an education system which should produce quality citizens, with the ability to solve problems, think critically, and apply skills and techniques to different situations (Department of Education, 1995: Chapter 4 Sections 5 and 7). This section, however, only focuses on principles that are visible in the three identified South African policies under study. The principles identified in the three poverty alleviation policies are summarised in Table 2.3 below and I shall present a brief elucidation thereof, next:

Table 2.7: Guiding principles

(No Fee Policy (2006))	NORTHERN CAPE LEARNER TRANSPORT POLICY (2010)	NATIONAL FOOD NUTRITION PROGRAMME (2004)
<ul style="list-style-type: none"> • Redress • Access • Equity • Quality 	 <ul style="list-style-type: none"> • Redress • Access • Equity • Quality 	<ul style="list-style-type: none"> • Redress • Access • Equity • Quality

Significant about the indicated principles is the manifestation of *redress*, *access*, *quality*, and *equity* in all three policies. It should be noted that these principles have not been randomly chosen, but emerged from a pre-analysis of all these policies. As has been indicated before (*infra*: 2.6.1.-2.6.3), these policies aim at alleviating poverty.

Perceptibly, I am of opinion that these principles drive poverty alleviation, because it is encapsulated within the policies. The indicated principles will be briefly elaborated on next:

Principle of redress: According to White Paper 1:

“There must be special emphasis on the redress of educational inequalities among those sections of our people who have suffered particular disadvantages, or who are especially vulnerable” (Department of Education, 1995: Chapter 4 Section 7).

For me, redress as articulated above, speaks directly to how resources can be applied or distributed to rectify existing imbalances, including structures and procedures in order to address the inequalities of the past. It also correlates with the three policies in the sense that redress aims to: *“enhance the provision of education”* (Department of Education, 2010: Section 1); *“serve the poorest schools”* (Department of Education, 2004: Section 2) and *“improve the quality of school education”* (Department of Education, 2006: Section 31). Arguably, the three policies provide remedial action by affording learners opportunities to attend schools and in so doing defend their human rights in terms of education. Redress is thus corrective in nature (Shale, 1999:31).

Principle of access: White Paper 1 stipulates that the aim of access is to:

“Enable all individuals to value, have access to and succeed in life long education and training of good quality” (Department of Education, 1995: Chapter 4, Section 5).

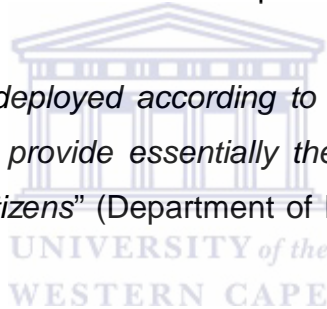
After analysing the above stipulation, I came to understand access as a pedagogical approach to accomplish the dissemination of knowledge. By this I mean that education policies’ contribution to education should be of such a nature that learners should feel free to attend school. In this regard, the three education policies indicate that access is important so as to ensure: *“unreserved access”* (Department of Education, 2004: Section 2); *“that all learners have right to access to quality education”* (Department of

Education, 2010: Section 3) and “*provide the sufficient school places for every child*” (Department of Education, 2006: 15).

For me, it seems that the policies are serious regarding poverty alleviation and the development of capabilities, because of the emphasis on access to education. My assumption is based on the notion that access contributes towards life opportunities, utilising resources, acquiring knowledge and strengthening skills. In so doing, learners will be provided with the means to move easily from one learning context to another, so that the possibilities for lifelong learning are enhanced.

Principle of equity: Equity, in terms of White Paper 1 argues that:

“Resources must be deployed according to the principle of equity, so that they are used to provide essentially the same quality of learning opportunities for all citizens” (Department of Education, 1995: Chapter 4, Section 12).



For me, equity exemplifies fairness in terms of the same opportunities to all learners in this country. In this regard, the three policies postulate that equity is based on notions that: “transport initiatives must be part of a broader rural development strategy” (Department of Education, 2010: Section 2.2); “equitable funding for schools is imperative” (Department of Education, 2004: Section 3); and “to improve equity, schools must be targeted to the needs of the poorest” (Department of Education, 2006:36). Evidently, the policies articulate equity in terms of the principle of justice. According to Robeyns (2004:4), justice is a plea for mutual advantage, meaning that everybody should enjoy the same opportunities.

Mindful of the aforementioned views, equity also reflects deploying state resources by

being fair, flexible, through effective policies ensuring unbiased treatment of everybody under all circumstances, irrespective of differences that may occur. For me, equity thus involves the equal distribution of the general benefits of education for the educational well-being of learners and attainment of high level skills, regardless of their own personal and socio-economic circumstances.

Principle of quality: Quality, according to White Paper 1:

“Ensures that learners are well prepared in the school environment to become responsible citizens; and it instills attitudes and values that are comparable with society” (Department of Education, 1995: Chapter 4, Section 9).

In terms of the above stipulation, I hold the view that quality determines how much and how well learners learn and the extent to which their education translate into a range of personal, social and developmental benefits. My view is supported by the three policies in the sense that it aims to: “raise the standards of education provision and performance” (Department of Education, 2006: Section 11); “enhance the culture of learning due to the provision of education” (Department of Education, 2010: Section 1); and “implement a mentoring system in order to ensure regular school feeding” (Department of Education, 2006: Section 6.12). For me, quality, as articulated in the policies, is linked to the capacity and commitment of the teacher, appropriateness of the curriculum and the way standards are set by the Department of Education. The implication is that learners from poor backgrounds need to be assisted to access quality education and to develop their capabilities in order to realise their potential and their aspirations. In view of the discussion regarding the above principles, two important aspects can be highlighted, namely: (i) the alleviation of poverty; and (ii)

capabilities. Importantly, since my frame of thinking resonates with the Capability Approach, I argue that it is critical to elucidate on the link between the Capability Approach and the three South African education policies.

2.7 THE LINK BETWEEN THE CAPABILITY APPROACH AND THE NO FEE POLICY (2006), THE NATIONAL SCHOOL NUTRITION PROGRAMME (2004) AND THE LEARNER TRANSPORT POLICY NORTHERN CAPE (2010)

In this section, I intend to explicate the link between the Capability Approach and the three South African education policies.

A key idea of the Capability Approach is that:

“A person’s capability to achieve functionings that he or she has reason to value provides a general approach and yields a particular way of assessing the freedoms that people enjoy” (Alkire, 2003:666).

If the Capability Approach aims to focus on the freedoms people may enjoy and the three education policies contain principles that aim to enhance well-being and freedom of individuals, then I assume that there is a link between the approach and the policies. The three poverty alleviation policies highlighted the principles of quality, access, redress and equity related to inequalities of the disadvantaged children of South Africa, whilst Sen’s (1993:50) Capability Approach focuses on functionings, capabilities, freedom and agency. The principles emerging from the poverty alleviation policies and aspects of the Capability Approach will be used to establish the link between the policies and the approach.

Sen's Approach indicates that the quality of education and access to education are inextricably linked and that during their schooling learners should be able to translate educational inputs into functionings. Functionings focus attention on the outcomes of capabilities. Dielten and Meny-Gilbert (2009:49) see access as encompassing more than physical access or getting through gates of a school, but as including the ability to participate and engage in meaningful education. The purpose of the No Fee Policy (2006) is to improve access to free and quality education for all South Africans. However, in South Africa many learners are clearly not able to do this.

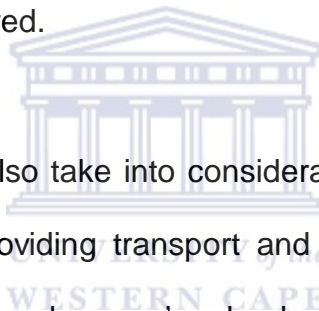
Although the No Fee Policy (2006) allows schools to provide for the needs of the learners (cf. 2.6.1), research shows that many learners are struggling in schools. The Southern and Eastern Africa Consortium for Monitoring Educational Quality (SAQMEQ), Trends in Mathematics and Science Study (TIMSS) and the Department of Education Systemic Results of 2008 and 2009 indicate that learners are failing to achieve adequate outcomes in numeracy and literacy. Here, I realised that South African learners are actually performing below their academic potential (*vide*: Department of Education, 2010). This is an indication that quality and redress is not being adequately addressed in terms of the goals set out in White Paper 1 (2005).

Because little attention has seemingly been given to the goals of White Paper 1 (2005), learners drop out of school, because they realise that education is not developing their capabilities, although some of those learners who receive transport to and feeding at school are motivated to continue. However, access to school is not sufficient as learners must, once at school, make cognitive progress and attain curriculum outcomes. As discussed earlier (*infra*: 2.6.2), having to walk to school has negative effects on a learner's performance and thus in fact represents a denial of

access to quality education. Some parents might not be able to afford to pay for transport. This would also go against the stipulations regarding compulsory school attendance in the South African Schools Act of 1996, which states that “a learner must attend a school from the first school day of a year in which such a learner reaches the age of seven years until the last school day of the year in which the learner reaches the age of fifteen years or the ninth grade, whichever occurs first”. I contend that denying a child transport to school could also be interpreted as restricting his or her access to the goods of education, in turn reducing his or her opportunities in adult life and restricting his or her individual freedom and agency.

Thus, albeit living in poverty, a learner who attends a No Fee school receives food and possibly makes use of transport, could be said to have access to education. However, access (by means of nutrition and transport) is influenced by agency. A person with agency is regarded as “someone who acts and brings about change, and whose achievements are to be judged in terms of their values and objectives, whether or not we assess them in terms of some external criteria” (Sen, 1999:19). For me, agency signifies one’s ability and motivation to pursue goals that one values in spite of constraints, and that good quality schooling fosters agency and develops freedom. Quality in this context refers to the degree to which objectives are met at the desired levels of accomplishment, it ensures that learners are well-prepared within the school environment to become responsible citizens, and it instills attitudes and values that are in line with those held by society. In this regard it appears that the No Fee Policy (2006): “*seeks to support and foster quality in education in that it aims to improve access to free and quality education for all*” (Department of Education, 2006: Section, 93). The Capability Approach complements this stated policy aim, in that it sees the

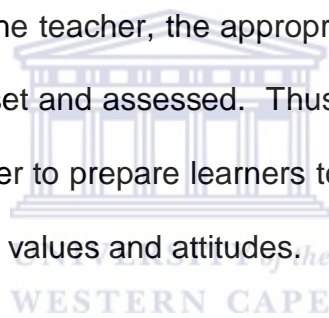
goal of development programmes or policies as being not only to alleviate absolute poverty but to enable all people to develop their full potential. From the foregoing, I argue that good quality education could be seen as a capability - one that is supposed to equip learners with the knowledge and skills to use their material possessions, with innate talents and an environment in which to make informed choices and lead a full life (vide: Dieltens & Meny- Gilbert, 2009:49). Furthermore, I argue that a lack of access to quality education is an indicator of poverty as well as lack of equity. Quality demands that where a service should be delivered, the different stakeholders' expectations should be taken into consideration, and the services should not only be evaluated, but it should also be taken into consideration to whom and in what circumstances it will be delivered.



Quality improvement should also take into consideration the problems learners face in their daily lives. Through providing transport and food to learners, the school acts as the agency and facilitates learners' school attendance, thus increasing their chances of further educational agency and freedom. However, although learners may have the opportunity to attend a school, their preferences and choices are shaped and informed by society. Walker (2004:9-10) sees much of children's learning as being shaped outside the school, in families and in neighborhoods, and considers that the provision of resources and opportunities in school to children to develop, and their and the ability to learn, as well as the biographies all pupils have, are implicated in, and impact on, the desire and possibility to learn. In my view, this perspective of learning applies particularly to learners living in poverty.

As was discussed in a previous section (*infra*: 2.6.3) the NSNP (2004) aims to

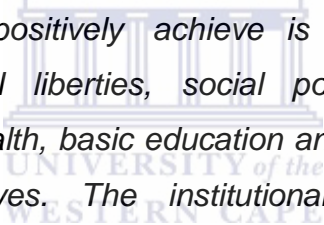
alleviate the impact of poverty by providing meals to children at schools. By so doing, the objective is to motivate learners and ensure that they can make optimal use of their education which in turn, according to the Capability Approach, will enable their future social mobility and agency. However, Wildeman (2009:32) reported that inconsistent funding has compromised the delivery of the school feeding programmes at schools, a situation which has compromised learners' access to quality education, and to the development of their capabilities. This kind of defaulting on promises signals a general decline in the quality of education and in the performance of learners in many schools and colleges serving the majority of the population. This is disturbing, because I argue that quality is required across the board and is measured by the capacity and commitment of the teacher, the appropriateness of the curriculum and the ways in which standards are set and assessed. Thus, quality can be measured by how well school is managed in order to prepare learners to become responsible citizens and to instill in them positive social values and attitudes.



Walker (2004:4) echoes Sen's view that it would be a mistake to think of achievements only in terms of active individual choices, as society also has an influence on agency and the freedom to make choices. This view relates to the principle of redress which Dworkin (2000:113) refers to as compensation given to those to whom it has been denied. Subsequent to all, redress refers to the remedy or the rectifying of the wrong, thus considered as corrective in nature (*vide*: Shale, 1999:19) considers. In this context, The White Paper on Education and Training gives particular emphasis to the redress of inequalities amongst those sections of our people who have suffered particular disadvantages, or who are especially vulnerable (Department of Education, 1995: Chapter 4, Section 7). It suggests that emphasis should be placed on those segments of the population that suffered, and continue to suffer, most under certain

circumstances, the poorest of the poor. Of interest to me is that through redress, resources can be supplied or distributed in such a way as to rectify existing imbalances and to address the past inequalities. The provision of transport to learners in rural and/or poor areas would assist in the development and enhancement of their individual functionings.

One of the aims of the National School Nutrition Programme (2004: Section 6.9) is to encourage the establishment of food gardens in schools, and to create employment, an initiative which is supported by Sen (1995) in terms functionings and economic and other developmental opportunities. In the words of Sen (1995):



“What people can positively achieve is influenced by economic opportunities, political liberties, social powers and the enabling conditions of good health, basic education and the encouragement and cultivation of initiatives. The institutional arrangements for the opportunities are also influenced by the exercise of people’s freedoms, through the liberty to participate in social choice and in the making of public decisions that impact the progress of these opportunities” (Sen, 1995:1).

Complementary to Sen’s (1995) view, Nussbaum (2000:91) argues that, with regard to children, to promote a relevant capability requires the functionings that nourish it. I hold the view that the three poverty alleviation policies embody the principle of equity. In the context of poverty alleviation, equity also refers to the deployment of state resources. In this instance, White Paper 1 (1995) proclaims that:

“Resources must be deployed according to the principle of equity and used to provide the same quality of learning opportunities for all citizens...” (Chapter 4, Section 12).

In applying the principles as above, fairness and flexibility manifest through effective treatment of everybody under all circumstances, irrespective of differences.

The principle of equity and how it is described above is complementary to The Learner Transport Policy NC (2010) and ultimately to the Capability Approach. I am of the opinion that it implies that all people should be allowed opportunities in life and that, with regard to the principle of equity those who have unequal opportunities due to various disadvantages may require preferential treatment. The principle of equity is also contained within the No Fee Policy (2006) and according to Giese, Zide, Koch and Hall (2009:96-99) affects the weight of the financial burden of parents, parental engagement, learner enrollment and retention, school attendance and discrimination against learners. These factors are linked to the Capability Approach, as they can influence the enhancement of children's capabilities and functionings.

When poor learners have education opportunities, their freedom to realise their capabilities is expanded. However, according to Nussbaum (2000:115-117), preferences and choices are shaped and informed, or distorted, by society and public policy. The preceding statement in mind, I argue that both material and cultural circumstances can affect the inner lives of people, as well as expectations and potential. According to Walker (2004:9), people adapt their preferences and subjective well-being or choices according to what they think is possible, and formal education plays a role in this process. In this context, the Capability Approach acknowledges diversity and learners and their parents will respond in various different ways to policies.

Thus, the recommendations in Chapter 5 of this study will suggest ways in which the schools could attempt to influence these responses in positive ways. Walker (2004:10) adds that the provision of resources and the opportunities created within schools affect the desire of learners to learn as well as the possibility for them to learn:

“those children with little family history of schooling are likely to be deeply reliant on the school for access to learning goods, which will enable them their social mobility and agency” (Walker, 2004:10).

I seem to agree with the latter author, in terms of the Capability Approach, that effective and flexible implementation of the three policies should directly foster the core education capabilities of children namely practical reasoning (empowerment and autonomy facilitation), knowledge (imagination), affiliation (respect and recognition) and emotional integrity. Walker (2004:16) considers these capabilities as essential for building and sustaining a just society, for powerful and positive learning, learner agency and human development. Lanzi (2007:427) augments this view, seeing public policies, economic entitlements, household rules and organisations as creating and shaping real opportunities for children.

Thus, the shaping of these policies should not only be determined by individual skills and abilities, but should be inspired by capacity development principles. It should also enhance the acquisition of those capabilities for which social interaction, peer to peer exchange and civic engagement are essential, for example:

- being able to have a sustainable vision of your own life;
- being able to balance and link social and cultural norms with individual and peer groups aims;

- being able to absorb environmental changes or context transformation; and
- being able to reason and work transversally, to recognise and understand problems from different viewpoints, to perform multi-task activities (Lanzi, 2007:431).

In the context of a diverse population, the Capability Approach can be seen to both account for and contain diversity, by its focus on functionings and capabilities rather than on differences. I argue that it is important that in schools, parents and learners be made aware of the importance to, and implications of education policies for them, their children and their communities. Schools should be explaining policies to parents and learners with regard to their choices and to their own valued beings and doings. Thus capabilities and functionings, which are understood and valued by a child at a particular stage, will enable his or her choices and capability expansion in the future. To summarise, I echo Unterhalter *et al.* (2007:4) who assert that education should foster a few core capabilities and it is important that all children:

- should have a realistic opportunity to become autonomous adults, as autonomy enhances the ability of individuals to identify and to live the lives that are worth living;
- should be equipped with the skills they need to reflect rationally on alternative choices about how to live, and to enable them to make better choices; and
- should be required to remain in compulsory education until they have developed the capabilities that are important for enabling them to have and make genuine and valued choices.

My discussion in this section clearly indicates that a link between the three South African education policies and the Capability Approach exist. I am of the opinion that the principles in the policies and characteristics of the approach complement each other. For instance, “quality” as a principle (in the policies) becomes visible in “well-being” (in the Capability Approach) in the sense that both aim at equipping people

promote their potential and also empowering them to escape from the confines of poverty.

I shall provide a summary of this chapter in the next section.

2.8 CONCLUSION

The aim of this chapter was to probe the research question: *What is the relation between the three identified South African education policies and the Capability Approach?*

I first clarified meanings of poverty as articulated in the academic literature, but also added my own interpretation regarding meanings of the concept under study. With regard to the latter, poverty has been explicated and insights have been deduced regarding meanings of the concept in the following ways:

Poverty: Includes a lack of resources to obtain food, the inability to participate in activities and a lack of reasonable living conditions which are not available to individuals, but which may be considered essential for everyday life.

Absolute poverty: Reflects the absence of adequate resources that may hamper learning.

Relative poverty: This has reference to a lack of resources which may result in reducing individuals' motivation and their ability to gain the full benefits from education.

Social exclusion: Exclusion from the normal activities of a society.

Capabilities poverty: The deprivation of capabilities such as being well nourished

adequately clothed and sheltered, lack of education and taking part in the life of the community, regarded as problematic for individuals' endeavor to function optimally as human beings in society.

Having outlined my own thoughts in terms of what the term "poverty" denotes, I explored poverty and documented commonalities of poverty between South Africa and Sub-Saharan Africa. The following commonalities emerged:

Commonality 1: high unemployment, hunger, malnutrition, inability to pay for services, inadequate access to health care or basic services and the risk of homelessness;

Commonality 2: illiteracy, inadequate nutrition, and poor human rights, besides insufficient income and livelihood opportunities;

Commonality 3: poor living conditions; and

Commonality 4: inequality in terms of life opportunities.

These commonalities indicated that South Africa cannot escape influences of poverty also experienced by the rest of Africa. The preceding exercise paved the way for exploring South African education policy making and the subsequent analyses of the National Norms and Standards for School Funding (2006), Northern Cape Learner Transport Policy (2010) and National Food Nutrition Programme (2004). Interesting about these analyses is that all the policies contain the same principles which relate to poverty alleviation and capabilities (infra: 2.6.1.5):

Principle of redress: remedial action that affords learners opportunities to attend schools;

Principle of access: contributes to opportunities that assist with poverty alleviation and the development of capabilities;

Principle of equity: involves the equal distribution of the general benefits of education for the educational well-being of learners and attainment of high level skills;

Principle of quality: to develop their capabilities in order to realise their potential and their aspirations.

The analysis pertaining to principles provided direction towards articulating thoughts regarding the relation between the three South African education policies and the Capability Approach. The following links were established:

Link 1: the principles identified in the policies and characteristics of the Capabilities Approach complement each other;

Link 2: Well-being and freedom of individuals;

Link 3: Educational inputs into functionings;

Link 4: Agency signifies one's ability and motivation to pursue goals that one values in spite of constraints and quality of schooling;

Link 5: Diversity, in terms of cultural circumstances, can affect the inner lives of people, as well as expectations and potential. Also, in terms of diversity, learners and their parents will respond in various different ways to policies.

Regarding the above summary of the chapter, I want to emphasise that a key idea of the Capability Approach is that social arrangements should aim to expand peoples' capabilities: their freedom to promote or achieve valuable beings and doings. It can be argued that the three education poverty alleviation policies which are the focus of the study, can contribute to learners' well-being since it is based on principles that are designed to assist all learners to access quality education.

Thus it is possible to conclude that there indeed exist a relationship between the Capability Approach and the three poverty alleviation education policies.

Through a review of the literature relevant to this study, this chapter focused on the different categories of poverty and the exploration of poverty in South Africa and Sub-Saharan Africa, in terms of certain categories of poverty. The literature cited in this chapter revealed that poverty, in its many dimensions, remains prevalent, although education initiatives and interventions have been and are being put in place to assist poor learners. Using the Capability Approach as the theoretical framework, certain similarities in terms of basic principles were discovered between the approach and the poverty alleviation policies. Thus it was argued that the aim of the policies to assist with access to quality education for all children, those children living in poverty in particular, complements the Capability Approach, which acknowledges each individual's different abilities and potential and his or her right to the opportunity to convert available resources into valuable beings and doings.

In closure, I also want to indicate that the literature study provided valuable information to compile a questionnaire and questions for interviewing. The purpose of the empirical study was on determining learners' and principals' knowledge and experiences of the implementation of the three identified policies in relation to the Capability Approach. The empirical study will be dealt with in more detail in the next chapter.

Chapter 3 will focus on the qualitative and quantitative research methodologies used in the study for data collection, by means of questionnaires and interviews. The latter will be done against the exposition of the research methods, the selection of a population sample and the data collection instruments.

CHAPTER 3

RESEARCH DESIGN AND METHODOLOGY

3.1 INTRODUCTION

In Chapter One I set out my broad research aims and research questions (cf. 1.2.1-1.2.5 & 1.3). It is useful to briefly re-state my primary aim as well as the research questions, since my methodology was developed to respond to them.

The overall aim of this study is to determine the nature of poverty and the implementation of education poverty alleviation policies in relation to learners' capabilities in Quintile in the Frances Baard district of the Northern Cape.

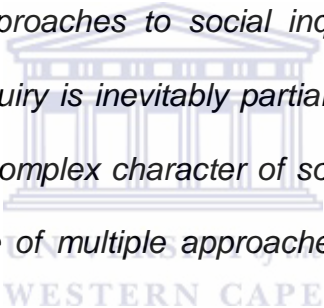
Five research questions have guided my work, namely to:

- identify the nature of poverty categories in Quintile 1 schools in the Frances Baard District in the Northern Cape Province;
- explore the relation between the Capability Approach and the poverty alleviation policies in the Quintile 1 schools in the Frances Baard District, Northern Cape Province;
- investigate the extent to which schools implement educational poverty alleviation policies in the Frances Baard District, Northern Cape Province;
- suggest a framework for policy implementation to assist schools regarding effective policy implementation and to;
- propose recommendations for the more effective implementation of poverty alleviation policies in the Frances Baard District of the Northern Cape Province.

The preceding chapter provided an overview of poverty in relation to the Capability Approach, as well as of the South African education policies designed specifically to alleviate poverty in schools. These policies refer to the National School Nutrition Programme (2004), the National Norms and Standards for School Funding (2006) and the Learner Transport Policy NC (2010).

The research design and methodology of my study is presented in this chapter. Working within a pragmatic paradigm, I have made use of mixed methods, because:

“A mixed methods way of thinking rests on assumptions that there are multiple legitimate approaches to social inquiry and that any given approach to social inquiry is inevitably partial. Better understanding of the multifaceted and complex character of social phenomenon can be obtained from the use of multiple approaches and ways of knowing”
(Greene, 2008:20).



My rationale for positioning my work within the paradigm of pragmatism, as well as for using mixed methods is argued. I will elucidate on the research process, introduce the various research instruments used, and address all the ethical issues. An indepth synopsis of how I managed and analysed the data gathered is also presented.

The main aim of the research was to determine to what extent schools have implemented the aforementioned policies, and what has been the effect on poverty alleviation and on learners' capabilities at schools in the district. In this context, data relating specifically to the schools in the Frances Baard district regarding the extent and implementation of their nutritional programmes, their funding and the transport

they are providing for learners was collected. The collection of such data was thus directly related to the policy directives spelt out in the policy documents. South African education policies designed specifically to alleviate poverty in schools. In this regard an exposition of the implications for policy implementation in Chapter 2 was seen as providing both a background and a basis for the collection of the relevant data.

In the context of determining the extent of the poverty and the effect of the three policies the focus of Chapter 3 is on the data collection methodology which involved the use of structured open-ended questionnaires (Appendix A) and semi-structured interviews (Appendix B). This description will include an exposition of the research methods, the selection of a population sample, the data collection instruments, reliability, validity and ethical considerations.

In relation to the above, the Chapter is divided in two sections. The first section presents a discussion of the quantitative methodology, while the second focuses on the qualitative methodology employed in the research process. This description includes the research design and data report, the reliability and validity of the data and the data collection process, the collection and recording of the data, the data analysis and the description and interpretation of the results, and certain ethical considerations.

3.2 RESEARCH METHODOLOGY

Research methodology focuses on the research processes and on the kinds of tools and procedures to be used in the course of the research (*vide*, Mouton, 2001:56 and McMillan and Schumacher, 2001:9). Thus research involves a process in the course of which information, in whatever form (data, documents, interviews, speeches, dairies, questionnaire responses, tests scores) is first gathered, and then analysed and

interpreted in order to come to certain conclusions. Methodology is thus the point at which method, theory and epistemology come together in a process of directly investigating instances within the social world (Harvey, 1990:1-2). Thus, research methodology is a way to systematically engage with the research problem and may thus be understood as a science of studying how research is done scientifically (Kothari, 2004: 8). As such, methodology may refer to noting more than a simple set of methods or procedures, or it may refer to the rationale and philosophical assumptions that underlie a particular study relative the scientific method. I thus argue that the methodology is the overall approach to research linked to the paradigm (cf. 3.2.1) while the method refers to systematic modes, procedures or tools used for collection and analysis of data. Cohen, Manion and Morrison (2001:3) sum up the research process as a systematic, formal, rigorous and precise process, employed to gain solutions for problems and/or to discover and interpret new facts and relationships (cf. Walts & Bausell, 1981:1). It was these rigorous criteria which the researcher applied to the research process of this study.

This chapter describes how I proceeded to quantitatively and qualitatively expand on learners' experiences of the impact of poverty alleviation policies on their capabilities. In addition, the "pragmatic research paradigm" was explored in order to understand the various ways in which the participants experience the implementation of the three poverty alleviation policies. .

3.2.1 Pragmatism

Pragmatism is founded on the works of John Dewey, Richard Rorty and Donald Davidson. Richard Rorty suggests that researchers treat knowledge as a type of action aimed at meeting our needs, and as such, should take a more practical stance towards research methods and see action as an instrument of change (*vide* Baert, 2006:126;

Tashakkori & Teddlie, 2003:703). I conceptualised this empirical study working within the paradigm of pragmatism. A practical definition of pragmatism is provided by Feilzer (2010:8) who states that:

“Pragmatism, when regarded as an alternative paradigm, accepts, philosophically, that there are singular and multiple realities that are open to empirical inquiry and orients itself towards solving practical problems in the ‘real world’.”

Derived from the above is the idea that pragmatism focuses on the research problem – the reason that the study is being conducted, the rationale – and the consequences of the research. Noteworthy, in this research I also refer to the utilisation of “paradigm”, especially to the use of “pragmatic paradigm”. The term ‘paradigm’ may be defined as “a collection of logically related assumptions, concepts, or propositions that orient thinking and research” (Bogdan & Biklen, 1998:22) or the philosophical intent or motivation for undertaking a study (Cohen & Manion, 1994:38). The pragmatic paradigm provides an opportunity for “multiple methods, different worldviews, and different assumptions, as well as different forms of data collection and analysis in the mixed methods study” (Creswell, 2003:12). A “paradigm” is thus similar to a “methodology” in that it guides a researcher to choose a set of research methods over another (Wahyuni, 2012: 72).

Thus, a central principle of pragmatism is that research should be socially relevant, addressing specific concerns in the ‘real world’ and seeking to propose possible solutions (Armitage, 2007; Badley, 2003; Creswell, 2009; Feilzer, 2010). One of the foundational ideas within pragmatism is that the meaning of an idea or a concept is the practical consequences of the idea/concept (Goldkuhl, 2012:8). The meaning of a

specific concept is the different actions, which we conduct, based on the belief in this concept. Pragmatism thus adopts an inter-subjective approach with an emphasis on processes of communication and shared meaning.

With regard to this study the aim was to determine to what extent schools have implemented the poverty alleviation policies and what has been the effect on poverty alleviation and on learners' capabilities at schools in the Frances Baard District. Learners and principals provided their opinions and experiences through the questionnaires (cf. Annexure A) and interviews (cf. Annexure B). Pragmatists argue that the concept of transferability should be used when making inferences from data. Wilson-Strydom (2011:132) state that transferability refers to an understanding of the factors influencing whether or not the research results can be used to aid understanding in other situations – or transferred to other situations. It is necessary to assess how much of the knowledge generated might be usable in other situations and on what grounds this claim might be made. In this regard, pragmatism opens the door for the researcher to multiple methods, different world views and assumptions as well as to different forms of data collection and analysis in the mixed method study. The latter is complemented by Nieuwenhuis (2007b:51) who describes the quantitative method as a process for evaluating objective data which consist of numbers, and implies efforts on the part of the researcher to exclude bias, whilst qualitative research methods are aimed at determining the dynamic and changeable nature of reality by means of collecting subjective data, presented verbally in the form of perceptions and views of people.

Related to this is the pragmatic stance which asserts that there can be both a 'real world' and individual constructions and interpretations of that world; that "we are

historically and socially situated, that we read the world , we can never be quite sure if we are reading the world or reading ourselves”(vide: Cherryholmes,1992:14). According to McMillan and Schumacher (2006:401), the development and use of mixed method designs, also called mixed mode, which use both quantitative and qualitative methods in the same study, have increased in recent years. It can thus be argued that the mixed method approach can produce a study of superior quality and accuracy in comparison with a solely qualitative design, and that the use of both research paradigms can lead to a holistic, deeper and more detailed perspective.

Against the above background it seemed appropriate that the present study be conducted within the mixed method research design. The mixed method research enabled me to use the strengths of both the quantitative and qualitative research methods to create a holistic design and to generate a productive analysis of the data. This research method is discussed in detail with specific reference to this study in the following section.

3.2.2 Mixed method

According to Johnson, Onwuegbuzie and Turner (2007:113), mixed method research is an approach to knowledge space (theory and practice) that attempts to consider, or incorporate, the multiple viewpoints, perspectives, positions and standpoints of quantitative and qualitative research. In this study the mixed method approach provided an opportunity to explore in depth the nature, extent and effects of poverty in Quintile 1 schools.

As indicated in Chapter 2, Quintile 1 schools are the lowest ranked schools in the

National Poverty Distribution table of the National Department of Education. I will thus elucidate on the approach in relation to the study.

The mixed method research is defined as:

“a procedure for collecting, analyzing and mixing both quantitative and qualitative data at some stage of the research process within a single study to understand a research problem more completely” (Ivankova, Creswell and Clark 2007:278).

Mixed method research is thus a systematic integration of quantitative and qualitative methods in a study to obtain a more comprehensive picture and a better understanding of the phenomenon being investigated. Johnson et al. (2007:129) reiterate these characteristics of the mixed research method, adding that it

“...is cognizant, appreciative and inclusive of local and broader socio-political realities, resources and needs.”

By utilising the mixed method research, incorporating both the qualitative and the quantitative methods, I could provide a better understanding of the problem and provide more comprehensive evidence on the implementation of the poverty alleviation policies and its effect on poverty alleviation as well as learners capabilities. Since the mixed research method is a synthesis that includes ideas from both qualitative and quantitative research, both numeric information and text information is collected in the process of answering the research questions. However, it is important to note that there are both advantages and disadvantages to using the mixed method design. The advantages include: (i) It provides a more comprehensive picture of what is being studied, (ii) allows a study of the process as well as the outcomes, and it (iii) compensates for limitations with the use of a single method.

On the other hand the limitations include aspects such as: (i) The method requires extensive data collection, (ii) it requires more time and resources and (iii) it presents difficulties in writing reports and forming conclusions (*vide*: McMillan et al, 2010:396). However, on the positive side, using both qualitative and the quantitative methods allowed me to incorporate the strengths of each method and as such I addressed the deficiencies in each method.

In order to achieve the latter, the research process for this study consisted of the following phases:

- gathering and analysing information from various sources regarding the school environment of Quintile 1 schools in the Frances Baard District in the Northern Cape Province;
- examining and analysing the responses of the participants of the sampled schools to capture and gauge the learners' experiences of the effects of, and the principals' responses to, the poverty alleviation policies, with a view to gauging the extent to which these policies are being implemented and the impact thereof on learners' capabilities; and
- from the findings, formulating recommendations for a possible way forward to assist in the implementation of the poverty alleviation policies to maximise their positive impact on learners' capabilities in these schools.

The basic mixed research designs most frequently used by researchers are the explanatory, exploratory, triangulation and embedded designs (Ivankova et al, 2007: 264-268). The triangulation mixed methods design will be used for this study and will subsequently be discussed. Triangulation is a research strategy, used by researchers

to increase the probability that the explanations provided by them are the most likely ones for the observations made. It is normally used in data analysis to support the strength of interpretations and conclusions (Leedy & Ormrod, 2005:98). In an attempt to ensure the internal validity of a research study, researchers are often compelled to take whatever precautions possible, to eliminate other possible explanations for the results observed. In order to execute the latter, researchers need to use a number of research strategies, of which triangulation forms part. For the purpose of this study, I used triangulation, by using the data collected from both principals and learners in Quintile 1 schools, in the Frances Baard District Northern Cape, in order to evaluate whether the collected data assist in answering the research questions of the study.

According to McMillan et al. (2006:402), in triangulation design, qualitative and quantitative data are gathered sequentially, often in two phases. Quantitative data are collected and analysed, and this process is followed by qualitative data collection and analysis. Ivankova et al (2007:266) also states that both quantitative and qualitative methods are used in order to understand the phenomenon of interest. The rationale for this process in terms of more accurate and comprehensive data collection is that quantitative results provide an overall picture, or framework, for the research problem, while the qualitative results refine, explain or extend the general picture (*vide*, Ivankova et al., 2007:259).

With regard to the study, the data from the learners on their experiences of the named policies was thus obtained through the quantitative method (cf. Annexure A), whilst the principals gave their opinions through the qualitative method (cf. Annexure B). After the data had been analysed separately, data from both methods were then compared to see to what extent they differ or agree. Ivankova et al (2007:267) state that the latter

will enable a complete and well sustained conclusion about the research topic. In regard to this study, I collected the information or data in separate stages, analysed the information, and interpreted it in ways in which the quantitative results build on, or flesh out, the qualitative results to produce more comprehensive, holistic and reliable findings. Thus the choice to use both qualitative and quantitative methods can be justified in terms of it leading to increased levels of validity, reliability and trustworthiness (Golafshani, 2003:597)).

For me, the mixed methodology contributed to the validity (cf. 3.3.1.8 and 3.3.2.4) of this research study, due to the range of different sources employed to obtain comprehensive information. Thus, next the research design of the study is explored.

3.3 THE RESEARCH DESIGN



Research design refers to “a plan for selecting subjects, research sites and data collection procedures to answer the research questions” (McMillan et al, 2006:117).

Mouton (2001:55) describes a research design in terms of the plan or blueprint of how the study will be conducted. The design indicates which individuals will be studied, where, when and under what circumstances. Nieuwenhuis (2007b:70) sees a research design as a plan or strategy which moves from the philosophical assumptions which inform the study, to specifying the selection of respondents, the data gathering techniques to be used and the kinds of data analyses to be conducted.

The following sections present an overview of the planning and conducting of the quantitative and qualitative investigation.

3.3.1 Quantitative investigation

The quantitative research method is an approach which employs highly structured methods of data gathering to obtain objective information, in order to arrive at logical findings that are usually presented in numbers (McMillan et al., 2001:15; De Vos, 1998:357). This type of research is also based on some form of logical positivism, which assumes that there are stable, social facts with a single reality, separated from the feelings and beliefs of individuals. According to Ivankova et al. (2007:255), in quantitative research an investigator relies solely on numerical data to test the relationships between the variables. The data is collected through existing or pilot-tested, self-developed instruments intended to yield highly reliable and valid scores. Quantitative research involves the collection of data in such a way that information can be quantified and subjected to statistical treatment in order to support or refute alternate knowledge claims (Creswell, 2003:153).

In the process of gathering data regarding the nature and extent of poverty in Quintile 1 schools in the Frances Baard District in the Northern Cape and investigating the impact of the South African education policies (cf. 2.1) on learners' capabilities, the quantitative research method provided information that could be analysed in the form of statistical descriptions. This enabled the researcher to systematically provide statistically quantifiable answers to questions.

The purpose of conducting a statistical analysis was to quantify the extent to which learners from Quintile 1 schools in the District experience the impact of poverty and the poverty alleviation policies on their schooling experiences. The Statistical

Package for Social Sciences (SPSS) was used to compute descriptive statistics analysis. In doing so, I was able to explain and introduce data in terms of mean score; variance and standard deviation as well as deductive reasoning from the statistics to explain the phenomena through the pragmatic research design (*infra.* 3.2). In order to discover certain trends from the quantitative data, I interpreted and made deductions in order to elucidate the research topic and to augment and correlate with the trends emerging from the qualitative data.

3.3.1.1 The questionnaire as the research instrument

In an attempt to gather quantitative data relevant to the research topic, a structured open-ended questionnaire (Appendix A) was distributed to the participants who were included in the sample (N=176). The rationale for using an open-ended questionnaire as a quantitative data collection method for this study was the fact that this method is economical, time saving and ensures anonymity (Kumar, 1996:111). The questionnaire is also more structured and controllable than face-to-face interviews.

Although questionnaires seem to be restricted to subjects who can read and write, biased and ambiguous items could be included (McMillan et al, 2010:196-197). I followed the McMillan et al. (2006:196-197) guidelines in the process of constructing the questionnaire. Thus I had to be clear about the links between the research aims and issues and the questions. This resulted in a questionnaire that was also based on and informed by the findings from the literature of Chapter 2.

Therefore, I designed a questionnaire that provided time for the subjects to think

about responses and provided space for the administrator of the questionnaire to assist with any issues or questions which were not clear to the respondents.

3.3.1.2 The structure of the questionnaire

McMillan et al. (2006:194) describe the questionnaire as the most widely used technique for obtaining information for research and suggest many ways in which statements or questions can be worded and responses made. For the purpose of this study the following question formats and grading scale were included in the questionnaire:

- Closed form: the respondents could choose between predetermined responses, enabling data to be easily categorised, which included yes, no or I don't know;
- Open form: the respondents could write any response they wished so as to generate specific individual responses;
- The Likert scale allowed for accurate assessments, beliefs or opinions on the part of respondents in some of the questions. According to this scale beliefs or opinions are seen in terms of gradations (McMillan et al., 2006:197-198). The scale used included strongly agree, agree, disagree and strongly disagree.

3.3.1.3 The requirements of a questionnaire

According to Maree and Pietersen (2007a:159-160) and McMillan et al. (2006:194–195), the following criteria are important in formulating a questionnaire:


- instructions should be simple, clear and concise;
- it should appear user- friendly;
- questions should be ordered in such a way as not to confuse the respondent;
- the questionnaire should be as short as possible;

- a logical sequence and group-related items should be used;
- pages and items should be numbered; and
- the print should be clear and easy to read.

According to these general guidelines, the basic assumption would be that respondents are all able to complete the questionnaire used, providing they are able to read and write and are aware of the existence of the policies being investigated.

3.3.1.4 The advantages of a questionnaire

Maree et al. (2007a:157) highlight the following advantages of group administered questionnaires:

- 
- Many respondents can complete the questionnaire in a short space of time;
 - Test administrators can check questionnaires for accuracy;
 - The method is relatively cheap and easy to do;
 - The response rate is optimal; and
 - The interviewer can immediately assist with issues in the questionnaires which are not clear to the respondents.

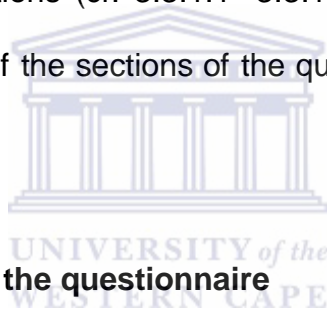
In considering the benefits of the use of a questionnaire, I also deemed it necessary in brief to point out the disadvantages of a questionnaire.

3.3.1.5 The disadvantages of a questionnaire

The disadvantages of a questionnaire according to Maree et al. (2007a:157) are as follows:

- When different administrators administer the test, this could lead to different responses;
- The primary researcher has limited control over what happens in the field;
- The conditions in which the questionnaire is administered cannot be controlled by the primary researcher; and
- Costs can be rather high when using standardised tests.

In considering the above sections (cf. 3.3.1.1- 3.3.1.5) relating to the aspects of the questionnaires, a discussion of the sections of the questionnaire used in this study will now follow.



3.3.1.6 The sections of the questionnaire

The questionnaire was distributed amongst the learners from the identified schools and consisted of 12 items with sub-sections, and could be completed in 15 - 20 minutes. The questionnaire (Annexure A) is divided into four sections:

- **Section A:** requests biographical information, including gender, age, with whom the respondent lives, and the highest academic qualification of his or her parents.
- **Section B:** seeks to clarify the socio-economic circumstances of the respondents, including living conditions at home, household monthly income, availability of food, and available health facilities.
- **Section C:** addresses the policy related issues, including distance from, and transport to, school, late-coming and reasons for late-coming at school, and absenteeism.

- **Section D:** addresses the aspects of the Capability Approach as they relate to the respondents and included agents, freedoms, and well-being.

After designing the questionnaire, as recommended by various authors, a pilot was conducted amongst colleagues and learners from Grades 7 and 12 from one of the Quintile 1 schools, prior to distribution. The aim was to detect and amend errors prior to conducting the main survey. The majority of the pilot questionnaires had no comments, and mostly positive feedback was received, indicating that the questionnaire could be sent out to the schools.

The findings from the quantitative, as well as the qualitative investigation were intended to be in line with the literature review. As such I was able to determine to what extent each section of the questionnaire aligned itself with the qualitative investigation. This would also serve as a basis, in Chapter 6, for formulating recommendations for the effective implementation of the National School Nutrition Programme (2004), the National Norms and Standards for School Funding (2006) and the Learner Transport Policy NC (2010) in Quintile 1 schools in the Frances Baard District in the Northern Cape in such a way as to enhance learners' capabilities in that district and other similar districts.

3.3.1.7 Sampling

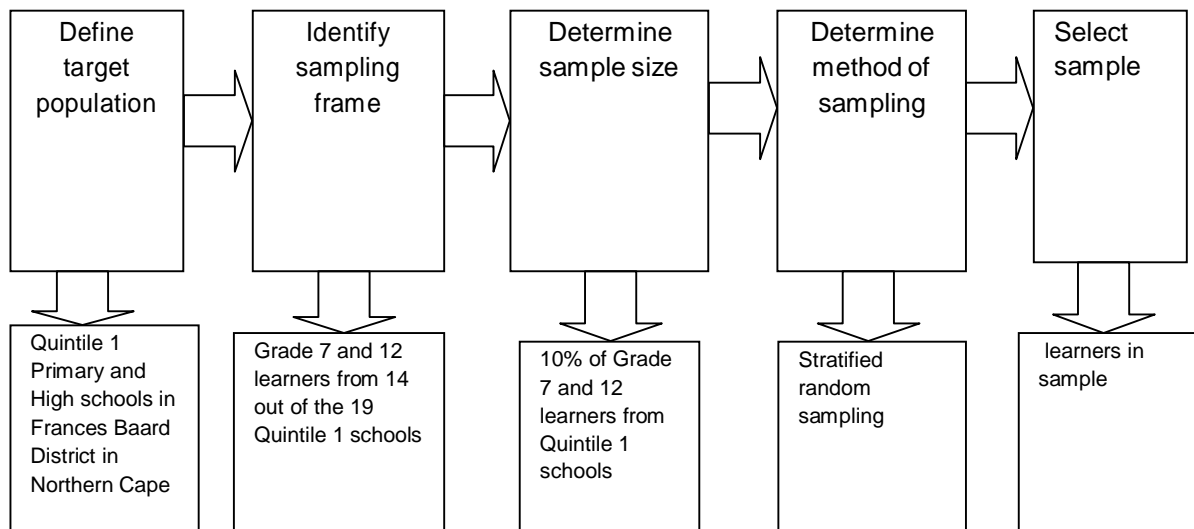
Sampling is the selection of a smaller number of units from the research population in such a way as to enable the researcher to make reliable inferences about the nature of that population (Kratwohl, 1998:160). The selected sample includes the subjects (S) who are the individuals who participated in the study and from whom data is collected. McMillan et al. (2006:119) refer to a sample as the group of subjects or participants from whom the data are collected and the sample can be

selected from a larger group of persons identified as the population. From the authors' explanation I deduce that a sample is a general view of the subjects being studied and the population is the group of elements or cases, whether individuals, objects or events, that conforms to specific criteria to generalise the results of the research. The process of sampling makes it possible to draw valid inferences or generalisations on the basis of careful observations of variables within a small proportion of the population (Best, 1981:8). The two classes of sampling methods are probability and non-probability methods. The probability methods are based on the principles of randomness and probability theory, and classified variously as simple random sampling, systemic sampling, stratified sampling, and cluster sampling.

McMillan et al. (2006:120) specify that, in simple random sampling, subjects are selected from the population in such a way that all members of the population have the same probability of being chosen. The population sample may therefore be any group of individuals who have one or more characteristics in common. Since this research focuses on the impact of education policies, the population sample had to be from the school community. However, since this study cannot be conducted in all South African schools, or all types of schools, it was limited to public schools, and more specifically, to Quintile 1 schools in the Frances Baard District of the Northern Cape. Stratified random sampling was used in this study.

In this procedure, the population is divided into subgroups or strata on the basis of a variable chosen by the researcher, and once the population has been divided, samples are drawn randomly from each subgroup (McMillan et al., 2006:122). The following sampling steps (cf. Figure 3.1), according to the sampling model used by McMillan et al. (2010:131) were followed in the sampling and dissemination process:

Figure 3.1 Sampling process:



3.3.1.7.1 Defining the target population

I obtained information from the Northern Cape Department of Education regarding the Quintile 1 schools in the Frances Baard District. The list of such schools was also published on the Education National website (<http://www.education.gov.za>).



Table 3.1: Quintile 1 schools in the Northern Cape

Quintile	Year	Total in Northern Cape Province	Total in Frances Baard District	Total participating in Frances Baard District
1	2012/2013	176	19	14

A total amount of 176 schools were classified as Quintile 1 schools in the entire Northern Cape Province for the financial year 2012/2013. In the Frances Baard District 19 schools were declared Quintile 1 at this time. Phone numbers and addresses of the schools were obtained from the Frances Baard District Offices, and principals were contacted telephonically to make arrangements for conducting the

questionnaires. However, 1 out of the 19 schools was used to pilot the questionnaire and 4 were not, at the time, easily reachable due to weather constraints, thus they did not form part of the research study. As such only 14 out of the 19 Quintile 1 schools in the Frances Baard District participated in the study.

3.3.1.7.2 Identifying the sampling frame

In probability sampling, subjects are drawn from a larger population in such a way that the probability of selecting each member of the population is known (McMillan et al., 2010:129). In probability sampling a small percentage of the population is selected. McMillan et al. (2010:130) argue that in educational research it is both impractical and unnecessary to measure all elements of the population of interest. For the purpose of this study, Grade 7 and 12 learners from 14 of the Quintile 1 schools in Frances Baard District constitute the sampling frame. It is assumed that since these are the exit phases of the schools, these learners had been the longest at the school and, being well versed in their personal circumstances, would be able to provide more information regarding their experiences in relation to the study.

3.3.1.7.3 Identifying the sample size

According to Maree et al (2007a:178), the three factors which largely determine the sample size are:

- Type of statistical analyses planned;
- Accuracy of results required; and
- Characteristics of the population.

Participatory schools were 14 from the 19 Quintile 1 schools in the Frances Baard District, as indicated in Table 3.2 below:

Table 3.2: Sample size

Description	PRIMARY SCHOOLS GRADE 7								TOT
	1	2	3	4	5	6	7	8	
Schools	1	2	3	4	5	6	7	8	8
Population size	120	20	100	181	242	140	99	100	1002
Sample size	12	2*	10	18	24	14	10	10	100
Description	HIGH SCHOOLS GRADE 12								TOT
	1	2	3	4	5	6	7		
Schools	1	2	3	4	5	6	7		7
Population size	222	40	70	72	60	134	172		760
Sample size	22	4*	7	7	6	13	17		76

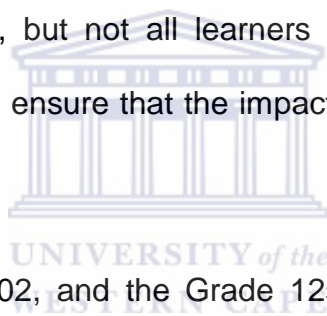
*Combined school: Grade 7 and 12

The total number of the population is 1,762 learners. Ten percent of the Grade 7 and 12 learners, from primary and high schools respectively, were included in the survey, as they form part of the exit phases of the school and would give more accurate data, because of the fact that they would probably have been attending the schools for between three to four years.

The total number of learners in the sample was 176, which included 100 grade 7 and 76 Grade 12 learners, respectively. Only 14 out of the 19 schools could be reached; the remaining three could not be reached due to bad weather conditions. Learners from the 6 primary schools, 6 high schools and 1 combined school (a school from Grade 1-12) constituted the sample. The sample consisted of 67 boys and 109 girls spread over grades 7 and 12.

3.3.1.7.4 Determining the sample method

The main aim of the study was to investigate the implementation of the National School Nutrition Programme (2004), No Fee Policy (2006) and the Learner Transport Policy NC (2010) in Quintile 1 schools in the Frances Baard District in the Northern Cape in an attempt to improve their capabilities. Stratified random sampling was used as sampling method. According to Maree et al. (2007a:175), stratified random sampling refers to the population that is divided into a number of homogeneous groups called strata. In each stratum, simple random sampling is then conducted. In the 19 Quintile1 schools selected, the No Fee Policy and National School Nutrition Programme are implemented, but not all learners are making use of the Learners Transport NC Policy. I had to ensure that the impact of all three of the policies on the population was represented.



The Grade 7s constituted 1002, and the Grade 12s, 760 of the population. The schools provided me with a list indicating those learners using Departmental transport, as this was not used by all learners. Stratified random sampling was used to select 10% of each group per grade per school, to include all learners affected by all three policies. The primary school learners in this category totaled 100, and the high school learners 76.

3.3.1.7.5 Disseminating the questionnaire to respondents

Permission was granted to me by the Head of the Education Department, Northern Cape, to conduct the research in the Quintile 1 schools of the Frances Baard District (cf. Annexure E). I contacted the principals to arrange dates and times, and to

confirm the total number of learners in the different grades, in order to prepare the necessary material. I conducted the sessions at the selected schools. The questionnaires (cf. Annexure A) were completed by the learners at a particular school during the sessions scheduled.

The researcher prepared 176 questionnaires; each questionnaire included a cover page (Appendix A) which informed the participant about the aim of the study, provided guidelines for completing the questionnaire, assured respondents that confidentiality and anonymity would be ensured, and thanked the learners for completing the survey.

Table 3.3 indicates the distribution and return rate of questionnaires:

	Sample size	Sample participated	Return rate %
Grade 12	76	76	100
Grade 7	100	100	100
Total	176	176	100

Out of 176 questionnaires prepared, 176 questionnaires were completed and yielded a 100% return rate.


3.3.1.7.6 Computation of data

The questionnaires were encoded and submitted to the University of the Free State. The researcher requested a statistician from the University of the Free State to calculate Cronbach's alpha coefficient for reliability of the questionnaire. The Software Package for Social Sciences (SPSS) – VERSION 18 for reliability test was used.

3.3.2 RELIABILITY AND VALIDITY

Quantitative measurement uses some type of instrument or device to obtain numerical indices that correspond with characteristic of the subjects, and the numerical values are then summarised and reported as the results of the study (McMillan et al., 2010:173). However, in the process of conducting this kind of measurement, it is imperative that the measuring instruments should be reliable and valid, as results depend crucially on the quality of the measurement. The questionnaire used in this study was specifically designed to comply with the fundamentals of quantitative measurement reliability and validity.

3.3.2.1 Reliability



According to Pietersen and Maree (2007a:215), reliability refers to, or depends on, the extent to which a measuring instrument is repeatable and consistent and if an instrument is administered to different subjects from the same population, the findings should be the same. McMillan (2010:179) also emphasises consistency as an important component of reliability, seeing test reliability as referring to the consistency of measurement and the extent to which the results are similar over different forms of the same instrument or occasions of data collection.

According to McMillan (2010:185), reliability of 0.8 or above is generally expected for achievement variables, whereas estimates of 0.7 are acceptable for measuring personality traits. The author also emphasises the importance of ensuring certain conditions and criteria when conducting the test in order to maximise reliability. Standard conditions of data collection should be established, as the possibility of error

is often increased if persons other than the researcher administer the instrument. It is important to know whether there were any unusual circumstances during data collection, because they may affect reliability. The instrument needs to be appropriate for the reading level and language of subjects to be reliable, and subjects must be properly motivated and informed before they answer the questions. Reliability can also suffer when subjects are asked to complete several instruments over a long time.

The Cronbach's alpha coefficient to test the reliability of the open ended questionnaire was computed at an average of 0.873. Leedy (1997:35) is of the opinion that a score over 0.70 is acceptable, which is evidence that the items or questions in the instrument are measuring the same factors. In addition, if the results of a study can be reproduced using a similar methodology, the research instrument is considered reliable. Joppe (2000:1) summarises reliability as the extent to which results are consistent over time and constitute an accurate representation of the total population under study. 14 out of the 19 Quintile 1 schools represented the total population (cf. 3.3.1.7.1) and 10% thereof the sample (cf. 3.3.1.7.5). In this study I sought to comply with these criteria in ensuring a reliable instrument for data collection. In addition, the questionnaire had clear instructions and every attempt was made to ensure its user-friendliness and to encourage active participation on the part of the subjects (cf. Appendix A).

3.3.2.2 Validity

Validity refers to the extent to which inferences made on the basis of numerical scores are appropriate, meaningful and useful. Validity is thus a judgment of the appropriateness of a measure for specific inferences or decisions that result from the

scores generated (McMillan et al., 2007:173). Maree et al (2007b:151) also emphasises the importance of validity and that, for an investigation to be trustworthy, it should have a high degree of both internal and external validity. Joppe (2000:1) describes the role and importance of validity in quantitative research: “It determines whether the research truly measures that which it was intended to measure or how truthful the research results are”.

Validity thus encompasses whether the study measures what it intends to measure. If this is applied to the questionnaire used in this survey, it would then mean that the contents covered by the questionnaire reflect the characteristics, issues and challenges learners experience with regard to the implementation of the three poverty alleviation policies in relation to their capabilities, in Quintile 1 school of Frances Baard, Northern Cape Province. The contents of the questionnaire are related to the different aspects of poverty, the three poverty alleviation policies, as well as the Capability Approach as discussed in Chapter 2. The latter thus shows that the contents of the questionnaire are indeed representative of the experiences of learners in Quintile 1 schools with regard to poverty alleviation policies and the effect on the learners’ capabilities. Moreover, to ensure accurate measurement, the questionnaire used in this survey was presented during the pilot study.

For a research process to be valid, it must have both internal and external validity. If the study is to be endorsed in terms of internal validity, there must have been sufficient control over variables other than the treatment, so that it can be concluded that the treatment alone, not the variables, was a causal factor that produced a change in the dependent variable (Maree et al, 2007b:151). According to Cohen et al.

(2000:135), internal validity concerns the accuracy of data. Internal validity in this study implies that this investigation should yield data that provide an accurate and comprehensive reflection of the impact of the National School Nutrition Programme (2004), the National No Fee Policy (2006) and the Learner Transport Policy Northern Cape (2010) in Quintile 1 schools in the Frances Baard Districts in the Northern Cape.

It could thus be concluded that internal validity encompasses the legitimacy of the results of the study in terms of the way the groups were selected, the data recorded and the analysis performed. The instruments used should have measured what they were intended to measure.

To conclude, in Chapter 2 I indicated the relationship between the Capability Approach, poverty and the poverty alleviation policies and this was aligned with the questionnaire to arrive at specific conclusions in terms of the aims of the research, and to make recommendations. The content covered in the questionnaire included all the aspects discussed in Chapter 2, as well as the aims of the study. McMillan et al. (2010:105) see internal validity as focusing on the viability of causal links between the independent and dependent variables. By applying this principle, I was able to ensure the study's internal validity.

External validity refers to the degree to which results can be generalised to the entire population (Maree et al., 2007b:151). Furthermore, external validity is referred to as the generalisability of the results and conclusions to other people and locations (*vide* McMillan et al., 2010:105). Arguably, external validity thus involves the question of whether the results of the study are transferable to other groups of interest. Out of the

19 Quintile 1 schools, 14 (74.6%) participated in the study, which is regarded as sufficient for the purpose of the study. 100% of the questionnaires administered were returned. Although only the Frances Baard District is part of the study, the findings from the questionnaire can and need to be generalised to all the Quintile 1 schools in the Northern Cape Province.

Since the questionnaire included biographic information, important information on the socio-economic backgrounds of the population, respondents' perceptions of policy implementation, and aspects of the Capability Approach, the findings and recommendations from this study could and ought to be applied to all Quintile 1 schools in the Northern Cape Province. The respondents can thus be said to represent the real-life experiences of the population as a whole, in terms of poverty and its effects on them and their capabilities, and can therefore be generalised.

In order to augment the quantitative approach methodology, the qualitative approach of this study will be discussed.

3.3.3 QUALITATIVE INVESTIGATION

Qualitative research attempts to gather information through understanding social phenomena from the participants' perspectives. Denzin and Lincoln (1994:2; see also Hitchcock & Hugh, 1995:12), see this type of research as involving the collection of a variety of materials to describe problematic moments and meanings in individuals' lives in their natural settings. As such, the descriptions and analyses of peoples' individual and collective social actions, beliefs and thoughts and perceptions are part of qualitative research.

3.3.3.1 Qualitative research method

McMillan et al. (2001:395) describe this research method in terms of involving an inquiry in which researchers collect data in face-to-face situations by interacting with selected persons in their individual settings. Nieuwenhuis (2007:78-79) describe qualitative research as involving an interpretive, naturalistic approach to studying phenomena in their natural settings, attempting to make sense of, or interpret the phenomena in terms of the meanings people bring to them.

Using the qualitative research method, I was able to learn first-hand, and in depth, about the social world of the participants by interpreting it from their frame of reference, and focusing on their participation in that world. According to Paton (2001:39), qualitative research uses a naturalistic approach that seeks to understand phenomena in context-specific settings where the researcher does not attempt to manipulate the phenomenon of interest. The findings thus flow from real world settings where the phenomenon of interest unfolds naturally. In this context, I interacted with the principals of the various schools in order to acquire in-depth knowledge of the backgrounds of the learners as well as their (both the principals' and the learners') experiences of the implementation of the three poverty alleviation policies and their effect on learners' capabilities.

Smaling (1992:172) and Creswell (2003:181) list the characteristics and procedures of qualitative research:

- the object of study is the world as defined, experienced or constituted by the respondents, thus seeing social phenomena holistically;
- this method of data collection is open, flexible, not strictly regimented and does

not include not include a representation of data in a numerical mathematical system; and

- the researcher can use multiple strategies and methods of enquiry that are interactive, interpretive and humanistic.

In this study the perceptions, views and experiences of the principals were crucial in terms of providing insight into the participants in their lived environment, and thus the data was collected through direct interaction with the participants by means of interviews. In terms of the aim of the study, the qualitative research method was appropriate in that it provided the opportunity to the researcher to gain an in-depth understanding of the participants' (principals') opinions and experiences regarding the nature and experience of poverty in Quintile 1 schools in the Frances Baard District in the Northern Cape. It also provided the opportunity to investigate the impact of the three poverty alleviation policies in the District at a deeper level than that provided by the data from the questionnaire.

3.3.3.2 Sampling in qualitative research

For the purpose of this study stratified purposive sampling was used, as defined in 3.3.1.7, and participants were selected according to pre-selected criteria relevant to the research question (Nieuwenhuis, 2007b:79). Thus the principals of all the Quintile 1 schools in the Frances Baard District were selected as the sample for the study. The sample size of qualitative investigations can range between 1- 40 (McMillan et al., 2010:328). The authors also point out that sampling in qualitative research is relatively limited, as the size is not determined statistically but by the realities of cost and available time. These were the considerations dictating the size of the sample

for the study. Although there are 19 Quintile 1 schools in the district, only 9 principals availed themselves for interviews, four from primary, four from high and one from a combined school respectively. Table 3.4 indicates the characteristics of the principals who participated in the interviews:

Table 3.4: Characteristics of participants

Characteristics of participants		P1	P2	P3	P4	P5	P6	P7	P8	P9
Gender	Female					#				
	Male	#	#	#	#		#	#	#	#
Type of school	Primary		#		#	#		#		
	High	#					#		#	#
	Combined			#						
Grade in school	7		#	#	#	#		#		
	12	#		#			#		#	#

3.3.3.3 Data collection

As described above, in terms of the research question, the qualitative research method was used to investigate the experiences, perceptions and opinions of the various principals regarding the nature of poverty in Quintile 1 schools in the Frances Baard District and to investigate the impact of the three poverty alleviation policies on poverty alleviation and its effect on learners' capabilities. In this context the researcher conducted in-depth interviews with the participants.

3.3.3.4 Interviews

McMillan et al. (2010:205) see the advantage of interviews in research as affording the researcher and the participant(s) intimate, repeated and prolonged involvement, a process which enables the researcher to get to the root of what is being investigated.

In this context, I telephonically contacted all the principals to arrange dates and times for the interviews. In the course of each conversation, an overview was given of the study to be undertaken and the importance of it in relation to the participants. Each principal will be referred to by number, as participant 1 (P1) to 9 (P9) in the discussions and analyses of the interviews in Chapter 4. The in-depth information gained from the interviews will complement the data gathered by means of questionnaires.

After prior assurance of confidentiality (cf. Annexure C) and ethical accountability had been given to the participants, the researcher conducted a structured in-depth interview (Annexure B) at the schools; the duration of the interviews averaging 40 to 45 minutes. The interviews were tape recorded. Following the suggestions of Merriam (1998:23) in terms of probing for information which cannot be observed or measured statistically, the interviewer asked questions structured in such a way as to gain meaningful information from the participants. Greeff (2002:314-315) strongly recommends an interview schedule and that the interviews be arranged and conducted according to certain guidelines:

- Interviews should be conducted in an informal, conversational manner;
- The terminology used during the interviews should be formulated in a common language and in 'plain' rather than technical words;

- The issues addressed should not dictate the flow of the interview and by so doing, hamper or discourage the participants responding in their own terms; and
- The order in which the topics or issues are addressed should not be fixed and consequently will differ from interview to interview. Thus the interviewer should be flexible in terms of the order and format of the questions.

The issues that were addressed by the interview schedule of this study focused on:

- the socio- economic circumstances of the learners;
- their experiences and perceptions of the advantages and disadvantages of the National School Nutrition Programme, No Fee Policy and the Learner Transport Policy;
- the implementation of the above policies;
- the challenges with regard to the implementation of the policies;
- the impact of the policies on learner enrolment;
- the impact on learners' capabilities; and
- The quality of the education provided at the school in relation to the policies and to the capabilities of the learners at the school.

The interview schedule was also given to principals beforehand to read and acquaint themselves with the possible questions. During the interviews the participants expressed themselves freely and afterwards the participants had an opportunity to ask questions and to make comments. I endeavoured to establish a good rapport with the participants by making use of techniques such as clarification, paraphrasing and summarising, and thus it could be said that a context was created in which the participants could express themselves freely and spontaneously.

3.3.4 Reliability and validity of the qualitative research

To ensure the quality and rigour of this study, the researcher applied specific efforts to enhance the reliability and validity of the qualitative research findings.

3.3.4.1 Reliability

Merriam (1998:206) describes reliability in regard to qualitative studies as “results which are consistent with the data collected”. Maree et al. (2007b:147) see that reliability has to do with the consistency or repeatability of a measure or an instrument. Jansen (2007:39) argues that the validity of qualitative designs thus includes the degree to which the interpretations and concepts used have mutual meaning for both the participant and the researcher. I took the following measure to eliminate random errors and thus to increase the reliability of the study:

- **Triangulation**

In triangulation the researcher uses both quantitative and qualitative methods in order to best understand the phenomenon of interest (Ivankova et al., 2007:266). With regard to the qualitative research method, structured interviews were used to gather relevant information with regard to poverty and related policies, as well as the impact on learners' capabilities. Thus the researcher triangulated the learners' responses of the quantitative investigation (cf. 3.3.1) with the interview results obtained during the investigation process and referred back to the research aims.

3.3.4.2 Validity

Validity in qualitative research refers to the degree of congruence between the explanations of the phenomena and the realities of the world (Mc Millan et al., 2010:330). According to De Vos (2005:346), credibility is enhanced by demonstrating that the inquiry is conducted in a manner that will ensure that the subject is accurately identified and described. In this study, nine principals from Quintile 1 schools from the Frances Baard District of the Northern Cape participated in the interviews.

The principals gave an understanding of their views on poverty and poverty alleviation policy related issues according to the interview schedule. Babbie and Mouton (2001:277) refer to the extent to which the qualitative research findings can be applied in other contexts or with other subjects of study. The researcher chose principals of Quintile 1 schools, as they have firsthand information of the learners attending the schools and the implementation of the policies. The principals could thus clarify the quantitative research results. In order to increase validity, I followed certain strategies, as indicated by McMillan et al., (2010:330-334):

- **Prolonged and persistent field work:** The in-depth interviews were conducted in the natural settings to reflect lived experience. The interviews were conducted at the schools in the principal offices for 40 to 45 minutes, over a period of two weeks. The interviews were held after school when the principals were not too actively involved in the daily routine of the school.
- **Multi-method Strategies:** Several data collection techniques can be used in a study but usually one is selected as the central method, either participant

observation or in-depth interviews. For the purpose of this study the questionnaires were used as quantitative research method for collecting data and in-depth interviews for qualitative data collection. As such, triangulation was permitted through these multi-method strategies. Firstly, the questionnaire was administered and thereafter interviews conducted. As such, the researcher could broaden the understanding of the phenomenon namely poverty, the implementation of poverty alleviation policies and its impact on the capabilities of learners in Quintile 1 schools in the Frances Baard District.

- **Mechanically recorded data:** Tape recorders, photographs and video tapes provide accurate and relatively complete records. A tape recorder was used for this purpose.
- **Participant Language and Verbatim Accounts:** According to McMillan et al. (2010: 331), interviews are phrased in the informant's language, not in abstract social science terms. All the participants used English as the medium of language. Thereafter the recorded interview was transcribed verbatim. The transcripts were used for data analysis and interpretation.
- **Participant review:** Researchers who interview each person in depth or conduct a series of interviews with the same person may ask the person to review a transcript of data obtained from him or her (McMillan et al., 2010:332). In this research study no participant reviewed the data. The data collected was analysed for a comprehensive integration of findings.

3.4 DATA ANALYSES

All interviews were digitally recorded and transcribed verbatim. As the researcher, I conducted and analysed all the interviews. I made use of several rounds of coding, starting with open coding in which I identified emerging themes. A series of thematic codes were generated, specifically drawing on poverty alleviation, implementation of the policies and the effect on learners' capabilities. I carefully checked and crosschecked the coding several times to ensure consistency and accuracy of the coding process.

Having determined the tendencies and differences, the data were then grouped into categories of themes and sub-themes. The formation of categories, themes and patterns forms the basis of qualitative data analysis (De Vos, 2005: 337-338). This allowed for an integrated exploration of the responses of the principals across qualitative data sources, as is demonstrated in Chapter 4. As a consequence, meanings held by principals could be identified.

In this phase I could also determine how useful the data was to elucidate the questions being explored, as well as how central they were to the problem under investigation. In conclusion I engaged in the data analysis, description and interpretation of the results.

3.5 CONFIDENTIALITY AND ETHICAL CONSIDERATIONS

McMillan et al. (2006:142) describe research ethics as being focused on what is morally proper and improper when engaged with participants or when accessing archived data. As the study involved learners and principals from public schools, it

required approval from the Department of Education and the consent letter from the Head of Department is included as Appendix E.

The following guidelines and principles were adhered to according to McMillan et al. (2010:117-122 and 338-339):

- Full disclosure: the researcher informed the participants about the aim and purpose of the study. The researcher telephonically informed the principals (14) about the research topic and aims. An agreement was reached that the questionnaire would be administered at the school for the learners after which the interview with principal would be conducted. The purpose for the research was also indicated on the questionnaire for learners and interview schedule for the principals.
- Voluntary participation: All 19 Quintile 1 schools in the Frances Baard District of the Northern Cape Province were contacted. However, only fourteen schools participated in the study with 176 sampled learners, and nine principals participated voluntarily. The 4 schools that did not participate were not easily reachable and one school was used to pilot the questionnaire.
- Informed consent: A letter of consent from the Head of Department was presented to the schools and consent from the principals to participate was also given prior to completion of both the interviews and the questionnaires. The principals completed a form indicating their consent and the confidentiality of the interview (cf. Annexure C).
- Privacy: an assurance of anonymity, confidentiality and appropriate secure storage of data was given by the researcher to the participants by principals completing a form of confidentiality of the interview (cf. Annexure C). All personal information provided by respondents was protected and will not be

revealed without the permission of the participants. The learners and principals did not include their names on the questionnaires and tape recordings, but codes were used to identify schools and participants with no specific relation to any school or participant, to ensure anonymity and confidentiality. The principals had to be ensured that their privacy would be protected, since the nature of my work as a Supervisor in the Whole School Evaluation Unit constrained some of the principals in divulging certain information. After discussing all ethical aspects and signing the confidentiality form, all principals agreed to be recorded for the interviews.

The challenges in terms of validity and reliability experienced in the course of the empirical study were dealt with in various ways. Firstly, some of the principals were not comfortable with their interviews being electronically recorded. However, I had to convince the principals about the confidentiality of the tape recordings and that it would be deleted as soon as the recordings had been transcribed verbatim.

Secondly, since most of the schools did not have an extra classroom, learners had to complete the questionnaires in the staff room. I had to arrive an hour before the scheduled interviews in order to move from class to class to identify the participants in the sample. Lastly, some of the high school learners in Grade 12 wanted to discuss the issues related to the policies after they had completed the questionnaire, but I explained that the results of the study would be sent to the school after the completion thereof.

3.6 CONCLUSION

This chapter presented an in-depth description of how the mixed method research design, working within the pragmatic paradigm was implemented and aligned with the aims of the study. The purpose of the quantitative research method was to establish, confirm and validate relationships between phenomena and the participants, and to develop certain quantifiable generalisations, whilst the qualitative method provided the opportunity to investigate the participants' views and experiences of poverty in depth.

The research design and the various phases of the research was explored in this Chapter, presenting firstly a detailed description of the quantitative investigation (cf. 3.3.1), the research method, the questionnaire as the research instrument, and the sampling of the participants. Secondly, the discussion of the qualitative investigation (cf. 3.3.2) included the rationale and procedures of the qualitative research method used and the process of data collection (ways in which interviews were to be conducted as well as the interview schedule).

Chapter 4 will present the data collected and the analyses and discussions thereof in relation to the research aims of the study.

CHAPTER 4

PRESENTATION, ANALYSIS AND INTERPRETATION OF RESEARCH RESULTS

4.1 INTRODUCTION

During the course of this study, I collected data quantitatively and qualitatively to explore poverty alleviation policies in education in relation to the Capability Approach. My intention was to provide feedback on the state of affairs regarding learners' experiences of poverty and to analyse principals' responses regarding the implementation of poverty alleviation policies in schools in the Francis Baard District of the Northern Cape. With analyses of this kind, I positioned myself to propose strategies to improve the implementation, evaluation and monitoring of policies in the Northern Cape. Consequently, the analysis and interpretation was done of the research results obtained from the respondents from Frances Baard District, Northern Cape, with data being presented in frequency tables and bar graphs, based on the sections of the questionnaire (Appendix A) and interviews (Appendix B).

To achieve the overall aim of the study, information was gathered through an empirical study on the following research questions:

- What are the various types of poverty categories prevalent in the Quintile1 schools in the Frances Baard District, Northern Cape Province schooling environment?
- What is the relation between the three identified policies and the Capability Approach?

- How do poverty alleviation policies in the Quintile1 schools in the Frances Baard District, Northern Cape schools realise its role?
- How can the Capability Approach contribute to the more effective implementation of poverty alleviation policies in the Frances Baard District of the Northern Cape Province?

In an attempt to answer the above research questions, an analysis and discussion was done in relation to the quantitative and qualitative data.

Firstly the quantitative data will be presented and thereafter the qualitative data.

4.2 ANALYSIS AND DISCUSSION OF QUANTITATIVE DATA ANALYSIS

The analysis and interpretation of the quantitative research results was done by means of the measurement frequencies for respondents in the Frances Baard District of the Northern Cape. The data is presented in frequency tables, in accordance with the learner questionnaire sections and the research questions.

The following issues were addressed and presented:

- Biographical information which included the gender, age, and guardians or parents the respondents live with;
- Socio-economic circumstances, their qualifications and type of employment, basic needs;
- The poverty alleviation policies; and
- Aspects related to the Capability Approach.

4.2.1 SECTION A: BIOGRAPHICAL INFORMATION

In this part of the questionnaire, I obtained information about the participants' details. In Section A of the questionnaire, I ascertain information regarding gender (Table 4.1), age (Table 4.2) and living with guardians or parents (Table 4.3) in their school community.

Table 4.1: Gender of learners

Gender	F	%
Male	67	38.1
Female	109	61.9

With reference to Table 4.1, it is clear that the male respondents were more than their female counterparts. I need to mention that this was not done intentionally, but that it reflects the percentages of gender in schools at the time this study was conducted.

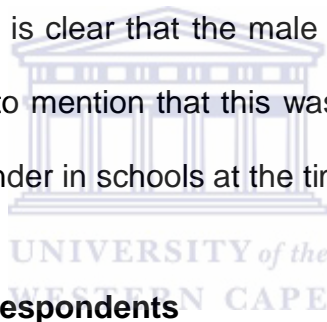


Table 4.2: Current age of respondents

Age category	F	%
11 year old	3	1.7
12 year old	39	22.2
13 year old	36	20.5
14 year old	13	7.4
15 year old	6	3.4
16 year old	2	1.1
17 year old	19	10.8
18 year old	29	16.5
19 year old	15	8.5
20 year old	8	4.5
21 year old	6	3.4

Based on the information in Table 4.2, the majority (22.2% + 20.5%= 42.7%) of respondents fall within the categories of 12 year, 13 year and 18 year old learners who attended and completed the questionnaire in the respective schools and less than 1.1% respondents falls within the category of 16 year old. All other age categories are relatively evenly spread.

Table 4.3: Living with people when attending school

	F	%
Parents	101	57.4
Grandparents	47	26.7
Other family	21	11.9
Friends	1	0.6
Alone with brothers and sisters	6	3.4

Information in Table 4.3 clearly indicates that the majority of participants seem to live with their parents. Interestingly, some stay with grandparents and other family members, whilst a smaller percentage indicated that they live with friends or alone with brothers and sisters when attending school. I use “interestingly”, because it might be that some learners’ parents are already deceased or work in bigger towns to earn a better salary.

4.2.1.1 Discussion

I would like to articulate the following insights with respect to the data that was collected. I shall present my insights by making use of some themes with a brief description.

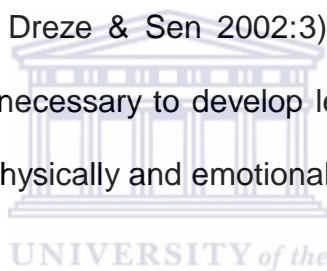
Insight 1: Age: Although the learners were of school-going age, I detect a difference in ages. In grade 7 learners should be between 11 and 13 and for grades 12 from 17 years to 19. With my teaching experience in mind, I deduce that some learners had probably repeated a grade or entered school at a late age, as some learners in grades 7 are probably 16 years old whilst a few are older than 20 in grade 12 (cf. Table.4.2). Repetition of grades, arguably, may be because of difficulties that learners experience in the schooling system or even at home. This means that learners may not have been advantaged in terms of information from books, educators or libraries, amongst others.

The fact that many learners are repeating the grades could suggest that unfreedoms are hampering, or working against the full benefit of their achievement of the school experience. Therefore, some learners seemingly struggle to perform well or achieve their maximum potential. If this is the case, the extent to which these learners are able to make use of resources (cf. 2.6.1-2.6.3) available to them to create or develop capabilities or opportunities, becomes problematic. However in the context of this research, it is important to note that individuals differ in their abilities to convert the same resources into valuable functionings. Ultimately the question is whether learners are exposed to a variety of capability options, whatever their home circumstances or learning difficulties (Sen, 1987:36).

Insight 2: A matter of survival? - Learners seem to be more vulnerable in terms of achieving their capabilities, because, in order to survive, they need support and encouragement from their parents, guardians and family. One of the reasons why some of the learners might not be motivated to perform well or to continue with their schooling, may be attributed to the fact that some parents are also not educated and thus unable to support them (cf. Table 4.4). For me, it seems that learners are fighting

to survive and therefore the argument goes that schools should be the places where learners get support and encouragement, particularly in poverty stricken areas. In this context, Fleisch (2007:73) reports that a fractured family can cause a growing sense of social isolation in a child, which in turn has negative consequences for a child's sense of self-esteem and ultimately impacts on his or her school achievement. The living conditions provided by parents or guardians may contribute to an enrichment of the learners' lives and thus to the achievement of more capabilities.

On the other hand, I argue that if the learners do not get the support they need regarding school work and emotional support, they may not develop the capabilities to live as free individuals (*vide*: Dreze & Sen 2002:3). From the latter it is clear that conducive circumstances are necessary to develop learners' capabilities, which should be supportive in nature, both physically and emotionally.



In the following section, the socio-economic circumstances of the learners will be interpreted.

4.2.2 SECTION B: SOCIO-ECONOMIC STATUS

This part of the questionnaire focuses on the socio-economic status of parents in terms of academic qualifications, employment, and health facilities, regarding the learners at their respective schools. I regard such an exploration as essential, because this type of data plays an important role in understanding socio-economic phenomena; as well as the societal challenges in the community that may exist.

Section B of the questionnaire which has relevance to questions 4-8, aims to ascertain the socio-economic status of respondents.

4.2.2.1 Highest qualification of parents

Question 4 was formulated to collect data on parents/ guardians highest qualifications. Table 4.4 revealed the outcome of the data collected.

Table 4.4: Highest qualification of parents

	F	%
Gr. 1 – 7	29	16.5
Gr. 8- 10	24	13.6
Gr. 12	39	22.2
Diploma/Degree	10	5.7
Parents/Guardian did not attend school	18	10.2
I don't know	56	31.8

In Table 4.4, “*I don't know*” signifies that most participants (31.8%) were unsure what their parents/guardians highest qualifications are. As an educationist, I was quite alarmed to learn that only 22.2% of the parents achieved the highest level of school-going qualification. I also observed that the remainder of the participants provided a low score with respect to those who attended school from the foundation phase until Grade 10. Shockingly, 10.2% of the parents never attended school, which is worrying, because one can speculate that these parents are not able to assist learners with homework, amongst others.

4.2.2.2 Provision of basic needs

Question 5 was formulated in such a way that participants only needed to indicate whether they agree (Yes) or disagree (No) with regard to some basic needs. The outcome of participants' responses is captured in Table 4.5.

Table 4.5: Information on basic needs

	YES		NO	
	F	%	F	%
5.1. Do you live in a house made of bricks and a corrugated/tile roof?	128	72.7	48	27.3
5.2 Do you live in a house made out of corrugated iron (shanty/shack)?	48	27.3	128	72.7
5.3 Do you have access to running water/tap in your yard?	136	77.3	40	22.7
5.4 Does your parents/guardian receive a pension or social grant?	101	57.4	75	42.6
5.5 Does the parent/guardian that you are staying with have a job?	108	66.4	68	33.6

Based on the information collected in Table 4.5, the majority of respondents indicated that they live in formal housing structure (72.7%). However, 27.8% live in structures usually referred to as shacks or shanties, which probably do not provide good shelter to the occupants. Albeit the structure of houses, it is interesting to note that most participants are provided with basic services like water. What I also find appealing is

that although most parents do not have high academic qualifications (cf. Table 4.4.), most of them have jobs, which may imply a regular form of financial income. Although many of the parents do have employment, most also receive a social grant from government, which is an indication that there is a need for assistance.

Question 6 was formulated to collect data regarding the parents'/guardians' employment status and type of work. Consequently, the respondents indicated that their parents/guardians were farm workers, domestic workers, mine workers, shop assistants, a police officer, a bank teller and a teacher. I became aware that the parents/guardians represent a mixture of professionals, skilled workers and unskilled workers, but mostly low paid and temporary in nature.

4.2.2.3 Access to health facilities and go to bed without food

In Question 7 and 8, respondents were asked whether they go to bed without food and if they enjoy any access to health facilities. Table 4.6 revealed the outcome of the data collection.

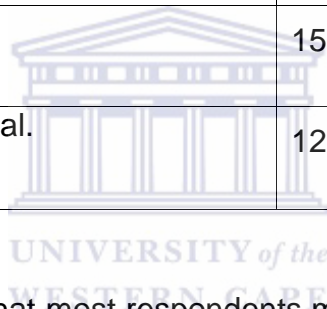
Table 4.6: Go to bed without food

	F	%
Once a week	8	4.6
Everyday	9	5.1
Sometimes	58	33.1
Never	101	57.3

Despite the conditions participants live in, most respondents indicated that they never go to bed without food or that some of them sometimes go to bed without food. There seems to be those who went to bed without a meal every day and those who only go to bed without food once a week.

Table 4.7: Access to health facilities

	F	%
I visit the clinic when I am sick	141	80.6
There is a hospital.	7	4.0
There is a doctor.	15	8.6
We do not have a clinic/ hospital.	12	6.9



The data in Table 4.7 shows that most respondents mostly visit the clinic when they are sick. A small percentage of the respondents are fortunate to visit a doctor or go to hospital, whilst some do not have access to a clinic or hospital.

4.2.2.4 Discussion

I would like to communicate the following insights derived from the data that was collected:

Insight 1: The lack of functioning - From Table 4.4, I deduce that a lack of qualifications or a lack of knowledge regarding qualifications may lead to a reduction in learners being motivated to achieve good educational skills and capabilities. My

thinking is that learners may engage in dropping out of school or becoming reluctant or demotivated to continue with their schooling. Lake and Pendlebury(2009:20) see education as giving people the freedom to make informed choices and enhances the enjoyment of all individual rights and freedoms, what Sen (1993:273) calls, their capability to lead lives they have reason to value. The literature seems to complement the findings of the empirical study in the sense that poverty affects education negatively. It could thus be argued that if the issue of equitable provision of quality education is not effectively addressed, people are inevitably deprived of their awareness and enjoyment of their rights and freedoms.

Arguably, a lack of resources contributed to a lack of valuable functioning. As indicated, functionings refer to achieved outcomes, the things that a person is able to be or to do. Functionings encompass, for example, being adequately nourished, being employed, being literate, doing a job that is meaningful and fulfilling. In relation to the study, functionings would include, for example, being able to read, being able to take part in activities of the school, or being able to pass an examination.

Therefore, I argue that although learners are at school, a lack of resources may become problematic in so far as it may encumber their creativity and the development of capabilities or opportunities (cf. 2.4).

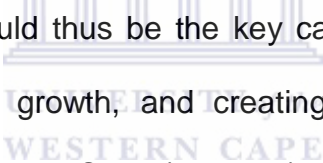
However, in the context of this research, I hold the view that individuals differ in their abilities to convert the same resources into valuable functionings. My argument is that learners are exposed to a variety of capability options despite circumstances at home or learning difficulties they may experience (*vide*: Sen, 1987: 36). Learners are exposed to different socio-economic circumstances which influence their lives (cf.

Table 4.3 and 4.5) and this will affect how some learners will respond to capability options.

Insight 2: Implications for capabilities - Considering the preceding insight, I realised that capabilities and functionings are influenced by multiple factors (*vide*: Wilson-Strydom, 2011): individual circumstances, relationships with others, social conditions and context - all of which contribute to creating spaces for children's opportunities to be realised. Here, the Capability Approach emphasises the notion that a person's well-being is affected by his or her social, political and economic opportunities. Therefore, as has been discussed, learners' freedoms or unfreedoms can be enhanced or violated by the choices and actions of others such as parents, teachers and family, friends and the community in which a child lives. Most the learners (57%) receive a social grant from the government in the Frances Baard Quintile 1 schools, and although their parents receive an income, it seems not be sufficient to provide for all their needs. The types of employment indicated by the learners are mostly of the very low income groups and, as discussed in Chapter 2, a high degree of inequality is prevalent in South Africa (cf. 2.4.2). It can also be argued or assumed that the types of employment indicated by learners would mostly be temporary or casual, as many is working as gardeners, domestic workers and labourers in the mines.

Families in perpetual poverty are exposed to low levels of literacy, insufficient income and few or no livelihood opportunities as well as poor health, and the absence of sanitation and clean water (cf. 2.4.1). This in turn can have devastating effects on the lives of children and the communities in which they live, particularly on their chances of ever developing or achieving their capabilities.

From the information given thus far, I argue that capabilities poverty is thus relevant in this schooling district. Handley et al (2009:4) state that people suffer from capabilities deprivations in a range of dimensions described in Chapter 2. Poor living conditions, accompanied by the inadequate provision of public services, lead to poor health of many learners in areas such as the Frances Baard District, which, amongst other factors, affects the education outcomes of learners. As has been described, Sen (1999:3-4) sees poverty being linked to a person's capabilities which ultimately reflect a person's freedom or ability to choose the way he or she wishes to live. These capacities include and depend on being free from hunger, on earning a decent living and receiving an education of reasonable quality. Thus it can be argued that capabilities are interconnected and mutually reinforcing.



In this context, education should thus be the key capability in reducing inequality and poverty, enhancing economic growth, and creating strong and effective institutions and governance. In this context, Saito (2003:25) argues that children are generally not the best decision-makers regarding their own well-being and personal development. It can thus be argued that those children whose parents or guardians are earning a reasonable income, providing emotional and practical support, and providing guidance to them, are the children most likely to be exposed to and enjoy the freedom to choose from options conducive to their own well-being. However, where parents or guardians are not present in the home for whatever reason, unable to fulfil their roles as providers of care and affection, children may not achieve, or may under-achieve, in terms of educational goals. Thus it can be argued that parental or guardian support plays an integral part in learners' development and well-being.

The collected data relating to the implementation of policies, specifically those residing and schooling in the Frances Baard District will be discussed next.

4.2.3 SECTION C: POLICIES

The following section will address the aspects on how learners experienced the implementation of the three named poverty alleviation policies. These included namely: distance and traveling to and from schools, the safety of transport, late coming, and reasons thereof. Secondly, aspects related to the NSNP relates to the quality, frequency, level of participation and reasons for absenteeism and lastly the No Fee Policy section reflected on the learners' awareness of the policy and contributions towards the schools.



4.2.3.1 Learner Transport Policy NC (2010)

Compulsory education places a responsibility on government to ensure that schools are accessible to children who are of the age for compulsory schooling. In this section an overview is given of the responses of learners with regard to the distances from school, access modes to school, the occurrence of late coming, and reasons for late coming.

Question 9.1 was formulated to collect data regarding how far participants travel to their respective school attendance. Table 4.8 reveal the outcome of the data collection.

Table 4.8: Distance from school

Time	F	%
10- 15 minutes	71	40.3
15- 30 minutes	40	22.9
1 hour	16	9.1
More than an 1 hour	49	28.0

Most of the learners seemingly do not live far from schools. What is worrying, however, is the fact that some learners have to travel to school for more than one hour. This implies that for these learners, schools may be situated far from homes.

Question 9.2 was formulated to collect data regarding how participants go to school or travel to their respective schools. Table 4.9 reveal the outcome of the data collection

Table 4.9: Means of travelling to school

Means of travelling	F	%
Walk	104	59.1
Subsidised transport (School bus/taxi)	55	31.3
Family car	3	1.7
I pay taxi/bus every day to come to school	14	8.0
Other (eg. Bicycle)	0	0

Based on the information in Table 4.9 the majority of respondents indicated that they walk to school. Some learners are afforded subsidies to at least travel to school via organised transport. Despite their poor living conditions, it is appalling to learn that some learners have to compensate (8.0%) in order to get to schools, whilst a very small amount of learners are fortunate to be taken to school by their parents via private transport.

Question 9.3 was formulated to collect data regarding the use of subsidised transport as a means to travel to their respective schools. Table 4.10 reveals the outcome of the data collection.

Table 4.10: Using subsidised transport

	Using subsidised transport to travel to school	YES		NO	
		F	%	F	%
9.3.1	There are seats for everybody.	32	58.2	23	41.8
9.3.2	The transport is always on time.	31	56.4	24	43.6
9.3.3	The transport is sometimes late.	24	43.6	31	56.4
9.3.4	The transport is overloaded.	38	69.1	17	30.9
9.3.5	We feel safe in the vehicle	38	69.1	17	30.9
9.3.6	We travel in a bus/taxi.	53	96.4	2	3.6
9.3.7	We travel in a cab/van.	2	3.6	53	96.4
9.3.8	We are supervised in the transport by a captain.	3	5.5	52	94.5

In general, the majority of participants responded positively regarding the use of subsidised transport to travel to schools. This is evident in terms of the kind of transport used, safety when travelling to school, the reliability of transport and space for everybody. On the other hand, most of the respondents indicated that they travel in a cab/ van and that they are very much without any supervision while traveling to school.

Question 9.4 was formulated to collect data in terms of the question: “**give two reasons why the transport arrives late at school**”. The following reasons were provided.

Respondents pointed out the following reasons:

- the bus sometimes breaks down;
- mechanical failure;
- the learners were not on time at the bus stop;
- the bus was not on time at the bus stop; and
- it was raining at times and the bus drives slowly.

I hold the view, deduced from the reasons above that transport for learners may be regarded as undependable. If this would happen frequently, I argue that learners may be denied valuable opportunities relevant to their learning.

4.2.3.2 National School Nutrition Programme (2004)

The aim of the National School Nutrition Programme is to foster better quality education by alleviating short-term hunger and enhancing the concentration capacity of learners. Learners' responses were based on the quality and regularity of meals as well as school attendance.

In **Question 9.5**, learners had to indicate whether they receive meals at school and how often in **and Question 9.6**.

Table 4.11: Meals served

		YES		NO	
		F	%	F	%
9.5	Do you receive a meal at school	176	100	0	0

Since these learners are from Quintile 1 schools they ought to receive meals every day. The respondents (100%) indicated that they do receive food at their respective schools.

Table 4.12: Frequency of meals

		YES		NO	
		F	%	F	%
9.6	Frequency of meals served at school				
	Every day	176	100	0	0
	Once a week	0	0	0	0
	Twice a week	0	0	0	0
	Once a month	0	0	0	0

In Question 9.6 learners had to indicate how often meals are served. All the respondents (100%) indicated that it is served every day.

Question 9.7 poses a question regarding the preparation and quality of meals at school daily. The following was expressed by the participants in Table 4.13:

Table 4.13: Preparation and meals served at school

		YES		NO	
		F	%	F	%
9.7.1	I always finish the meal served.	113	64.6	62	35.4
9.7.2	The food is nice.	113	64.6	62	35.4
9.7.3	The food is enough.	80	45.7	95	54.3
9.7.4	We eat the same food most of the time.	109	62.3	66	37.7
9.7.5	I do not eat the food served at school.	30	17.1	145	82.9
9.7.6	I rather buy from the tuck shop.	22	12.6	153	87.4
9.7.7	I eat the food served at school.	153	87.4	22	12.6

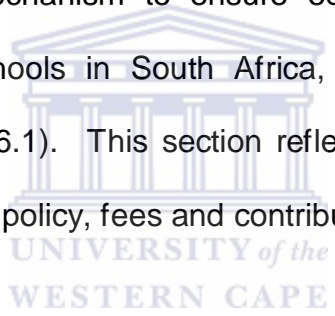
In most instances, learners seem to be satisfied about the preparation of food and adamantly indicated that they enjoy the food at school (64.6%) and the same learners indicated that they finished their meals. Interestingly, many learners indicated that the food is not enough. From my experience as an educationist, “*not enough food*” is a common complaint by learners at schools. However, a few learners (17%) are not participating in the NSNP. Although the majority (87.4%) of the learners indicated that they do eat the food served, some learners (62.3%) gave an indication that they eat the same food most of the time.

With reference to **Question 9.8**, it was formulated to collect data by giving TWO reasons for their absence from school. The following was expressed by the participants:

- They were sick;
- It was raining;
- There was no transport; and
- They did not complete their homework.

4.2.3.3 No Fee Policy (2006)

The No Fee Policy is a mechanism to ensure equitable distribution of financial resources across all the schools in South Africa, in particular to the previously disadvantaged schools (cf. 2.6.1). This section reflects on the extent of the learner participants' awareness of the policy, fees and contributions payable to the schools



Question 9.9 was formulated to collect data by asking the respondents whether they are aware of the No Fee Policy. The following was expressed by the participants.

Table 4.14: Awareness of the No Fee Policy

		YES		NO	
		F	%	F	%
9.9	Are you aware of the No Fee Policy	145	82.4	31	17.6

From the above table it seems as if some learners were aware of the policy, whilst others indicated that they never knew of such a policy.

Question 9.10 was formulated to collect data by asking the respondents whether their parents/guardians pay school fees. The following was expressed by the participants:

Table 4.15: Payment of school fees

		YES		NO		I don't know	
		F	%	F	%	F	%
9.10	Are your parents/guardians paying school fees	2	1.1	167	94.9	7	3.9

From the learners' responses I learnt that most parents do not (94.9%) pay school fees, whilst 2% do pay money. This is disturbing as, no fee schools may not charge school fees.

A discussion of the learners' experiences with regard to the policy implementation will follow.



4.2.3.4 DISCUSSION

I would like to articulate the following insights that I deduced from the data that was collected:

Insight 1: A matter of access -I would like to reiterate that Sen's Capability Approach reminds us that the purpose of education is not only to alleviate poverty, but to enable people to develop their capabilities (Sen, 1999:5). In this context, I argue that being able to access the school on time every day and to be maximally exposed to educational opportunities, may contribute to the enhancement of the choices learners may be afforded, as was described in Chapter 2. Through the Transport Policy NC, learners who stay more than 5km from school are afforded an opportunity to be at the various schools. Learners get free education through the No Fee policy and food is served to all the learners in Quintile. I am of the opinion that all the learners in the

Frances Baard Quintile 1 schools are afforded an opportunity to access education to enhance their capabilities.

Insight 2: Implications for policy implementation-In Chapter 2, an explication was provided regarding ways in which the Learner Transport Policy could be successfully implemented and monitored as well as contribute towards fostering the principles of equity and access. I observed that, for learners, the Learner Transport Policy (NC) 2010 is significant in terms of affording them opportunities to regularly attend school (cf. 2.6). However, learners raised issues of overloading and poor transport arrangements (cf. Table 4.10) which implies that the transport is not properly organised and this might impact negatively on learners' freedoms.

In this context, Joshi (2005:5) posits that failing to ensure acceptable and safe transport conditions may result in learners avoiding school, which in turn may lead to drop-outs or to regular absenteeism from school. In this regard, the Capability Approach emphasises that opportunities for the disadvantaged should be encouraged and as such the availability of transport should improve rather than impede children's freedom to access education (see Joshi, 2005:5). Lack of transport, which hinders regular access to schools can contribute to instability amongst learners in terms of the mastering of the curriculum and in turn reduces the opportunities of learners' to have the freedoms to choose the type of schooling that will benefit them, especially if these traveling arrangements are outside their control. This pattern is reflected in the literature (cf. 2.6) and reinforces the urgent need for the Department of Education to provide learners with reliable and safe transport to schools. According to Dieltens et al., (2009:49), the implications of these findings may be that the Department of Education transport is not substantially or adequately assisting those learners who

should be benefiting from it as they sometimes arrive late, and/or skip classes. A further implication is that learners are not able to enjoy useful learning experiences.

Insight 3: Limitation of capabilities

Most learners in the study reported that they finish their meals and this could be an indication that some learners are very appreciative of the food. In Table 4.6, some learners explicitly mentioned that they often go to bed without food. For learners to be able to respond well to their daily routine at school, a healthy mind and body are essential in order to be open and sustain learning experiences. Since well-being is central to Sen's Capability Approach, my argument is that the provision of food at school enables hungry learners to benefit from the learning offered by the school and ultimately to pursue their goals that they value. This is emphasised by Walker (2004:4), who argues that functioning depends on both individual and institutional conditions, as well as the context within which individual potentials (freedoms) can be achieved. Thus, an individual's functionings will be inflected by a person's relative advantages in society and will be enhanced by enabling public and policy environments.

The reasons given by learners for absenteeism are highlighted in Question 9.8. Respondents indicated illness as a reason for absenteeism. As indicated, most of the learners' parents are working and, although they have access to clinics, nurturing and caretaking are not always available. This situation poses a risk to the learners' well-being. However, although learners might thus not feel well when attending school, the fact that they receive a meal at school seems to encourage them to attend school. This situation is referred to in the discussion on poverty and the Capability

Approach in Chapter 2 (cf 2.2.4. 2.4.1 and 2.5.1.1- 2.5.1.3) which indicates that the No Fee policy, free transport and the NSNP are intended to encourage learners to attend school and to assist with access to education for learners living in poverty. It seems from responses to Question 6 that most learners' parents earn a low salary, or survive on social grants, or do not have a regular income and thus it could be argued that the income of most parents is not sufficient to meet their daily needs (cf. Chapter 2 and Table:4.5-4.6). Since the Quintile 1 schools in the Frances Baard District, under the Northern Cape Education Department, are implementing the No Fee Policy, schools in that area are legally bound to provide for learners' educational needs.

Insight 4: Resources may contribute to freedoms learners may enjoy- Arguably, although a school may request financial assistance from parents, if parents are not in a position to contribute, learners' opportunities or well-being at the school should not be compromised. Thus, schools should be an "agent" in bridging the gap by providing assistance through resources to learners and their parents. The latter would be helpful in overcoming some of the unfreedoms relating to learning opportunities, amongst others. In this context I argue that resources and inputs should be supplied, but the extent to which learners exercise their agency and convert these resources into capabilities, will be reflected in the freedoms they exercise. It is thus not surprising to me that the Capability Approach not only consider resources and inputs that should be evaluated, but also whether learners are able to convert the available resources into capabilities and thereafter potentially into functionings.

Thus, due to limitations to their opportunities, learners experience unfreedoms, although they attend school regularly and are supposed, in theory, to be the

recipients of all the necessary inputs provided by the poverty alleviation policies. Due to the gaps between the schools, parents and society, poverty related issues influence learners and parents in terms of what they hope to achieve. The school should thus be the agent to bridge the gap by providing assistance through opportunities to learners and parents to overcome certain 'unfreedoms'. In summary it can be said that although some resources, inputs and opportunities have been supplied, the extent to which learners have converted these resources into capabilities will be reflected in the freedoms they exercise. The Capability Approach acknowledges the diversity of learners and their individual differences, and thus it would be expected from schools and from government to provide quality education to learners, given that education can diminish or enhance their capabilities.

4.2.4 SECTION D: THE CAPABILITY APPROACH

The Capability Approach is concerned with evaluating how well off people are to achieve the kind of lives they have reason to value. As such, learners responded in this regard under the following headings: Contributors towards achieving dreams, factors for attending school, expressing ideas and support.

Question 10 was formulated to collect data by asking the respondents who contributes towards achieving their dreams. The following was expressed by the participants.

Table 4.16: Contributors towards achieving dreams

	F	%
My family	138	78.4
The school	27	15.3
The government	6	3.2
The community	0	0

In Table 4.16, the majority of respondents (78.4%) indicated that their support in reaching their dreams come from family members. Even though schools also contribute towards achieving dreams, one would think that the response rate would be higher. My point is that, since schools are the places where learners are prepared for further education and training, they should play a more important role in helping learners achieving their dreams. I also found it interesting that government scores a very low percentage and that the community does not contribute towards helping learners to achieve their dreams.

Question 11 was formulated to collect data related to factors contributing towards attending school. The following was expressed by the participants.

Table 4.17: Factors in attending school

	Mean	SD	Strongly Agree	Agree	Disagree	Strongly Disagree
11.1 I have enough time to do what I really like.	2.07	.799	27.4	39.4	32.0	1.1
The results in Table 4.17, question 11.1 showed that respondents strongly agree (27.4%) to agree (39.4%) that <i>they have enough time to do what they really like</i> (mean= 2.07, SD = .799) at school as a factor impacting on school attendance. On the other hand, respondents further responded that they strongly disagree (32.0%) to disagree (1.1%) that <i>they have do not have enough time to do what they really like</i> to do at school.						
11.2 I am able to express my personal opinions and ideas and to be listened to.	2.06	.778	25.1	46.3	26.3	2.3
The results in Table 4.17, question 11.2 showed that the majority of respondents strongly agree (25.1%) to agree (46.3%) that <i>they are able to express their personal opinions and ideas and to be listened to</i> (mean= 2.06, SD = .778) at school as a contributing factor in attending school. On the other hand, respondents further responded that they strongly disagree (26.3%) to disagree (2.3%) that <i>they are able to express their personal opinions and ideas and to be listened to</i> do at school.						

11.3							
It is important to attend school.	1.19	.392	81.1	18.9	0	0	
The results in Table 4.17, question 11.3 showed that the majority of respondents strongly agree (81.1%) to agree (18.9%) that <i>it is important to attend school</i> (mean= 1.19, SD = .392) as a contributing factor in attending school.							
11.4							
I would prefer a comfortable house, safe home and clean environment.	1.33	.518	68.6	30.3	1.2	0	
The results in Table 4.17, question 11.4 showed that the majority of respondents strongly agree (68.6%) to agree (30.3%) that <i>they prefer a comfortable house, safe home and clean environment</i> (mean= 2.06, SD = .778) as a contributing factor in attending school regularly. On the other hand, only 1.2% of respondents preferred <i>a comfortable house, safe home and clean environment</i> as a contributing factor in attending school.							
11.5							
It is important to participate in activities of your family, neighborhood and school.	1.57	.592	48.6	46.3	5.1	0	
The results in Table 4.17, question 11.5 showed that the majority of respondents strongly agree (48.6%) to agree (46.3%) that <i>it is important to participate in activities of your family, neighborhood and school</i> (mean= 1.57, SD = .592) as a contributing factor in attending school. On the other hand, respondents further responded that they strongly disagree (5.1%) and that <i>it is not important to participate in activities of your family, neighborhood and school</i> .							
11.6							
I have a right not to be abused	1.27	.482	74.3	25.7	0	0	
The results in Table 4.17, question 11.6 showed that the majority of respondents strongly agree (74.3%) to agree (25.7%) that <i>they have a right not to be abused</i> (mean= 1.27, SD = .482) as a contributing factor in attending school.							

In summary of Table 4.17, the results in Table 4.17, question 11.1 showed that respondents strongly agree (27.4%) to agree (39.4%) that *they have enough time to do what they really like*, the majority of respondents strongly agree (25.1%) to agree (46.3%) that *they able to express their personal opinions and ideas and to be listened to*. Important to note, is that the majority of respondents strongly agree (81.1%) to

agree (18.9%) that *it is important to attend school*. The results in Table 4.17, question 11.4 showed that the majority of respondents strongly agree (68.6%) to agree (30.3%) that *they prefer a comfortable house, safe home and clean environment and* respondents strongly agree (48.6%) to agree (46.3%) that *it is important to participate in activities of your family, neighborhood and school* (mean= 1.57, SD = .592) as a contributing factor in attending school. It is troubling that respondents further responded that they strongly disagree (5.1%) that *it is important to participate in activities of your family, neighborhood and school*.

Question 12 was formulated to collect data regarding how respondents can express ideas, giving their personal views and have enough time to do what they like when attending school.

The following was expressed by the participants.

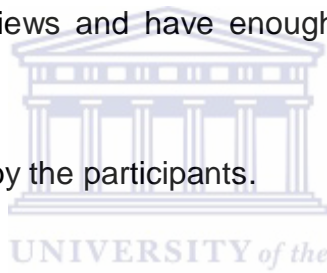


Table 4.18: Expressing ideas and support received

	Mean	SD	Strongly Agree	Agree	Strongly Disagree	Disagree
12.1 I generally feel free to express my ideas and opinions.	1.91	1.028	46.9	25.1	17.7	10.3
12.2 People/ teachers tell me when I am doing well.	1.68	.802	48.9	39.2	7.4	4.5
The respondents strongly agree (48.9%) to agree (39.2%) that <i>people/teachers tell them when they are doing well</i> (mean= 1.68, SD = .802) at school and that this impacts learners' capabilities. On the other hand respondents felt that they strongly disagree (7.4%) to disagree (4.5%) and that <i>people/teachers do not tell them when they are doing well</i> at school.						
12.3 People in my life care about me.	1.81	.928	47.2	31.3	14.8	6.8

<p>The majority of respondents strongly agree (47.2%) to agree (31.3%) that <i>people in their lives care about them</i> (mean= 1.81, SD = .928) as a factor that impacts on learners' capabilities. On the other hand respondents felt that they strongly disagree (14.8%) to disagree (6.8%) and that <i>people in their lives do not care about them</i> at school.</p>						
12.4						
If I had a choice, I would like to change schools.	1.53	.658	54.0	41.5	2.3	2.3
<p>Respondents strongly agree (54.0%) to agree (41.5%) that <i>if they had a choice, they would like to change schools</i> (mean= 1.53, SD = .658) for the betterment of all learners at school. Respondents felt that they strongly disagree (2.3%) to disagree (2.3%) that <i>if they had a choice, they would like to change schools</i>.</p>						
12.5						
My educators assist me if I experience difficulty in my tasks/activities.	2.66	1.105	24.1	11.5	39.1	25.3
<p>Respondents strongly agree (24.1%) to agree (11.5%) that <i>educators assist them if they experience difficulty in their tasks/activities</i> (mean= 2.66, SD = 1.105) for better results at school. The majority of respondents strongly disagree (39.1%) to disagree (25.3%) that <i>educators assist them if we experience difficulty in their tasks/activities</i> at school.</p>						
12.6						
My parent/guardian assists me with my homework.	1.83	.929	45.5	33.5	13.6	7.4
<p>The overwhelming majority of respondents strongly agree (45.5%) to agree (33.5%) that <i>their parents/ guardians assists them with their homework</i> (mean= 1.83, SD = 0.929) for doing well at school.</p>						

In summation, from Table 4.18, the majority of respondents strongly agree to agree that they can express ideas and opinions (46.9%+25.1%=80%); that teachers tell them when they doing well (48.9%+39.2%=88.1%), that people care about them (78.5%), that they would like to change schools if they had a choice (95.0%) and that parents or guardians assisted them with their homework (79.0%).

4.2.4.1 Discussion

In this discussion, I would like to articulate the following insights:

Insight 1: Policies play a role in terms of capabilities

Sen (1999: 87) argues that “policies should focus on what people are able to do and be in life and that they should be judged according to the individual advantages they make possible”. In this study the National School Nutrition Programme, the Learner Transport Policy, the No Fee Policy and their link with the Capability Approach have been investigated. Sen (1999) emphasises the importance of and at the same time giving recognition to, the centrality of individual agents (teachers, school managers, and the community). Individual agency reminds us that the freedom individuals possess, is qualified and constrained by social, political and economic factors.

It is interesting that learners indicated that is in order to feel free to express their ideas and opinions in Table 4.17. These freedoms (cf. Table 4.17) relate to what Sen considers as those conditions which allow, or bestow freedom on individuals to lead lives they value and enhance the real choices they have (cf. 2.6.1-2.6.3). It seems that some learners would like to change schools, but, due to the fact that they cannot afford or access the school, it is not possible for these learners to exercise their choice.

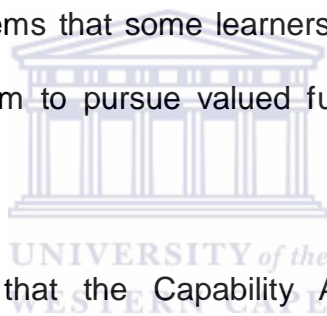
A concern is that a number of learners are not getting adequate support from their educators, whilst some learners reported that they were not receiving parental support or assistance with their school work. The Capability Approach as was discussed in Section 2.5 and illustrated in Table 4.16, emphasises the importance of agents, which in this case are educators, parents and the community. Thus, the three poverty alleviation policies aim to provide resources to the learners but in terms

of agency, the focus in the schools must be on what the learners can actually do with the resources provided. In this context the aim of the policies, the extent and effectiveness of their implementation, would ultimately be measured by how successful their lives are going to be in terms of the valued beings and doings they achieve.

These poverty alleviation policies complement the Capability Approach in terms of its aim to assist learners in avoiding illiteracy, hunger, being uninformed, and not having sufficient opportunities to enjoy quality education. In this context, some of the learners who participated in the study indicated that they want to change schools, are not adequately assisted by educators or parents and they want to be free from abuse. This is an indication that some learners are unable to convert the resources provided into capabilities and are in fact deprived not only of agency, but of the real opportunities to *do* or to *be*. “To do” or “to be” is explained as “the basic education capabilities [which] encompass those realised functionings such as being able to read, write, communicate, argue, possess a sense of self-worth, interact with others based on mutual respect, that constitute the necessary preconditions for human agency and effective participation in the community, cooperative enterprise” (Wigley et al., 2006:292). The prior-mentioned authors foreground the argument that, without foundational educational capabilities, individuals will not be able to protect themselves from unfreedoms.

Thus, if the need arises, access to quality education may contribute to position an individual to become autonomous and achieve well-being. The latter is confirmed by the learners’ responses in terms of their valuing being at school and being in a good environment (cf. Table 4.17).

These responses indicate that it should be the responsibility of the Northern Cape Department of Education to provide quality education to learners such as these. It is however a concern that most learners do not show a positive attitude towards the community and its role in supporting and motivating them. Poverty-stricken communities do not always exert a positive influence on learners in terms of encouraging the development of their capabilities, as unemployment and abysmal socio-economic circumstances are rife. This is also reflected in the article of Unterhalter, Vaughan and Walker (2007:5) describing the various opportunities formed through social arrangements, such as family background, schooling received, as well as individual biographies and the ways in which these are can influence the educational outcomes. It seems that some learners value the school work in spite of there being a lack of freedom to pursue valued functioning due to socio economic constraints.



It can thus be concluded that the Capability Approach both emphasises and complements the poverty alleviation policies in the sense that critical engagements are crucial with regard to social, cultural and environmental factors, given that these factors shape people's preferences, expectations and perceptions, and influence which choices they make from the freedoms available.

In the next section the mean and standard deviation scores will be briefly presented.

4.3 MEAN AND STANDARD DEVIATION SCORES

Table 4.19: Mean and Standard Deviation scores of subsidised transport, food served at school, importance of attending school and expressed ideas (N=176)

Q1 Gender (male and female)	N	Mean	Std. Deviation	Std. Error
Question 9.3	1	12.0000	.76696	.12964
	2	11.9500	.99868	.22331
Question 9.7	1	10.5688	1.15764	.11088
	2	10.3333	1.11401	.13713
Question 11	1	9.5000	1.56778	.15086
	2	9.4478	1.86908	.22834
Question 12	1	13.4404	4.15762	.39823
	2	13.6418	3.84432	.46966

With reference to Table 4.19 the **mean** and **standard deviation** scores were calculated to determine whether learners used subsidised transport, how food is served food at school, whether it is important attending school and expressing ideas in the classroom. It is evident that the majority of respondents agreed that they used subsidised transport (M=12.0000; SD=.76696), how food is served food at school (M=10.5688; SD=1.15764) and it is important to attend school regularly (M=9.5000; SD=1.56778), but disagreed on the issue relating to expressing ideas in the classroom (M=13.6418; SD=3.84432).

The results of the Levene test for equality of variance in a t test will be discussed next.

4.4 LEVENE TEST FOR EQUALITY OF VARIANCE IN A T-TEST

Table 4.20: Levene test for equality of variance in a t-test of subsidised transport, preparing and serving food at school, personal views and expression of ideas and acknowledgement by people (N=176)

		Levene's Test for Equality of Variances		t-test for Equality of Means					95% Confidence Interval of the Difference	
		F	Sig.	T	Df	Sig. (2-tailed)	Mean Difference	Std. Error Difference	Lower	Upper
Question 9.7	Equal variances assumed	.316	.576	.208	53	.036	.05000	.24030	-.43197	.53197
	Equal variances not assumed			.194	31.938	.048	.05000	.25822	-.47601	.57601

The results in Table 4.19 in relation to Question 9.3 indicated that the **preparing and serving food at school** to learners (mean score = 10.5688, SD=1.15764) is statistically significant (**Sig. 2-tailed p < 0.038; 0.048**). This implies that **preparing and serving food at school** as a capability tool has a great impact on the policy implementation at school regularly.

Question 9.7	Equal variances assumed	.097	.755	1.323	173	.041	.23547 .17803		-.11591	.58686
	Equal variances not assumed			1.335	141.406	.044	.23547 .17635		-.11314	.58409
<p>The results in Table 4.19 in relation to Question 9.3 indicated that the usage of subsidised transport by the group (mean score = 12.000, SD =.76696) is statistically significant (Sig. 2-tailed p< 0.036; 0.048). This implies that subsidised transport as a capability tool has a great impact on the attendance of learners at school regularly.</p>										
Question 11	Equal variances assumed	3.261	.073	.199	173	.843	.05224	.26268	-.46622	.57070
	Equal variances not assumed			.191	121.869	.849	.05224	.27368	-.48954	.59402
<p>The results in Table 4.19 in relation to Question 11 indicated that the personal views and expression of ideas by the group (mean score = 9.5000, SD =1.56778) is not statistically significant (Sig. 2-tailed p> 0.843; 0.849). This implies that personal views and expression of ideas cannot be classified as a capability tool which has no impact on the attendance of learners at school regularly.</p>										
Question 12	Equal variances assumed	2.037	.155	-.321	174	.039	-.20142	.62743	-.143977	1.03692
	Equal variances not assumed			-.327	148.202	.044	-.20142	.61576	-.141823	1.01539
<p>The results in Table 4.19 in relation to Question 12 indicated that the acknowledgement by people (mean score = 13.4404, SD =4.15762) is statistically significant (Sig. 2-tailed p< 0.039; 0.044). This implies that acknowledgement by people has a great impact on expressing learners' feelings and ideas at school regularly.</p>										

With reference to Table 4.20, an independence sample test, the Levene test for equality of variance was computed to determine whether learners used subsidised transport (question 9.3), how food is served food at school (question 9.7), whether it is important to attend school regularly (question 11) and expressing ideas in the

classroom (question 12) to enhance their capabilities in the demarcated research study. It is evident that the majority of respondents agreed on three of the four items in the questionnaire which are significantly important for future policy planning, implementation and monitoring as a means to alleviate and enhance learner capabilities at school level.

4.5 ANALYSIS AND DISCUSSION OF QUALITATIVE DATA ANALYSIS

In Chapter 3 I provided a detailed explication of qualitative data analysis. I explicitly focused on the pragmatic philosophy which underpins qualitative research in so far as it aims at examining individual perspectives of the topic in answering the research questions (Ivankova et al, 2007: 260). In terms of Ivankova *et al.*'s (2007) view, my intention was to establish how the participants make meaning of *poverty alleviation policies* by analysing their perceptions, feelings, understandings, experiences and knowledge of the phenomenon under study. I conducted interviews to gather information from individual principals regarding their experiences and knowledge, their opinions, beliefs and feelings (cf. Appendix B). I compared and reflected on the different aspects discussed during the interviews. From the interviews with nine school principals, similar and different views emerged regarding the poverty alleviation policies at the identified Quintile 1 schools. The insights drawn will be discussed in this chapter. As described in Chapter 3, I coded the participants as 1 to 9 according to the sequence of the interview, in order to ensure anonymity. Of the nine participants, four principals were from primary schools, four from High schools and one from a combined school (Grade1-12). The participants' responses are grouped according to the four broad themes that emerged from the data analyses.

Subsequently, I shall start this section with information obtained from the participants.

4.5.1 Information of participants

The participants included nine principals from Quintile 1 schools in the Frances Baard District, Northern Cape Province. Only one principal was a female, whilst the others were men. I need to emphasise that this choice was not deliberate, but it represents the actual gender of the principals in the different schools. The principals are from schools that offer English and Afrikaans as the Language of Teaching and Learning (LoLT) and all the interviews were conducted in English. The choice of language in which the interviews were conducted was that of the participants. The interviews were conducted in the principals' offices at the schools. Henceforth, details of the participants are illustrated in Table.4.16.



Table 4.21: The participants

PRINCIPAL(P)	MALE/ FEMALE	SCHOOL	GRADES
P1	MALE	HIGH	12
P2	MALE	PRIMARY	7
P3	MALE	COMBINED	7 AND 12
P4	MALE	PRIMARY	7
P5	FEMALE	PRIMARY	7
P6	MALE	HIGH	12
P7	MALE	PRIMARY	7
P8	MALE	HIGH	12
P9	MALE	HIGH	12

Table 4.16 provides a synoptic overview of the participating principals as has been indicated previously (*infra*: 4.3). Next, I shall present an analysis and interpretation of the data from the structured interviews.

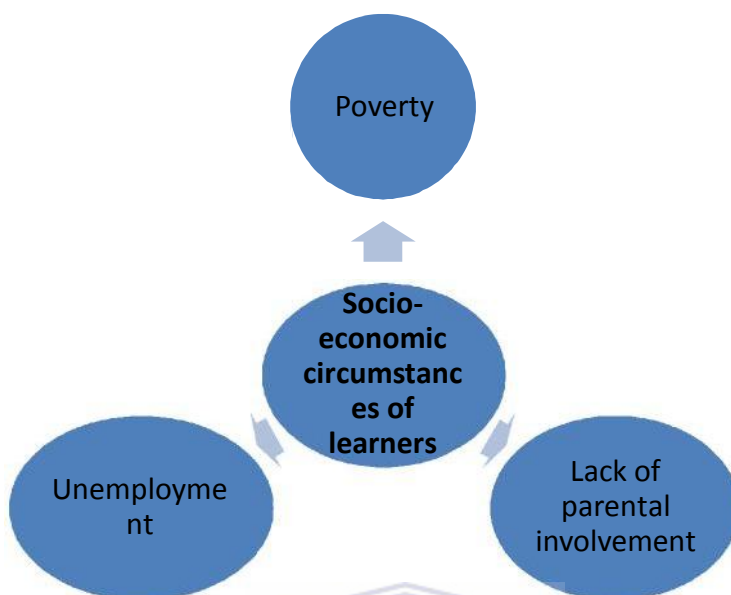
4.5.2 Analysing and interpreting the data from the structured interviews

To present a qualitative analysis, I considered the approach as explained by Nieuwenhuis (2007a:103):

- Preparing the data;
- coding of interview transcripts by either inferring from the words being examined what is significant, or from repeated use of words or phrases whether a pattern is developing;
- making logical sense of the data;
- establishing themes or categories and
- elaborating a set of generalisations which suggest that certain relationships hold firm in the setting being examined.

By utilising the above-indicated approach, I identified four main themes from the principals' responses: (i) Socio-economic circumstances of learners; (ii) Implementation of the poverty alleviation policies; (iii) The Capabilities Approach; and (iv) Learning and teaching provided. Consequently, while re-scrutinising the main themes, I categorised sub-themes that have been derived from the responses of the principals. Henceforth, I shall provide an illustration and analysis regarding the main and sub-themes.

4.5.2.1 THEME 1: The socio-economic circumstances of learners



In terms of Theme 1, the following question was posed to the principals: *Describe the socio-economic circumstances of learners at your school.* In view of the principals' responses, the above indicated sub-themes are discussed in the order of poverty, lack of parental involvement and unemployment.

4.5.2.1.1 Poverty

Poverty seems to be an experience of a deteriorating quality of life, an inability on the part of the poor to meet their basic needs, incapability to access resources as well as a lack of living with dignity. The principals were in agreement about the levels of poverty amongst some of the learners. The principals were of opinion that:

"Our children are from very poor backgrounds and parents are unable to always provide for all the needs of their kids. They depend on social

grants from the state but some parents do not use the money for food and clothes for the kids. Abuse of alcohol and drugs is all over in our area.” (P1)

“Most learners come from poverty stricken families whereby parents are not working and unable to care for their children. They do not have food, and stay in informal dwellings without water and electricity.” (P2)

”The people have mostly temporary work opportunities that contribute to poverty in the community. They get little money to maintain their families.” (P3)

“The children are from poor families and they struggle a lot. Most of our community is dependent on social grants. Alcohol and drug abuse is rife in our community although they struggle.” (P4)

“Parents do not always have all the means to take care of their children. Some people do not have food, proper housing and money. Some kids stay alone with brothers and sister - they get grants”. (P5)

“Our children are from very poor backgrounds.” (P6)

“They do not have food, and stay in informal dwellings without water and electricity.” (P7)

“Learners come from poverty stricken families”. (P8)

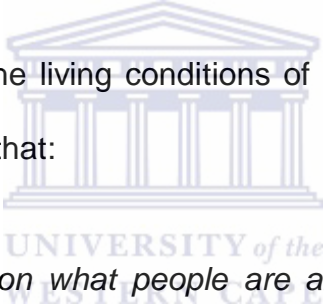
“People do not have food, proper housing and money”. (P9)

Phrases like “very poor backgrounds”; “depend on social grants”; “abuse of alcohol and drugs”; “poverty stricken families” and “little money to maintain their families”, amongst others are indicative of poverty and showcase the kind of socio-economic circumstances learners find themselves in. As indicated in Chapter 2, the socio-economic circumstances of learners can pose constraints on their general well-being,

including schooling (cf. 2.2 - 2.4). This may contribute to: “the deprivation of opportunities, choices and entitlements as capabilities” (Sen, 1987:36). For example, poor income and alcohol abuse may be an indication that learners’ basic physical and emotional needs are not satisfied, because it may be that some learners do not enjoy the functioning of being well nourished, having a healthy body, or being safe amongst others including their family and in the community. Considering the preceding arguments, I hold the view that:

“Learners living in such socio-economic circumstances probably do not have the freedom to live the lives they should in accordance to their basic human rights” (my opinion).

In terms of my above view, the living conditions of learners may negatively impact their functioning. Sen argues that:



‘the focus should be on what people are able to do and be, on the quality of life and on removing the obstacles in their lives so that they have more freedom to live the kind of life which upon reflection, they may find valuable’. (Sen, 1999: 3)

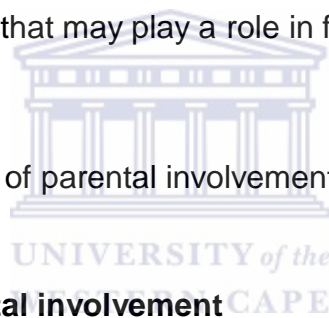
Thus, in my view, poverty stricken circumstances may cause learners to run the risk of academic underachievement, a devaluation of the importance of schooling and subsequently deprive them of quality education. If this happens, I argue that learners may certainly be regarded as confined human beings who would not live the lives they may aspire to live.

My concerns, in terms of the above arguments, are that learners’ capabilities, that is, who they want to be and what they want to do with their lives, are put at risk. However,

I argue that, although people (also learners) cannot always do and be what they want, they certainly have a desire to *enjoy a range of meaningful life options from which to choose, upon which to act, and around which to orientate and pursue one's life projects*" (vide: Reich, 2002: 46).

Learners come from different backgrounds and are not always encouraged or motivated to perform at school due to their personal environment, however the school should create the opportunities for all learners to choose to better their lives. If such options are to be facilitated, I argue that it may contribute to enhancing learners' capabilities. Apart from socio-economic circumstances, a lack of parental support may be regarded as another factor that may play a role in fostering poverty in learners' lives.

A discussion regarding "a lack of parental involvement" follows.



4.5.2.1.2 A lack of parental involvement

Parental involvement includes that all learners' parents or guardians are always aware and involved in their children's educational development and a lack thereof might impede their growth and capabilities

In terms of the above sub-theme, principals responded in the following ways:

"We are a small community, but parents are not showing interest in the education of the children. Parents of the community are working on the farms and do not come to the school when needed. Their children are left alone most of the time to do home work and sometimes do not even complete it." (P1)

“The parents relocate to the cities for better job opportunities and their children remain with grandparents who are not always capable of assisting with school work or able to attend school functions. However some parents do assist and attend to school activities.” (P2)

“Although most learners pass Grade 12 and become parents of the school, they show no interest in the school as most of them are unemployed and do not value education, because they are struggling.”(P3)

“Some parents only completed primary school and are unable to assist with homework. But others are trying to assist and they also visit the school when needed.” (P4)

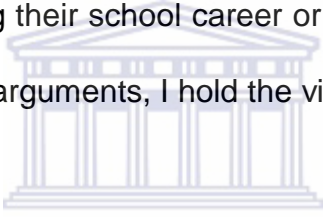
“Our parents are not always assisting their children. Most of the parents did not complete school and are not always able to assist.” (P7)

“But others are trying to assist and they also visit the school when needed.” (P8)

“Teenage pregnancy is high at our school. Most of the learners return to school and their parents take care of their children. This in turn has negative effects in terms of parents coming to school, as they feel that the learners must take care of themselves with regard to school work since they are looking after the babies.” (P9)

On a closer look at the responses, I detect that dual views emerge regarding a lack of parental involvement in terms of the principals' responses. Whilst some principals indicated that there generally seems to be a lack of parental involvement, others do assist their children. I became aware of such duality in the use of *“not showing interest”*, as well as *“some parents do assist”*, amongst others.

In the instances where a lack of parental involvement is evident, it may be related to learners' experiences of unfreedoms in terms of the Capability Approach. Learners might not show interest in their school work if they struggle, or might feel excluded if their parents are not involved in school activities. This may lead to learners underperforming or not participating in the opportunities created for them at the school. Some parents therefore may not have the academic interest of learners at heart and/or may therefore be unwilling to be involved in their school activities. This, according to the Capabilities Approach, may be attributed to the way parents were influenced either by personal, social and/or environmental conversion factors. By this I mean that parents probably were not provided the opportunities to achieve certain beings and doings, in this case completing their school career or further studies (cf: 2.4 and Table 4.4). In view of the preceding arguments, I hold the view that:



“A lack of parental involvement, in terms of socio-economic circumstances, may contribute to a non-fulfilling life which makes it difficult for learners to lead lives they have reason to value and subsequently influences the choices they might have” (my opinion).

My opinion in terms of the Capability Approach implies that a lack of parental involvement may be regarded as an unfreedom, because some learners might feel excluded if their parents do not attend meetings where learners' performance or other activities and /or problems are discussed. This could negatively affect learners, as parents are not always aware of what is happening or of curriculum developments at the school. This in turn could translate into unfreedoms for some learners in the sense of inhibiting their achievement. The Capability Approach posits that two people with identical capability sets are likely to end up with different types and levels of achieved functionings as different choices are made, or one of them is not

presented with choices. My argument is that the opportunity or lack of opportunity, to make choices is influenced by family, tribal, religious, community, and/or cultural ties and background. If parents of learners are thus not involved in their schooling it might affect them negatively in that they do not achieve, as they are not exposed to or deprived of possible opportunities. Since some parents are not involved in school activities, my argument, from a Capability perspective, is that not all parents have access to a wide range of life opportunities or choices, or have not been, or are not assisted in making the kind of choices they could value as significant.

Considering the preceding arguments, the education system and schooling should be aware not only of the unfreedom learners experience at home, but also of the cultural and other resources the learners themselves bring to their school experience. The schools must provide access to opportunities for them to build on these as well as to value their own resources and lives and their own abilities or inabilities to convert their own and the school's resources into capabilities to function.

The latter is also emphasized by the Fleisch indicating that:

“to enable capability development, schools and other educational organizations would need to recognize and value the variety of differences and cultural resources students bring to learning.”

The Capability Approach not only advocates an evaluation of people's capability sets, but also stresses the importance of scrutinising the context in which economic production and social interactions take place, and whether the circumstances in which people choose, or are able to choose, from their opportunity sets are enabling and just (Robeyns, 2005:99).

In this section, I communicated the thought that a lack of parental support may contribute to a non-fulfilling life which makes it difficult for learners to lead lives they have reason to value. A complementary reason to a lack of parental involvement may be because parents experience difficulties in terms of regular, if any, income as well as issues pertaining to low self-esteem and unemployment. Interestingly, my preceding view correlates with the participants' responses when the notion of income and unemployment became part of the discussion.

An analysis of possible implications regarding the prior-mentioned discourses follows in the next section.

4.5.2.1.3 Income and unemployment

The reports and perceptions on the part of the principals are very much in line with the descriptions and explanations of poverty presented in Chapter 2, such as that:

“South Africa’s poverty is linked to the very high unemployment rate, while state grants, particularly the old age, pension, and child support grant do provide income to poor families, and the low family income is still predominantly the consequence of limited formal employment. Poor adults tend to be caught in chronic unemployment and underemployment and if working employed in low- paid jobs” (Fleisch, 2007: 55).

In terms of the extent of and reasons for poverty, Fleisch’s (2007) view and the principals’ responses seem to be congruent as indicated below:

“The parents of most of the school are not working. They do not contribute when requests are made. Our parents are not involved due

to their low self-worth because they struggle so much. The parents get the social grant and that is used to maintain the families which are far too little to provide for all their needs.” (P1)

“The parents are not working and are dependent on social grants or have low income jobs. They are not always in a position to buy enough food and other necessities. Other parents work in the mines. These parents that are working arrive late and do not support the children with school work. Most mothers are domestic workers which is mostly temporary. How do you earn twenty rand doing ironing and survive? They also receive social grants but it is not always well spent.” (P3)

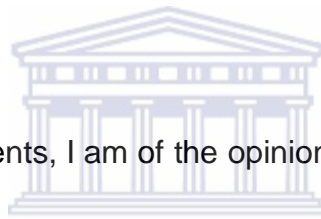
“Our parents are not working but they abuse alcohol and neglect the children. Even some of our learners are doing it.” (P4)

“Some parents work and others do not. They are working on the farms or in the mines and are dependent on grants.” (P5)

“A few of the learners are orphans and stay with grandparents. These children sometimes stay alone if grandparents leave town and they need to survive on their own. Most of our children come from the farms nearby where the work is seasonal.” (P7)

The use of “*some parents work*” is an indication that some households enjoy a certain form of income, whilst “*our parents are not working*” portrays a clear picture of unemployment amongst other parents. Therefore, I argue that the deprivations suffered by learners as indicated by the principals complement Sen’s (1987) notion of deprivation as: “the deprivation of opportunities, choices and entitlements as capabilities” (Sen, 1987:36).

Although some parents receive an income, it seems as if they do not utilise such income to the benefit of the learners. Because of the lack of contribution to the welfare of the learners, I find myself agreeing with Sen (1999) who asserts that: “individuals living in these social and economic circumstances do not possess the substantive freedom to live the lives which they should, according to their basic human rights, be entitled to live (Sen, 1999:87). If Sen (1999) is correct, my argument is that learners’ basic needs, such as love and care, proper shelter and adequate nourishment are neglected. This in turn may contribute to learners not performing well at school and I hold the view that such circumstances present a dark picture of what both learners and parents are able to do regarding outcomes learners should be able to achieve at school.



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Considering the above arguments, I am of the opinion that:

“Learners’ capabilities are affected as parents are not always in a position to provide the necessary financial, physical, emotional and educational support” (my view).

The relevance of my view can be found in Sen (1999) when he proclaims that the individuals’ positive achievement is reliant on economic opportunities, political barriers, social powers and enabling conditions of good health, basic education and encouragements and cultivation of initiatives. Thus, whether parents receive an income or not (experience some kind of poverty), they (parents) are supposed to assist learners to overcome barriers that contribute negatively to educational progress.

If the above views are to be related to the Capabilities Approach, learners’ capabilities may be impeded, because parents are not always in a position to provide

them with educational material such as magazines, charts, and stationary or with monetary contributions. This in mind, learners' functioning (in terms of the capabilities approach) are thus seriously threatened.

In this section, the following constitutive meanings regarding *poverty*, *a lack of parental involvement* and *income and unemployment* contribute to *socio-economic circumstances* in the following ways:

Poverty: Learners do not have the freedom to live the lives they should in accordance to their basic human rights. I argue that a relevant implication regarding such an unfreedom, in terms of the capability approach, is that learners run the risk of academic underachievement, a devaluation of the importance of schooling and subsequently being deprived of quality education.

A lack of parental involvement: Learners may experience a non-fulfilling life if they constantly experience a lack of parental involvement. In terms of the capability approach, I hold the view that such a lack may contribute to learners being denied access to a wide range of life opportunities or choices.

Income and unemployment: In general, a lack of monetary contribution towards learners' educational needs may strengthen a lack of learners' scholastic development. With reference to the Capability Approach, my argument is that people's well-being is that of their functioning, a perspective which will indicate whether individuals actually have the freedom to live a quality life.

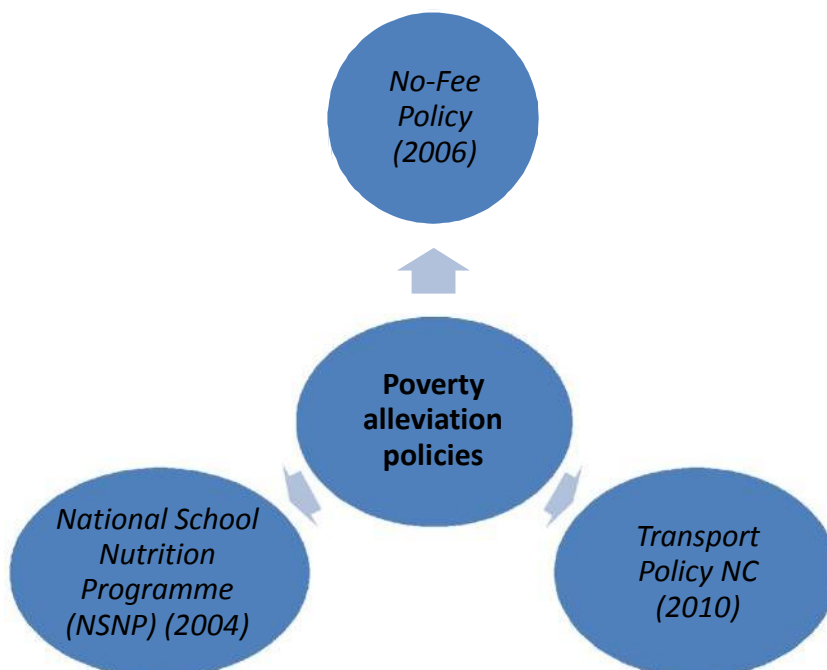
For me, the manifestation of the above views in terms of principals' responses may be regarded as actions that emerge from experiences relevant to poverty and poverty

alleviation. The same can be said about the way education policies articulate about poverty and poverty alleviation. In the words of Hartshorne (1999): “*education policy is a course of action adopted by government, through legislation, ordinances, and regulations, and pursued through administration and control, finance and inspection to the benefit of citizens*” (Hartshorne, 1999: 5). Thus, education policy is filled with texts that not only define what can be said and thought, but also who can speak where, when and with what authority. Because education policy texts are construed as indicated in the prior view, expressions; information; ideas and intentions become discursive practices that regulate the function of schools in terms of poverty alleviation, amongst others.

My arguments above are in line with my research question and subsequently I shall next explore the relevance of three South African education policies applicable to poverty alleviation in this country.



4.5.2.2 Theme 2: Implementation of poverty alleviation policies



I argue that the proposition that education policy ought to be beneficial to the citizens of a country (Hartshorne, 1999:5) needs to be analysed to explore how it may be beneficial to people. For me, the above-indicated policies provide ideal opportunities to explore how South African learners can benefit from attempts to address issues of poverty alleviation in Quintile 1 schools in the Frances Baard District (NC). In an attempt to explore how schools may benefit from the three education policies, the following question was posed to principals: *“What are the advantages and disadvantages for your school in terms of the implementation of these policies?”*

The responses of participants in terms of the above question will be dealt with in the following order: (i) *No-Fee Policy (2006)*; (ii) *Transport Policy NC (2010)*; and (iii) *National School Nutrition Programme (NSNP) (2004)*.

4.5.2.2.1 No Fee Policy (2006)

The No Fee Policy (2006) is included in the Norms and Standards for Funding Schools and is aimed at both addressing the inequalities of the past and alleviating poverty. In line with the prior-mentioned aim in the No Fee Policy (2006), I formulated the following question to the principals: *What problems do you experience with the implementation of the No Fee Policy (2006)?* They responded as follows:

“We are implementing the No Fee Policy but it is not sufficient for all the needs of the learners. The budget does not allow buying equipment for extramural activities because we focus more on textbooks for the learners”. (P1)

“The policy is implemented but we are not always sure how to use the money.” (P2)

“The No Fee Policy accommodates all the learners and we can buy at least books and stationery for all.”(P3)

“However since the implementation of this policy our school is overcrowded which leads to a shortage of learning material.” (P3)

“The implementation of the No Fee Policy is a great relief for parents as they do not have to pay school fees but parents do not want to contribute any more. Our parents feel the school must provide everything. We try to implement it but our budget processes are not yet effective.” (P4)



“The money is not enough to buy all the resources we need.” (P5)

“We implement the policy but the Department of Education does not visit us regularly to assist in this regard. The money we receive is assisting the learners.” (P6)

“We were not trained with the School Governing Body to implement the policy. Parents also do not attend meetings when policies are discussed to get an understanding of this important policy. The money is not sufficient to buy all the resources we need at the school.” (P7)

“We implement the policy but our parents do not want to contribute when the need arises because the money from government is not sufficient. Our School Governing Body has sometimes a different understanding of the implementation”. (P8)

“The money is enough to provide for the school. In the past we did not have all the resources that we have gained over the past 3 years.” (P9)

Analysing all the principals’ responses, the following problems emerged regarding the implementation of the No Fee Policy (2007): (i) a lack of knowledge regarding implementation of this policy (P2, P4, P8 and P9); (ii) not enough money (P1, P2, P3, P5); and (iii) not enough support from the Department of Education (P6, P7). I shall now discuss the aforementioned in sequence as indicated.

First, since the School Governing Body (SGB) and principal are responsible for the financial management of the school, a lack of knowledge regarding the implementation of this policy could hamper not only the smooth running of the school, but also the provision of adequate and quality learning and teaching resources. Therefore, I hold the view that a misinterpretation of policy content may be ascribed to low levels of financial management skills and illiteracy amongst SGB members. Also, a lack of training regarding an understanding of policy content may further contribute to ineffective implementation of the No Fee Policy (2007). Interestingly, the principals themselves also seem to be poorly informed as to how to allocate and spend the money provided by the Department of Education. If linked to the Capability Approach, I argue that a lack of knowledge to implement policies may influence learners’ functionings in terms of their capabilities. In terms of functioning, I am of the opinion that if principals and parents do not understand policy content, they would not know how to provide resources so that learners would be able to achieve those things they value in life. Consequently, principals and parents who find it difficult to implement the No Fee Policy effectively may contribute to a weakening of the functionings and

capabilities of learners who are supposed to benefit from the implementation of this policy.

Second, the failure of the Department of Education to make monetary allocations available to a school in time may result in schools being unable to purchase the necessary equipment and resources.

On the other hand, although the Department of Education is making monetary contributions it seems from the comments of the principals that the schools do not know how to spend the money and follow the strict budgetary procedures. In addition, some parents seemingly are unable or unwilling to voluntarily contribute to a school's finances. The use of "unable" is an indication that some parents are not in a position to contribute to school funding, whilst "unwilling" may signify parents' misinterpretation of the No Fee Policy (2007). Whichever position parents may find themselves in, a shortage of funding may negatively influence the quality of teaching and learning. From my experience as an educator I can tell that, when learners are aware of parents' unwillingness to make monetary contributions to schools, they also become reluctant to participate in activities relevant to teaching and learning. From a capabilities perspective, I argue that a serious implication could be that learners who are denied valuable schooling opportunities, are likely to be handicapped through life (*vide*: Sen, 1999:284). My argument is that, because parents are unwilling or unable to contribute to funding, learners may withdraw from participating in valuable schooling activities.

Third, the principals indicated that they do not get support with regard to implementation of the No Fee Policy from the Department of Education. If principals

and SGBs are poorly informed as to how to allocate and spend the money provided by the Department of Education, it would be difficult to implement.

The fact that parents are not always available due to working constraints, will thus lead to them being excluded from budgeting and decision-making processes which are specified in the policy. Important to note is that the the Norms and Standards for Funding Schools indicate that the **Department of Education is required to undertake its monitoring and evaluation role:**

"in a reasonable manner, with a view to enhancing professional capacities in monitoring and evaluation throughout the national education system, and assisting the competent authorities by all practical means within the limits of available public resources to raise the standards of education provision and performance." (Section 8 4 of the National Education Policy Act, 1996) (No. 27 of 1996).

According to the latter stipulation it is expected of the Department of Education to support and monitor the implementation of how funds are spent and to give the necessary guidance to schools to implement the policy effectively.

From the above analyses it is clear to me that a lack of knowledge regarding implementation of this policy; insufficient or no monetary contribution as well as a lack of support from the Department of Education indeed has a negative influence on learners' capabilities. In terms of this argument, Sen is clear that: "a learner who is denied valuable schooling opportunities is likely to be handicapped through life (Sen, 1999:284).

Notwithstanding the aforementioned negative implications, principals also responded positively regarding the implementation of the No Fee Policy (2007). They expressed their views in the following ways:

“The learners attend school regularly as they are not afraid of owing money like in the past.” (P1)

“More learners have access to the school and attend regularly because their parents do not have to pay school fees.” (P5)

“Our parents come to the school more frequently and participate in activities since the implementation of the No Fee Policy.” (P6)

“The school has improved a lot with regard to resources to assist the educators and learners at the school. Parents are also more positive towards the school since the implementation of the No Fee Policy.” (P9)

Firstly, the No Fee Policy (2006) seems to be stimulating access to schooling (cf. 2.6.1 and 2.6.4-2.6.5) and the principals seem to agree that learners are attending school with more frequency than in the past. In Quintile 1 schools of the Francis Baard District (Northern Cape), learners are seemingly given an opportunity to attend school implying positive development and strengthening of their capabilities.

As such, learners should be able to use their material possessions, talents and the environment to live a life that is meaningful. This is very much in line with views outlined in the Capability Approach in terms of freedoms and ability in the sense that:

“they have to be appraised in terms of their actual effectiveness in enriching the lives and liberties of people - rather than taking them to be valuable in themselves” (Dreze and Sen, 2002:3).

Interpreting the above authors' view, I am of the opinion that during the implementation of this policy, learners' freedom to utilise resources and develop their capabilities should be the focus, rather than the resources themselves. This should not be compromised due to misunderstanding or non-compliance of the implementation of this policy. Thus, both parents and learners should be made aware that they need to exercise their agency in strengthening their capabilities through the access of education and that the implementation of this policy is providing capabilities to them.

I shall next provide a discussion of principals' responses to the Learner Transport Policy NC (2010).



4.5.2.2.2 The Learner Transport Policy Northern Cape (2010)

The aims of the Transport Policy NC (2010) were set out in Chapter 2 (cf. 2.6.2) . According to the mentioned policy, learners who make use of transport provided by the Department of Education are those who travel to and from schools on condition that they stay more than 5 km from a school. If transport would be problematic, learners may experience a lack of adequate schooling and subsequently this may result in a failure to develop capabilities. To examine my preceding argument, I analysed principals' descriptions regarding the distances some learners have to travel in order to have access to schools and how the transport provided had made access possible for these learners. Importantly, only seven of the nine principals could articulate their views regarding the implementation of the Transport Policy NC (2010), as only their particular school learners are using the subsidised transport. They responded as follows:

“Learners travel between 5 and 20 km to get to schools as they stay on the nearby farms to attend the school in town.” (P1)

“Some learners stay far from the school and the transport is really assisting to bring them to school every day.” (P2)

The learners come to school more regularly and do not arrive as late as usual.” (P3)

“Transport is really assisting to bring them to school every day”. (P5)

“Some of the learners stay 40km away from school and with the transport learners do not have to walk to school anymore. The Transport Policy has changed the lives of our learners. They come to school and absenteeism has decreased drastically.” (P6)

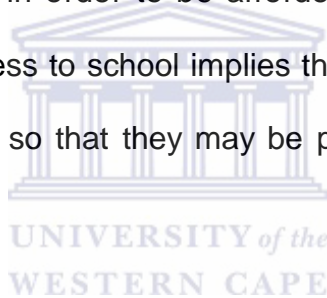
“Our learners travel for about an hour to school by bus. In the past these learners used to walk and this caused problems in terms of absenteeism and late-coming.” (P7)

We have less absenteeism. Learners come to school more often since the Department is providing transport. Our parents are also more at peace since they do not have to walk with their kids to bring them to school”. (P8)

For me, indications like “bring them to school”; “not have to walk”; and “a great relief”, amongst others echo that the Department of Education seemingly accepts responsibility to ensure that learners in Quintile 1 schools in the Frances Baard District (NC) attend school. Notably, support in terms of transport means that less absenteeism is experienced in schools. Also, less drop-out appears which strengthens learners’ opportunities to live a valuable life.

Therefore I am of the opinion that the provision of transport to learners is significant in terms of educational opportunities which they may benefit from and which cater for the development of capabilities.

Considering my preceding argument and seen in the light of Sen's Capability Approach, policies should focus on what people are able to do and be, on their quality of life, and on removing obstacles in their lives so that they have more freedom to live the kind of life that they have reason to value (Robeyns, 2005:94). Here, I associate myself with the views of Robeyns (2005), because I argue that the provision of transport by the Department of Education creates opportunities for all learners to access education in order to be afforded freedoms as described by Sen (1999:10). For example, access to school implies that learners may be enabled to do career planning for the future so that they may be positioned to escape the confines that poverty brings.



Although the implementation of this policy bears positive fruit, I became aware of the concerns raised by the principals in terms of transport for learners. They indicated that:

“Learners who use the subsidised transport are unable to participate in extra-curricular activities, as our learners travel with the primary school that has different times and days for the activities”. (P1)

“Learners from primary and high schools use the same transport and in certain schools bullying takes place on the journey to school.” (P2)

“Late payment of service providers by the Department of Education remains a problem.” (P6)

“Some of the vehicles are overloaded and not well serviced.” (P7)

“Late-coming remains a problem at times, and service providers are not regularly monitored by the Department of Education; during the rainy season learners arrive late or, because of vehicle breakdowns, do not attend school. (P8)

Phrases like *“unable to participate”*; *“bullying takes place”*; *“late payment remains a problem”*; *“overload”*; and *“late-coming”* communicate a message of how learners may be denied valuable educational opportunities. Importantly, the aforementioned problems have profound implications in terms of learners’ willingness to attend school. For instance, the Department of Education sometimes creates “unhappy moments” in terms of the way transport is regulated in Quintile 1 schools in the Frances Baard District (NC). According to me, “unhappy moments” emerge in learners that may be too scared to attend school, learners not able to reach school on time and learners not afforded opportunities to optimally enjoy curricular and co-curricular activities.

If aligned to the Capabilities Approach, I hold the view that learners are denied prospects to be able to be and do in terms of freedoms they may enjoy, as well as experiencing reason to value what such freedoms may bring to their lives.

The analysis of principals’ responses in this section is followed by the views they expressed in relation to the National School Nutrition Programme (NSNP) (2004).

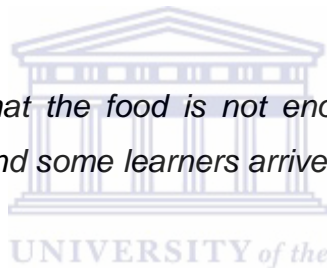
4.5.2.2.3 National School Nutrition Programme 2004

The NSNP (2004) was founded on the principle enshrined in the Constitution that all South African citizens have the right to education and food. In terms of this policy, the principals commented in the following ways:

“There is an economic advantage for community shops because schools must buy locally and unemployed women can apply to assist with preparation of food.” (P1)

“Food handlers are not sufficiently trained to maintain the programme.” (P2)

“Learners complain that the food is not enough. The meals are only served during break and some learners arrive at school hungry.” (P3)



“Late payments by Department of Education and no regular monitoring and guidance of NSNP take place. Sometimes we have cut down on the food if money is not paid in.” (P4)

“Local retailers’ prices are often very high but we cannot buy from cheaper retailers because it is against policy.” “There is a decline in absenteeism, the dropout rates have declined and more learners stay after school to participate in extramural activities of the school.” (P5)

“The NSNP is really assisting. Learners are more peaceful after meals and bad behavior and fighting does not happen after meals.” (P6)

“Our school food gardens are not taken care of or maintained as communities do not assist in the maintenance. The handlers are also not trained by the department.” (P7)

“Educators have reported that learners look healthy and are participative in class.” (P8)

“The serving of food is really good for our learners as some of them come hungry in the morning. The only problem is that we can only serve the portions as prescribed by the Department and sometimes learners want more.” (P9)

I observed that principals have dual views regarding the implementation of NSNP (2004). In a more positive tone, principals indicated that the provision of nutrition contributes to *“learners being more peaceful”*; *“learners are more participative”*; and *“a decline in absenteeism and dropout”*. Also, *“community shops and unemployed women can apply to assist with preparation”*. In explaining positive outcomes of the NSNP (2004), I consulted Del Rosso (1999:3) who, in her work on school nutrition programs, posits that education and learning depend on good nutrition and health.

Here I argue that, in terms of the Capabilities Approach, good nutrition is fundamental to the well-being of individuals.

Thus, if learners are well nourished, they may be able to do and be in terms of what they may benefit from education. In terms of this perspective, the NSNP represents an intervention to assist those learners from poor backgrounds who do not have food at home in an attempt to expand their freedoms by daily providing them with meals at schools.

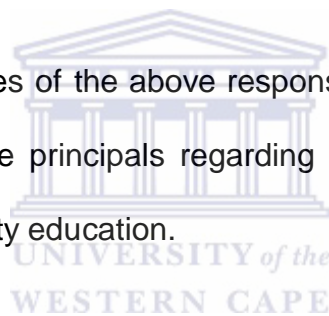
On the other hand, I argue that responses like “*food is not enough*”; “*no regular monitoring and guidance*”; “*not sufficiently trained*”; and “*food gardens are not taken care of*” articulate negative views regarding the implementation of this policy. This is confirmed by Chilton, Chyatte and Breaux (2007) who indicate that negative effects of poverty and poor nutrition on child development contributes to learners not be able to reach their development maximally, because of poverty, malnutrition, and lack of stimulation and education. In the words of the aforementioned authors:

“The goal of human development is to expand freedoms. Child development is a form of expanding freedoms, by ensuring that a child’s brain develops well, is nurtured, in a supportive and loving environment for their social and emotional growth and that they receive cognitive and social stimulation so they succeed in school which helps them to lead a life they have reason to value and that proper nutrition has to do with what states and organizations are doing to ensure that access to and effectiveness of goods and services are essential for human well-being” (Chilton et al., 2007:267).

In terms of basic development, the access to schools, created by the NSNP, assists learners to develop skills, knowledge and values, amongst others. From the capabilities perspective, the freedoms afforded to learners enable them to live a life they can value. An additional aim of this programme is develop and assist unemployed parents, particularly women, although if they are not trained to perform their duties optimally, the learners will complain about the food (cf. Table 4.13) or it will not have been hygienically prepared, and the parents will also not gain the skills intended by the intervention. Principal 5 mentioned that schools are limited to local retailers in the purchase of food which is sometimes more expensive in rural areas and, due to the strict menu restrictions, principals may not deviate from the

prescriptions. The effect of this is that some schools seem to be limited in terms of the types of meals they serve to learners. This corresponds with what Dreze and Sen (1989) call entitlement failure. Entitlement failure refers to what the law guarantees and supports (Dreze & Sen, 1989:23). Through the NSNP, government attempts to implement laws aimed at alleviating poverty by ensuring access and effectiveness of goods and services essential for poor learners. The implementation of the NSNP (2004) as has been articulated in this section plays a significant role in terms of behaviour improvement. Therefore, I argue that the NSNP considerably extends the creation of opportunities for learners living in poverty in the sense that they achieve capabilities at school and their communities.

Complementary to the analyses of the above responses (*infra*: 4.3.1-4.3.3), I shall next scrutinise the responses of the principals regarding a question posed in terms of the Capability Approach and quality education.



4.5.2.3 Theme 3: The Capability Approach and quality education

Sen (1992:44) describes education as a basic capability, and part of centrally important beings and doings that are crucial for well-being and in this context non-discriminatory access to quality education would be essential for learners to achieve the freedoms they value. Quality education emerges in, amongst others, the successful achievement of educational goals, satisfying the educational needs of learners and the guarantee that learners will be enabled to acquire knowledge and the mastery of skills (*vide*: De Klerk, 2004: 30). Whilst De Klerk (2004) maintains the preceding view, my intention was to explore principals' view regarding quality education in line with the Capabilities Approach. In this regard, I posed the following

question to principals: *“In your opinion, to what extent the school provides quality education to enhance learners’ capabilities?”*

The principals responded in two ways. Firstly, they expressed views regarding learners’ reactions to and views of the quality of the education provided to them and secondly, commented on those barriers preventing teachers from providing quality education:

“We are trying to provide the best we can to give quality education to the learners. But some teachers are not pulling their weight and that is why some learners are not performing well.” (P1)

“We provide quality education at the school. The children are however struggling to perform well. They do not show much interest in doing their school work”. (P2)

“Although we give the best to the learners, some learners are not interested in learning.”

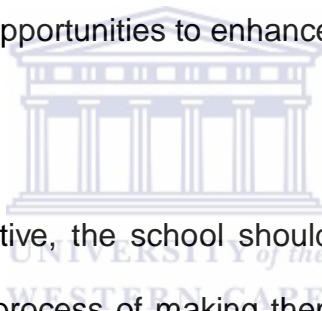
“We provide quality education at the school. The learners do not all reach outstanding performance but they are eager to learn and participate in the school activities.” (P6)

“Overall we give learners the best we can offer but we have a problem with overcrowding in our school. The teachers are not able to always assist learners who are struggling. Some of the learners cannot read and write and they need special attention. This is a problem for us.” (P7.

“Our learners are not performing well, both learners and educators are not performing well. The school is overcrowded as we are the only high school in the area. Learners are ill-disciplined and do not work hard.

The educators also became a bit despondent due to the big classes as they feel they cannot reach all the children.” (P9)

From the principals' responses I observed that, although it seems that quality education is provided, some problems do exist in terms of achieving quality. For instance: “*some teachers are not pulling their weight*”; “*They do not show much interest in doing their school work*”; “*some learners are not interested in learning*”; “*teachers are not able to always assist learners*”; “*The school is overcrowded*” and “*they feel they cannot reach all the children*”. Clearly, the achievement of quality education hangs in the balance due to negative contributions from teachers, learners and departmental logistics. I argue that when this happens, development, well-being and justice are jeopardised in so far as learners are denied opportunities to enhance their capabilities (*vide*: Robeyns, 2005: 94-96).



From the capabilities perspective, the school should support children to expand their capabilities and assist in the process of making them autonomous people. According to the principals' responses some challenges with regard to the opening up of children's freedoms continue to exist. For example, barriers to language and literacy contribute to learners being unable to read and write which in turn result in a lack of motivation and some possibly becoming drop-outs. These factors contribute to learners not having access to, or not being able to build upon those positive resources necessary to obtain as well as ensure their ability to make choices that matter to them. Since learners are from diverse backgrounds, and have different levels of capabilities, they will need different amounts of capability inputs to reach the same level and state of well-being and it seems that some learners in the Quintile 1 schools, Frances Baard District, are struggling to achieve functionings in spite of the poverty alleviations

policies. These learners would obviously not show interest in their school work or be motivated to achieve. Since most of the learners are from poor backgrounds it might be that parents are also not in a position to motivate or support them. Moreover, in overcrowded classes learners will not be able to sustain their attention or benefit from assistance from educators.

Apart from the above views, Mouton, Louw and Strydom (2013:32) attributes the failure of the curriculum to inadequately trained teachers, inadequate support and absence of teaching and learning resources, while Bloch (2009) adds lack of commitment and exemplary leadership to the list. Soudien (2007) argues for a classroom social context that takes into account and addresses race, class, gender and language as being essential for successful learning, and sees the lack of effective leadership in terms of managing the proposed initiatives as a major stumbling block. If all the preceding authors' views are to be interpreted, my view is that, in terms of the Capabilities Approach, learners, especially those from poor backgrounds, are unable to utilise resources and opportunities for successful learning. Thus, if learners are not exposed to circumstances or environments that are conducive to learning, they will carry with them life-long disadvantages like being illiterate.

The above factors could also be linked to the principals' reaction with regard to the challenges that educators face:

“teachers do not want to teach in rural areas. They travel in and out from town and after school they are just in a hurry to go home.” (P1)

“We have a lot of elderly staff retiring and more newly appointed educators that are not well trained. These teachers need mentoring which we do not always provide effectively.” (P3)

“The educators are struggling to cope with the implementation of the new curriculum. They also complain about administration duties.” (P5)

“Our educators struggle to convey the content to learners due to the fact that some learners struggle to read and write. Our educators do not have the knowledge to assist in this regard.” (P8)

“The quality of educators’ work and teaching are not monitored regularly by the school management team.” (P7)

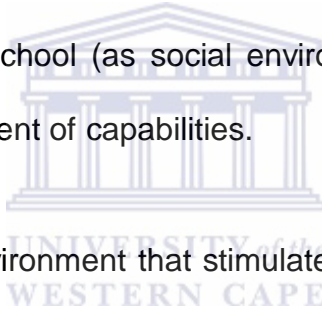
“The appointment of temporary educators results in constant instability at the school. The educators do not want to stay in rural areas and move to other schools as soon as they get a permanent post in town.”(P6)

The principal's responses in terms of *“do not want to teach in rural areas, not well trained, complain about administration duties”, “struggle to convey the content” “work and teaching are not monitored”* and *“appointment of temporary educators results in constant instability at the school”* relate to unfreedoms with regard to educators. Such unfreedoms experienced by educators have reference to notions such as educators struggling to implement curriculum based policies. When this becomes a reality, learners’ educational needs are not addressed which result in a lack of development regarding their capabilities. In view of the analyses in the preceding sections, I would like to articulate some insights with respect to principals’ responses.

I shall present these insights by making use of some themes with a brief description.

Insight 1: The social environment is significant for capabilities development

The school as social environment plays a significant role in terms of the development of the quality of learners' lives. I hold the view that since learners come from different backgrounds, schools should create opportunities for all learners to choose from, so as to better their lives. For instance, schools should provide access to opportunities, teach learners how to value their own resources and provide guidance as to how they can go about converting their resources into capabilities to function. The relevance of my argument is emphasised by Sen (1999) in that individuals' positive achievements are reliant on economic opportunities, political barriers, social powers and enabling conditions of good health, basic education and encouragements and cultivation of initiatives. Therefore, the school (as social environment) should deliberately foster opportunities for the development of capabilities.



In order to create a social environment that stimulates the development of capabilities, schools should attempt to effectively implement education policy.

Insight 2: Effective policy implementation is fundamental for capability development

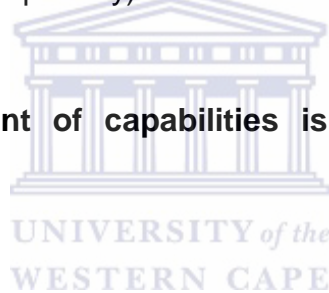
Education policy ought to be beneficial to the citizens of a country (Hartshorne, 1999:5) and therefore it needs to be analysed to explore how it may be beneficial to people. The South African education policies utilised in this study needs to be analysed to determine to what extent learners can benefit from attempts to address issues of poverty alleviation in Quintile 1 schools in the Frances Baard District (NC). The No Fee Policy (2006), the National School Nutrition Programme (2004) and the

Transport Policy (2010) all aim at both addressing the inequalities of the past and alleviating poverty.

It is evident that principals mostly highlighted that problems are experienced with the implementation of the mentioned policies. If linked to the Capability Approach, I argue that a lack of knowledge to implement policies may influence learners' functionings in terms of providing resources so that learners would be able to achieve those things they value.

If education policies were to be implemented more effectively, I speculate that the quality of education (to alleviate poverty) would be dealt with in a more efficient way.

Insight 3: The enhancement of capabilities is dependent on the quality of teaching



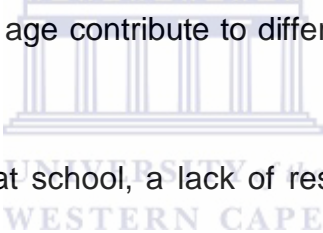
From the Capabilities Perspective, the school should support children to expand their capabilities and assist in the process of making them autonomous people. Since learners are from diverse backgrounds and have different levels of capabilities, they may need different efforts to foster their capability. Thus, if learners are not exposed to circumstances or environments that are conducive to learning, they will carry with them life-long disadvantages, like being illiterate.

4.6 CONCLUSION

The purpose of this chapter was to present the results obtained from the quantitative and qualitative findings, as obtained from the participants.

The responses from the questionnaire completed by the learners revealed the ways in which learners in the district perceive and experience their socio-economic conditions, their experiences of the poverty alleviation policies and the Capability Approach.

Importantly, learners are aware of the three education poverty alleviation policies and benefit from these. From the responses of the questionnaires the following can be highlighted:

- 
- (i) Learners' difference in age contribute to different views regarding the discourse under study;
 - (ii) Although learners are at school, a lack of resources may become problematic in so far as it may encumber their creativity and the development of capabilities or opportunities;
 - (iii) The living conditions provided by parents may contribute to an enrichment of their lives and thus to the achievement of more capabilities;
 - (iv) Education may give people the freedom to make informed choices and enhances, what Sen (1993) calls, their capability to lead lives they have reason to value.
 - (v) Learners seem to be more vulnerable in terms of achieving their capabilities, because, in order to survive, they need support and encouragement from their parents, guardians and family;
 - (vi) Learners' freedoms or unfreedoms can be enhanced or violated by the choices

and actions of others such as parents, teachers and family, friends and the community in which a child lives;

- (vii) Access to the school on time every day and to be maximally exposed to educational opportunities, may contribute to the enhancement of the choices learners may be afforded;
- (viii) Failing to ensure acceptable and safe transport conditions may result in learners avoiding school, which in turn may lead to drop-outs or to regular absenteeism from school;
- (ix) For learners to be able to respond well to their daily routine at school, a healthy mind and body are essential in order to be open and sustain learning experiences;
- (x) The extent to which learners exercise their agency and convert these resources into capabilities, will be reflected in the freedoms they exercise; and
- (xi) “Policies should focus on what people are able to do and be in life and that they should be judged according to the individual advantages they make possible.

Congruent to the quantitative study, principals of Quintile 1 schools in the Frances Baard District (NC) were interviewed and a summary of their responses will be presented next:

- (i) The school (as social environment) should deliberately foster opportunities for the development of capabilities;
- (ii) Principals mostly highlighted that problems are experienced with the implementation of the mentioned policies; and
- (iii) Since learners are from diverse backgrounds and have different levels of capabilities, they may need different efforts to foster their capability.

According to the Capability Approach, the three policies can be categorized as capability conversion factors in the pursued of functionings. I am of the opinion that successful schooling is dependent on the impact these policies have on learners' real freedoms. Both the research of this study and the principles underpinning the policies are based on the idea that schools should be the institution in the community that augments learners' capabilities and functionings positively and provides education that is of real value to them in terms of human development. The development and enhancement of fundamental freedoms is the central pursued of the three policies. In other words the the conversion process of capabilities into valued functionings is a necessity for successful schooling.

I argue that the outcome of this chapter has been achieved. Next, I shall present Chapter 5 of the study including my suggested framework for policy implementation



CHAPTER 5

BARNETT'S FRAMEWORK FOR POLICY IMPLEMENTATION

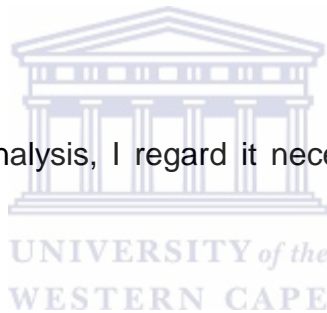
5.1 INTRODUCTION

In Chapter 4 the results obtained from the quantitative and qualitative findings as obtained from the participants were presented and used as a basis for this chapter. After articulating insights in terms of the quantitative and qualitative investigation, I asked myself the following question: *how am I going to address the problems that emerged from the responses of learners and principals?* In an attempt to find answers to my question, I reminded myself that it is necessary to come to an understanding of whether the implementation of policies will assist all learners, irrespective of their socio-economic circumstances, in obtaining quality education and in expanding their capabilities (*infra*: 2.5.1.2). Having said this, I also reminded myself that, in the field of education, a focus on what people can do and be may contribute towards improving learners' lives. Therefore, my intention is to propose possible capabilities as articulated in the three poverty alleviation policies in an attempt to expand learners' capabilities in relation to such policies.

In Chapter 5, I identified and briefly explicate three capabilities which may be applied to address implementation relating to poverty alleviation in Quintile 1 schools in the Frances Baard District (Northern Cape) and designed a proposed framework in this regard. In this chapter, the three identified capabilities, that is, *autonomy, knowledge*

and *accountability* will be explored more intensely to clarify meanings thereof in terms of policy implementation to ultimately achieve functioning of learners.

A capability analysis will be utilised to search for capabilities in the No Fee Policy (2006); Transport Policy NC (2010) and National School Nutrition Programme (2004). Embedded in such an analysis is the unpacking of meanings that can be associated with poverty alleviation. Such unpacking is geared towards an exploration into South African poverty alleviation policies. Thus, by a capability analysis, I shall be in a position to negotiate meanings of texts in education policies. Such probing is critical, because South African education policies are, like other policies, “set *within a moving discursive frame which articulates possibilities and probabilities of interpretation and enactment*” (Ball, 1993:15).



Before conducting such an analysis, I regard it necessary to provide an overview of Capability Analysis.

5.2 CAPABILITY ANALYSIS OVERVIEW

The Capability Approach is a broad framework that can be used to evaluate various elements of well-being which guide policies to remove obstacles that prevent people from achieving a quality life that they have reason to value. In the field of education, where emphasis is placed on what people can do and be, rather than on their mental states or the assets they have at their disposal, this would involve focusing on the capabilities of individuals (Nussbaum, 2003:67). Interpreting Nussbaum (2003) here, I hold the view that the Capability Approach is concerned with the opportunities that people have to improve the quality of their lives, whilst it is also imperative to recognise

that human beings are not only a means or an instrument of progress, but also represent an end in the development process. Considering the above, Capability Approach is helpful in analysing quantitative, qualitative and philosophical responses regarding a discourse or phenomenon under study (Robeyns, 2005: 193).

The following table is provides a brief indication of Robeyns' s application of capability analysis:

5.1: Robeyns application of capability analysis

Epistemological goal	Methodology	Role of functionings and capabilities
Welfare / quality of life measurement	Quantitative empirical	Social indicators
Normative theories	Philosophical	Part of philosophical foundations
Thick descriptions / Descriptive analysis	Qualitative empirical	Elements of a narrative

(Robeyns, 2005)

Although quantitative and qualitative measurements are strongly represented in my dissertation, I argue that policy discourse carries messages regarding capabilities which need to be communicated. This complements Robeyns's earlier works regarding an understanding of the Capability Approach which focuses on three levels for evaluation (Robeyns, 2001:3):

- As a framework of thought for the evaluation of individual advantage and social arrangements;

- As a critique of other approaches to the evaluation of well-being and advantage; and
- As a formula to make interpersonal comparisons of welfare.

Thus, to communicate meanings in education policy discourse, I argue that the first level is suitable to be utilised in this dissertation. My argument is based on the notion that I intend to analyse stipulations from the three poverty alleviation policies to indicate how individual advantage and social arrangements may empower schools to play a more effective role in poverty alleviation.

To reiterate, I indicated that to conduct an analysis as indicated above, I propose that an exploration of policy discourse be added to Robeyns’s (2005) proposal for capability analysis. As such, I suggest the following aspect as relevant to capability analysis:

5.2 Aspects to capability analysis

Epistemological goal	Methodology	Role of functionings and capabilities
The meaning of language, but also to the real effects of language-use	Policy Discourse exploration	Formal system of signs and the social practices

I shall now explain my insertion to Robeyns’s (2005) modes of capability analysis. The force that is exercised through discourse is a form of power “*which permeates the deepest recesses of civil society and provides the material conditions in which individuals are produced both as subjects and as objects*” (Olssen, et al., 2004:67). It is this kind of power which is exercised through the discourses of the law, medicine, psychology and education. These discourses, however, are more than texts. They

constitute material social practices, and as such they both mediate and constitute relations of power. In education, the education system is controlled by the state, but it works to maintain relations of power throughout the society as a whole. For this reason the official discourse of the state relating to educational policies are obvious instances in which discourse becomes an instrument and object of power (Olssen, *et al.*, 2004:67).

An analysis of discourses aspires to expose power relations in South African education policies and how capabilities are articulated in these policies, because: “*discourse is a social language created by particular cultural conditions at a particular time and place, and it expresses a particular way of understanding of understanding human experience*” (Tyson, 1999:281). Thus, this particular time and place that I am focusing on in my study, refers to Quintile 1 schools in the Frances Baard District of the Northern Cape, that deals with the implementation of policies drafted in 2004, 2007 and 2010. Henceforth, in my search for capabilities in the three poverty alleviation policy, I intend to follow the route specified below:

Step 1: Select policy stipulation(s);

Step 2: Identify possible capabilities;

Step 3: Explain the identified capabilities; and

Step 4: Explicate how the identified capabilities may be applied in real life situations.

I undertook various steps in an attempt to find evidence on whether research of this kind has ever been undertaken within the South African education policy context. I reviewed papers and research in which capability analysis has been used, paying special attention to how the “capability analysis” has been examined. To strengthen

my search, databases such as ERIC, Academic Search, Africa Wide (incorporating South African studies), Humanities International Complete, Humanities International Index and MasterFILE Premier were consulted. In view of my search, I found that Walker (2004) presented a paper called *Insights from and for education: the capability approach and South African girls' lives and learning*. In this paper, Walker suggests that: "We might also want to see how to use the Capability Approach not only to measure what has already taken place, but also as a means to produce change" (Walker, 2004:34).

Obedient to this remark, Walker (2004) provided what she calls "*my provisional list*" that "*are valuable for girls' education*" (Walker, 2004:30). Like Walker (2004), I contend that my dissertation provides an ideal opportunity to analyse education policy discourse to search for possible capabilities. Such an exploration would be geared towards assisting Quintile 1 schools in the Frances Baard District to implement policies more effectively in an attempt to contribute towards poverty alleviation.

Consequently, a capability analysis, based on my own criteria (as indicated above) will be conducted next. I need to mention that I conducted a pre-analysis and selected those policy stipulations from which capabilities may be identified. Also, I argue that the analysis which I shall conduct here should be considered an experiment that provides schools with possible capabilities to address poverty alleviation. Stipulations from each policy will be indicated and analysed. The following stipulations have been identified from the three poverty alleviation policies:

Stipulation 1: In terms of the No Fee Policy (2006):

“To affect redress and improve equity, therefore, public spending on schools must be specifically targeted to the needs of the poorest”

(Department of Education, 2006: Section 36).

Stipulation 2: In terms of the Learner Transport Policy NC (2010):

“the culture of learning is enhanced due to provision of education that is made accessible to all learners”(Department of Education, 2010: Section 1:3).

Stipulation 3: In terms of the National School Nutrition Programme (2004):

*“National and provincial will **develop and implement effective communication plans** for focused role players...”* (Department of Education, 2004: Section 6.9).

For me, the use of “**public spending on schools must specifically be targeted to the needs of the poorest**”, used in **stipulation 1**, may be regarded as a form of autonomy that is allocated to schools to combat poverty. Autonomy has been articulated as that property of human beings by virtue of which they possess inherent dignity and therefore intrinsically deserve to be treated with basic moral respect (Guyer, 2003:70 in De Klerk, 2014:51). Like De Klerk (2014), I am of the opinion that autonomous beings should not be passive players in life; they should be active agents – thus actively utilise state funds in an effective way so that the needs of the poor are addressed in an autonomous manner. Having said the latter, I suggest “**autonomy**” to be regarded a capability to combat poverty. If schools would act autonomously in terms of effectively spending funds to be in battle with poverty, learners may benefit from the freedom that such autonomy may bring. Such freedom would align with Sen’s (1987) notion of: “a person’s ability to do valuable acts or reach valuable states of being and functionings as achievements (Sen, 1987:36). Thus, autonomy as a

capability would assist schools to help learners to live a valuable life. It is thus not strange when Cuypers & Haji (2008:73) observe that: “*autonomy as an aim of education may precede by way of the supposition that autonomy gives us freedom to choose our life styles*”.

In stipulation 2, the phrase, “**learning enhanced and made accessible**” may be aligned with knowledge. Knowledge, as my second suggested capability, determines the orders and social practices (vide: Scheurich, 1999:100) within an institution like the school. Thus, to ensure knowledge production, schools should use the Transport Policy NC (2010) to put learners first, recognising and building their knowledge to effectively respond to their needs. If schools ensure access, which in turn would foster the production of knowledge, it means that schools not only ensure that learners are at school, but that they (learners) meaningfully participate with the knowledge they gain from education. Deliberate knowledge production would complement the notion of: “achievement - the being and doing” (Sen, 1987: 36). Thus, knowledge may be regarded as a form of achieved functioning in the sense that learners are able to read, write, argue and defend themselves, amongst others. Therefore, learners should be granted the opportunity to translate their educational inputs into functionings. For example, learners must be able to read and write and perform activities as expected in certain grades. If not, it will hamper their performance in school. The accessibility of the learning environment must enable learners to gain knowledge and enhance their capabilities. Schools should thus use the policy to ensure that learners attend school. As pointed out by Sen (1999): “a child who is denied the opportunity of elementary schooling is not only deprived as a youngster, but also handicapped through life” (Sen, 1999:284). Arguably, this means that learners who do not gain the acquired knowledge as well as support may struggle to complete the process to learn and

subsequently to obtain valuable knowledge. Therefore, I argue that effective implementation of the Transport Policy NC (2010) implies that schools should put the learners first, recognising and building on their knowledge and experience in order to alleviate poverty and responding to their needs.

From stipulation 3, “**develop and implement effective communication plans**” may be regarded a direct instruction to schools to be accountable in terms of creating an environment where well-being is fostered. Accountability, as my third suggested capability, implies that individuals (also schools) make their practices visible and to accept judgement on such practices (vide: Savage and Moore, 2004:14). Arguably, accountability, as a capability, suggests that schools should know how to effectively implement the policy and also keep records regarding such implementation. Here, implementation and record keeping may be regarded effective ways of communicating with the Department of Education as well as with other stakeholders, like surrounding schools and parents, amongst others. If schools would consider accountability as indicated above, they may: “become self-critical, yet socially engaged and in constant dialogue with others” (Giroux, 1991: 20), I argue that schools will address poverty as a social (educational) problem more effectively. Having said this, I further argue that, in order for schools to stay accountable, the Department of Education should keep schools accountable by continuously providing them with advice, support and by monitoring their activities with respect to the well-being of learners.

Well-being, in the words of Robeyns (2003), suggests that individuals: “effectively undertake the actions and activities that they want to engage in, and whom they want to be” (Robeyns, 2003:2). This implies that schools should evaluate learners’

development based on regular nutrition, freedom of opportunity and determine to what extent learners are able to achieve educational goals. To achieve the prior suggestion, I suggest that schools should develop a common purpose among learners, teachers, principals and governing bodies with clear mutually agreed responsibilities (Department of Education, 1995: Section 12).

The above identified capabilities should not be regarded a blueprint or ultimate list of suggestions in terms of South African poverty alleviation policies. As has been indicated, this exercise should be regarded an experiment in terms of how poverty alleviation may be addressed within the South African education policy landscape. These capabilities have been formulated in line with the main objective of this study, that is, to investigate the implementation of poverty alleviation policies in Quintile 1 schools in the Frances Baard District (NC) in relation to the Capabilities Approach. The relevance of such capabilities is found in the notion that: “we need to develop the judgement of the person to value in which way it is appropriate to use capabilities through education” (Saito, 2003:29). For me this is important, because, to obtain clarification regarding the meaning of concepts, an analysis thereof is critical. Like Van Wyk (2008) and De Klerk (2014), I argue that: “when a concept is analysed, the researcher tries to absorb or get inside the viewpoint it represents as a whole and then develop a deep understanding of how its parts relate to the whole” (vide: Neuman, 1997: 68). Taking Neuman’s (1997) articulation in consideration, I am of the opinion that an analysis of the three identified capabilities is relevant, because of the following reasons:

Firstly: “The meaning of a concept that emerges from the analysis of its actual use is potentially very rich and multifaceted” (Du Toit, 2005:428). I contend that an analysis

of autonomy, knowledge and accountability may be a starting point to open up multiple meanings of these discourses that I can use to empower schools to more effectively implement the three poverty alleviation policies regarding capabilities.

Secondly: “*The exercise of analysis creates a consciousness of and sensitivity to the conceptual field in the researcher*” (Du Toit, 2005:428). This implies that I may pick up conceptual clues and links which may consequently enable me to develop a richer vocabulary for dealing with *capabilities* in Quintile 1 schools of the Francis Baard District (Northern Cape).

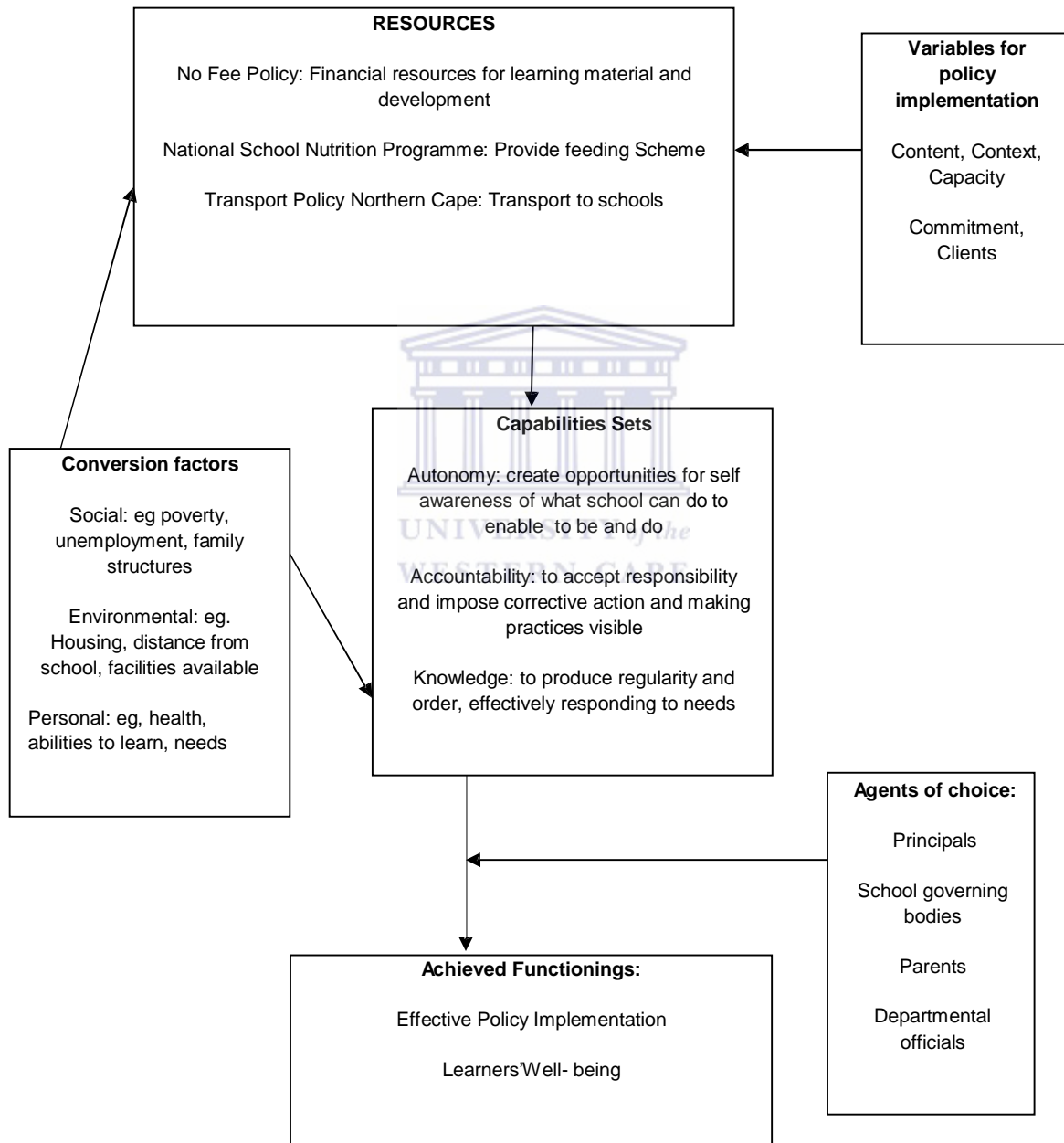
By offering the above reasons as to why an analysis of the discourse under study is relevant, I attempt to integrate existing meanings with new meanings in order to reconstruct my thinking regarding capabilities. Thus, from a pragmatic point of view, my intention is not to give up on the so-called “truth” in terms of meanings already constitutive of the three identified capabilities. In doing so, I aim to move towards designing a framework to address the questions of how schools can effectively implement poverty alleviation policies (*infra*: 2.6.1-2.6.3). Also, I argue that, if schools would implement the proposed framework, it could enhance the functioning of the policies itself as well as learners’ achieved functioning in terms of their education.

Next, I shall present my suggested framework for policy implementation. Since the study is based on the Capability Approach, aspects of the framework will be used as a basis for the suggested framework. This framework will henceforth be named: Barnett’s Framework for Policy Implementation.

5.3 BARNETT'S FRAMEWORK FOR POLICY IMPLEMENTATION

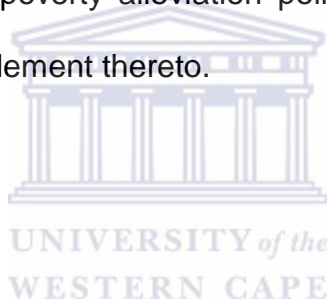
In this section, I shall present my proposed framework with a brief explanation of the content thereof:

Figure 5.1: Barnett's Framework for Policy Implementation



5.3.1 Resources (Commodities)

Commodities are resources with particular information (Goerne, 2010:7). With reference to this study, the commodities which have been utilised are the *No-Fee Policy* (2006); *National School Nutrition Programme* (2004) and *Transport Policy: NC* (2010). These policies, like any other policies, give directions as to what schools ought to do (*infra: 2.6.1-2.6.3*). Commodities form the material basis of the capability sets and with the Capability Approach in mind, the public action must aim at providing a social context that helps every individual to enjoy the real freedom to convert command over commodities into valuable beings and doings (*vide:Bonvin and Farvaque,2005:4*). I am of the opinion that the poverty alleviation policies are the vehicle to access to education as well as their entitlement thereto.



5.3.2 Capability Set

A capability set contains: “an individual’s capabilities - capabilities denote what people really can do and can be” (Goerne, 2010:7). To reiterate, capabilities include doings and beings such as being well nourished, having shelter and being well-educated, amongst others (*vide: Walker, 2006:165*). Considering Walker’s (2006) view, my aim is to apply Barnett’s identified capabilities to suggest how the identified capabilities may be utilised to contribute to more effective implementation of the three poverty alleviation policies and contribute to the well-being of learners. Capabilities should be the focal point in the assessment of well-being (*vide: Bonvin and Farvaque, 2005:3*). This implies that the development of capabilities is envisaged as the objective of public policies and that a adequate environment be provided as such. In order to implement the policies, I argue that all stakeholders who are involved in the implementation of the

policies should be in a position to enhance and promote the capabilities of autonomy, accountability and knowledge. Furthermore, schools are social institutions and therefore have a duty to restore and enhance the capability sets which depend on the commodities available.

After scrutinising the academic literature, I intend to utilise the views of Smith(2003) and Reich(2006) to explore how policy implementation and learners' functionings may be articulated.

Autonomy is explicated as:

“a persons ability to reflect independently and critically upon their basic commitments, desires and beliefs, be they chosen or unchosen, and enjoy a range of meaningful life options from which to choose, upon which to act, around which to orientate and pursue one’s life projects”
(Reich, 2002: 46).

For me, it seems as if Reich (2002) hints at autonomy as a natural quality of humans, but also as something that can be used to improve the life of individuals. This is seen in the use of “ability to reflect independently and critically upon their basic commitments”, because schools should encourage learners to use their right to education in an independent manner. Schools should ensure that learners attend educational facilities and should deliver quality education to all learners. Considering the prior views, I argue that the policies require collaboration between schools and parents in the sense that both entities (schools and parents) need to take responsibility to ensure that learners attend school so as to be afforded quality education. Such collaborative responsibility requires that both schools, including the the Provincial Department of Education, and parents should play an active role in terms of self-government, thus, becoming educational agents who become the masters of learners' educational development.

The educational development of learners is possible, because education is regarded an enabling process, which provides human beings with the opportunities to have experiences which can help them develop functionings. Furthermore, education is valuable in terms of providing individuals with developed capabilities which, in turn, allow them to exert greater freedom in terms of how they use these capabilities.

Accountability is referred to as the submission of the institution or individual to a form of audit and its capacity to impose corrective action if schools were to change a given situation (Berry & Herrington, 2013:394). For me this view implies that individuals or institutions have to accept responsibility regarding the powers afforded to them to bring about transformation. In this study, transformation, in terms of accountability, would refer to achieved functionings of policy implementation as well as learners' capabilities during their educational experiences.



Knowledge is underpinned by discursive formations which produce regularity and order (Foucault, 1994:xi). Regularities become visible in words which, in terms of policy context, are prescriptive of nature. Regularities in education policy aim to restructure, redistribute and disrupt what schools can and cannot do (*vide*: Thomas, 2005:52) regarding teaching practices and learner development, amongst others.

5.3.3 Conversion factors

Conversion factors (*infra*: 2.5.1.1) should always be considered and any obstruction factors which may hinder conversion of capabilities into functioning. In this study, it seems that the schools are being influenced by the personal, social and environmental conversion factors (*infra*: 4.2.1- 4.2.2 and 2.5.1.1). I thus argue that the inputs could be

influenced positively by the creation of conducive conditions, and educational stakeholders must act as facilitators to assist in development of real freedom, to choose the life one has reason to value. The provision of resources (*infra*: 2.6.1-2.6.3) only is not sufficient to ensure that learners achieve functionings, but it is the relationship between the available resources and the ability of each learner to convert these into valued capabilities and then make choices which will inform their actual functionings (outcomes), that ought to be evaluated.

5.3.4 Critical variables for policy implementation

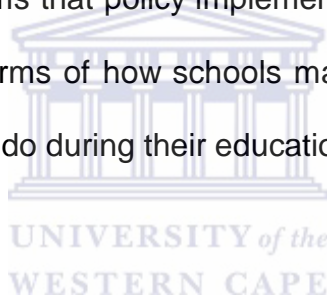
The implementation process is defined as those actions by the public that are directed at the achievement of objectives set forth in prior policy decisions (Hill, 1997:129). I regard Hill's (1997) view in line with the aim of the study, which is to identify the nature of poverty in the Quintile 1 schools in the Frances Baard District in the Northern Cape and to investigate the relationship between the Capability Approach and the three policies designed specifically to alleviate poverty. Importantly, I regard it necessary to consider variables relating to the process of policy implementation.

In order to understand Barnett's Framework for policy implementation, I regard it imperative to explore the variables that may influence implementation. The variables are referred to as the '5C protocol' (Brynard, 2005:13). The variables are indicated as follows:

- **Content:** policy content relates to the intention of the policy ;
- **Context:** this variable focuses on the institutional context which will be shaped by the larger context of social, economic, political and legal realities;

- **Capacity:** refers to the availability of and access to concrete or tangible resources like human, financial, material etc. It also includes intangible requirements of leadership, motivation, commitment and willingness needed to transform rhetoric into action. Brynand (2005:20) concludes that capacity is needed to achieve the policy implementation objectives and that it is important how this capacity can be created and operationalised;
- **Commitment:** it is expected from those responsible for carrying out the policy;
- **Clients and coalitions:** all relevant stakeholders should be clearly identified in the implementation process.

Considering the above, it seems that policy implementation indeed hints in the direction of “achieved functioning” in terms of how schools may assist learners to achieve what they (learners) want to be and do during their educational experience.



5.3.5 Agency

Agency (*infra* 2.5.1.1) is also an intergral part of the Capability Approach, which refers to someone who acts and brings about change to pursue goals that are valued. With regard to the proposed framework the parents, School Governing Body, principals and departmental officials are agents (stakeholders) in education who are involved in the implementation of the named policies. The implementation of these policies would be influenced by the choices and enabling environment that is created for expansion of freedoms (*infra*: 2.5.1.2, 4.2.3).

Thus, if schools would apply autonomy as a proposed capability of achieving functioning during policy implementation, learners would be provided opportunities to learn and develop in ways that open a meaningful world of choice to them. The aforementioned view in mind, I suggest that educational agents at schools involve themselves in storytelling with the selves (*vide*: Besley. 2005:8). Storytelling has in mind a reflective conversation with the self and others in an attempt to develop self-awareness of who one is and what one could do.

Thus, I propose that schools:

- guide their learners to have a relationship with the self so as to cultivate a willingness to attend school, despite possible problems and socio-economic challenges;
- have conversations with all relevant stakeholders (parents, principals, School Governing Bodies, Departmental officials) to teach them the meaning(s) of policy content. This is vital for successful implementation, because such conversations might open the door for innovative thinking regarding current needs of schools (as well as learners) and the feasibility in terms of the implementation of the three poverty alleviation policies; and
- build staff capacity to reaffirm educational values and goals which the school perceives as important and which could contribute to the well-being of teachers and learners.

Considering the above, I argue that learners may accomplish achieved functioning in terms of becoming independent agents who are in command of themselves, their deeds and their attitudes towards education.

Accountability in terms of capabilities signifies a move from mere application of skills to the creation of freedom and opportunity for development. The prior is an explicit indication that the three poverty alleviation policies already possess achieved functioning, because it instructs schools (principals, teachers, the School Governing Body) what to do to change the situation of learners. This means that schools are afforded opportunities to development initiatives and act as prime movers of such initiatives (*vide*: King, McGrath & Rose, 2007:349-350).

In view of my previously indicated views, I propose that schools should exercise accountability in the following ways:

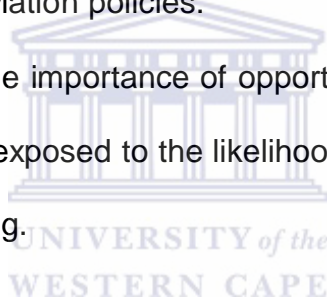
- provide education and training with an understanding of the diversity of learners, parents and teachers at schools;
- during evaluation processes, schools should consider and consult all relevant stakeholders to effectively implement policies;
- encourage commitment amongst implementers of the policies;
- departmental support and monitoring to all schools; and
- continuously perform reflective exercises about their educational experiences with the intention to change educational practices.

If schools act in an accountable manner as indicated above, learners are provided access to resources that are necessary to achieve outcomes which they value or have reason to value. Capabilities, understood in this way, become a basis for self-reflection and inner-evaluation. This means that learners may develop a capacity to review their own worth and validate their educational development.

Thus, in terms of this study, I hold the view that schools are positioned (ordered) in a particular way by knowledge structures in education policy to contribute to enhancing learners' capabilities. I suggest that schools use policy knowledge to:

- allow learners to participate on different levels of knowledge so as to foster intellectual growth;
- consider and negate all contextual factors that might influence the implementation of the policy; and therefore capacitate all educational stakeholders, inter alia parents, regularly regarding policy related issues; and
- develop monitoring systems in schools to assess the effective implementation of the named poverty alleviation policies.

If schools would emphasise the importance of opportunities in school, and the ability to gain knowledge, learners are exposed to the likelihood of becoming reliant on attending school so as to enjoy well-being.



5.3.6 Outcome

Functionings are what people really “do and are” and are considered a concept superior to commodities (Goerne, 2010:7) which incapsulate the outcome. Individuals are fundamentally diverse - personal, environmental and social conditions are the reasons for such diversity. The aforementioned conditions are regarded as the materialised options or life chances of an individual which are based on the assumption that certain functionings are mutually exclusive, and that individuals (have to) exert choice in terms of what they can do and can be. It can thus be argued that well-being of a person can be seen in terms of how a person functions. In terms of the study the outputs will refer to the effective implementation of the policy acknowledging that

people are diverse. Since the named policies (*infra*: 2.6.1-2.6.3) are aimed at addressing poverty alleviation and access to education, the output would be expected to be that all learners are afforded the opportunity to and enjoy the benefits thereof.

Significant about the views expressed in this section, the vision of the Department of Education in South Africa encapsulates that the implementation of government policy should contribute towards improving the quality of life of learners, amongst others, and building a peaceful, prosperous and democratic society (Department of Education, 2005:5). If this is expected from policy, the policies under discussion should indeed be implemented to foster such a vision with the aim to assist learners in terms of achieved functioning (to be and do).



I argue that if schools would effectively implement the framework, it would call for a transformation in the way educational opportunities are offered in Quintile 1 schools in the Frances Baard District (Northern Cape).

5.4 CONCLUSION

In this chapter, I applied my suggested framework, Barnett's Framework for Policy Implementation, to illustrate how policy implementation arrives at the notion of achieved functioning as well as to how learners may obtain achieved functioning in terms of their education. My framework was designed in terms of three identified capabilities namely autonomy, accountability and knowledge. In terms of these capabilities, the following achieved functionings became visible:

- Poverty alleviation policies create opportunities for self-awareness in terms of what schools can do to enable learners to be.
- Learners gain access to and are able to choose from a range of variable sources as a means to act independently.
- Schools are accountable to act independently as educational institutions.
- Learners are afforded opportunities to review their own worth and validate their educational development.
- Poverty alleviation policies regulate and order schools in terms of what to do and what to be and learners may become reliant in attending schools so as to enjoy well-being.

My analysis aligns with the notion that: “provide an education of progressively high quality for all learners and in so doing lay a strong foundation for the development in all our people’s talents and capabilities”(Department of Education, 1996:2).

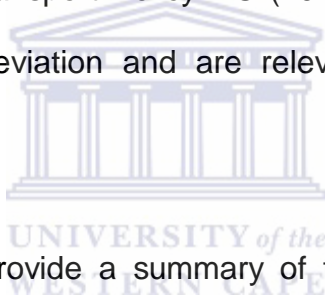
In the next chapter, I shall provide a summary of the study, articulate findings and recommendations, and also provide ideas for future research. In relation to this study, the principals and learners gave their views and experiences on the implementation of the named policies.

CHAPTER 6

SUMMARY, FINDINGS AND RECOMMENDATIONS

6.1 INTRODUCTION

The aim of this study was to explore the nature of poverty and education poverty alleviation policies in relation to learners' capabilities in Quintile 1 schools in the Frances Baard District in the Northern Cape. I specifically focused on poverty alleviation policies such as the National School Nutrition Programme (2004), No Fee Policy (2006) and Learner Transport Policy NC (2010). The aforementioned policies directly deal with poverty alleviation and are relevant to Quintile 1 schools in the indicated education district.



In this chapter, I intend to provide a summary of findings derived from the various chapters that dealt with the discourse under study. I shall then articulate thoughts on possible limitations of this study after which prospects for future research will be deliberated on.

6.2 COMMENTS ABOUT THIS RESEARCH

This research reported on the implementation of poverty alleviation policies in Quintile 1 schools in the Francis Baard District of the Northern Cape. This research is original in its kind, because no such research has been conducted in the Northern Cape Province in South Africa. I analysed these policies (*cf.* 2.6) in relation to learners' capabilities in the mentioned schools.

My research focused on the views of learners by means of the completion of questionnaires, the narratives of school principals regarding the implementation of poverty alleviation policies as well as the thoughts of Amartya Sen on the Capabilities Approach. I also acknowledged the work of many authors in the text as their ideas were informative with respect to theories, notions, concepts and the research process itself.

6.3 PURPOSE OF THIS RESEARCH

In my opinion this research has achieved its purpose.

My first significant achievement is the personal empowerment in terms of the views of learners, principals and reading of discourses in poverty alleviation policies. Not only did I learn more about poverty alleviation, but gained a deeper understanding of how poverty influences learners in Quintile 1 schools in the Francis Baard District (Northern Cape). I also established the link between the poverty alleviation policies and the Capability Approach. Second, I was able to enlighten the reader about the extent to which schools have implemented the poverty alleviation policies and also its effect on learners' capabilities at schools in the mentioned district. Third, I suggested criteria on how to search for capabilities in poverty alleviations policies. After analyses of the poverty alleviation policies, I suggested my own capabilities that may be utilised as attempts to alleviate poverty. Fourth, the identified capabilities, namely autonomy; accountability and knowledge, have been encapsulated in Barnett's Framework for Policy Implementation.

Consequently, to illustrate how this research has achieved its purpose, I shall henceforth provide a theoretical summary of chapters 2, 3, 4, and 5. Thereafter, I shall share findings according to chapters in relation to the formulated research aims of this study.

6.4 THEORETICAL SUMMARY

In this section, I will provide an overview of each chapter, after which findings will be presented. First, an overview relevant to Chapter 2 will be offered.

6.4.1 Chapter Two



This chapter addressed the first and second research questions. The first research question was articulated as: *“What is the nature of poverty prevalent in the Quintile 1 schools in the Frances Baard District Northern Cape Province schooling environment?”*

First, I explored academic views on poverty, focusing on various conceptualisations as well as dimensions of poverty in Sub-Saharan countries and South Africa. I highlighted different meanings relevant to absolute poverty, relative poverty, capabilities poverty as well as social exclusion. I derived the following important information regarding the aforementioned dimensions of poverty:

Absolute poverty reflects the absence of adequate resources which may hamper learning - this has specific reference to poor nutrition, health and unfavourable home circumstances, amongst others;

Relative poverty has reference to a lack of resources which may result in reducing individuals' motivation and their ability to gain full benefits from education;

Capabilities poverty refers to failure as a matter of a lack of choices, or of capability, rather than simply in terms of inadequate material living standards; and

Social exclusion refers to exclusion from the normal activities of a society and as often being of a multidimensional nature, includes lack of access to the welfare state, lack of employment, poor housing, and poor or unstable social relationships. This implies that when excluded from full participation in society, individuals' ability to benefit fully from education is also infringed.

From the discussion above, I gained important knowledge regarding the manifestation of poverty in SSA and South Africa. The situation in Sub-Saharan Africa is not improving and, not only is Sub-Saharan Africa the poorest region in the world, but education in particular is affected by poverty. The implication is that most children of school going age in the region are disadvantaged in terms of completing their education. I also realised that poverty in South Africa contributes to disadvantages in terms of children who are in a position to attend school.

Alarming to note is that nearly half of the South African population lives in poverty, which contributes to the fact that they (people) and learners do not enjoy equal educational opportunities (*infra*: Chapter 2).

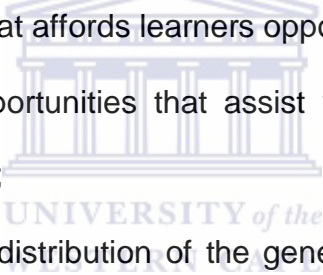
Linked to the above, I identified the following commonalities between the manifestation of poverty in Sub-Saharan Africa and South Africa:

- **Commonality 1:** high unemployment, hunger, malnutrition, inadequate nutrition, inability to pay for services, inadequate access to health care or basic services and the risk of homelessness;
- **Commonality 2:** illiteracy, and poor human rights, besides insufficient income and livelihood opportunities;
- **Commonality 3:** poor living conditions; and
- **Commonality 4:** inequality in terms of life opportunities.

These commonalities are an indication that South Africa experiences poverty the same as the rest of SSA. To address the issue of poverty, the South African education system has developed policies in an attempt to alleviate poverty. Having scrutinised such policies, I came to understand that, apart from the three education policies' intention to alleviate poverty; these policies also aim to enhance the capabilities of learners. Since this study is based on the Capability Approach pioneered by Amartya Sen, this study was based on his views of poverty. It seems poverty is cultivated from a failure to be able to take part in human society because of deprivation of choices or capabilities rather than only inadequate material standards. In relation to the latter, the Capability Approach focuses on what people are effectively able to do and to be. The major constituents of the Capability Approach are functionings and capabilities. Functionings refer to achievement whereas capability is the ability to achieve (Sen, 1987: 36). Functionings and capabilities are influenced by conversion factors namely personal, social and environmental characteristics to achieve certain beings and doings. The Capability Approach is absolute in terms of capabilities such as education and dignities, and relative in terms of, inter alia, resources and income that are required to freedoms, agents and well-being realize those capabilities.

After obtaining the above knowledge, I was curious to determine whether a relation existed between the Capability Approach and these poverty alleviation policies. This curiosity led to addressing the second research question: “*What is the link between the three identified policies and the Capability Approach*”? In analysing the three poverty alleviation policies, it came to my attention that the common objective, in line with the South African Constitution (1996) and SASA (1996), is to ensure that all learners have access to education and that they would not be disadvantaged because they are poor.

In my exploration of the poverty alleviation policies, I identified the following principles (*infra*: 2.6.5):

- 
- **redress**: remedial action that affords learners opportunities to attend schools;
 - **access**: contributes to opportunities that assist with poverty alleviation and the development of capabilities;
 - **equity**: involves the equal distribution of the general benefits of education for the educational well-being of learners and attainment of high level skills; and
 - **quality**: to develop their capabilities in order to realise their potential and their aspirations.

For me, the analysis pertaining to principles provided direction towards articulating thoughts regarding the relation between the three South African education policies and the Capability Approach. I recognised the following links:

- the principles identified in the three poverty alleviation policies and characteristics of the Capabilities Approach complement each other;

- well-being and freedom of individuals reflect the person's real opportunities or positive freedom of choice between possible life-styles;
- agency signifies one's ability and motivation to pursue goals that one values in spite of constraints and quality of schooling; and
- diversity, in terms of cultural circumstances can affect the lives of people, as well as their expectations and potential. Also, in terms of diversity, learners and their parents will respond in various different ways to poverty alleviation policies.

I am convinced that the research questions relevant to Chapter 2 have been answered. In relation to the key idea of the Capability Approach, I consider it important to indicate that social arrangements should aim to expand peoples' capabilities, that is, their freedom to promote or achieve valuable beings and doings. Therefore, my argument is that the three poverty alleviation policies can contribute to learners' well-being. My argument is based on the principles namely, redress, access, equity and quality which seem to be designed to assist all learners to right of access to quality education. I therefore hold the view that a relationship exists between the Capability Approach and the three poverty alleviation education policies.

First, I have gained knowledge that capabilities are understood both as opportunities, but also as skills and capacity development. In view of this study, the prior has relevance to learners in Quintile 1 schools in the Frances Baard District (NC). Second, capabilities can be fostered by the establishment of a supportive environment through the poverty alleviation policies as it provides access to education and is based on principles that seek to alleviate poverty.

6.4.2 Chapter Three

In Chapter 3, I ask the following question: *“To what extent have schools implemented the poverty alleviation policies, and what has been the effect on learners’ capabilities at schools in the district?”*

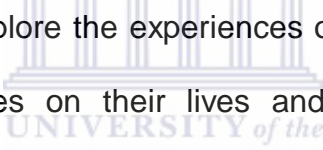
I articulated my rationale by positioning my work within the paradigm of pragmatism, as well as for using mixed methods as my chosen methodology. Following a theoretical argument for pragmatism and mixed methods, this chapter moved into the more practical aspects of the research.

I concluded that Pragmatism focuses on the research problem – the reason that the study is being conducted, the rationale – and the consequences of the research.

Thus, a central principle of pragmatism is that research should be socially relevant, addressing specific concerns in the “real world” and seeking to propose possible solutions (Armitage, 2007; Badley, 2003; Creswell, 2009 and Feilzer, 2010). In this context, data was selected from Quintile 1 schools in the Frances Baard district to probe the extent and implementation of their nutritional programmes, their funding and the transport provided to learners. The collection of such data was directly related to the policy directives stipulated in the mentioned policy documents. In this regard my exposition of the implications for policy implementation in Chapter 2 may be considered a way of providing both a background and a basis for the collection of the relevant data.

The data collection instruments involved the use of a structured open-ended questionnaire (Appendix A) and semi-structured interviews (Appendix B). The first section presents a discussion of the quantitative methodology, while the second

focuses on the qualitative methodology employed in the research process. During this research, I frequently question myself as to whether my approach was indeed characteristic of mixed-method. My answer is yes and I found support in the following: “A mixed-method approach to research is one that involves gathering numeric information (for example, on instruments) as well as text information (for example, on interviews) so that the final database represents both quantitative and qualitative information” (*vide*: Creswell, 2003:20). Thus, the mixed method, as used in this study, strengthened my research in that the use of a variety of methods enable me to put forward data and interpretations at different stages of my research. It would, however, be interesting if more contemporary research on the use of mixed-method approaches is being conducted.



I was able to quantitatively explore the experiences of learners regarding the impact of the poverty alleviation policies on their lives and their access to education and schooling by means of a questionnaire. Learners gave information relating to their: (i) biographic and socio-economic circumstances; (ii) perceptions and experiences of the impact of the policies in terms of their access to schooling; and (iii) opportunities to benefit from the education offered. On the other hand, I conducted interviews with principals of Quintile 1 schools in the Frances Baard District (NC). My focus was on: (i) the implementation of the poverty alleviation policies; and (ii) the impact of such policies on learners' capabilities. The principals shared their views, perceptions and experiences regarding poverty, the economic circumstances of learners, the implementation of the mentioned policies and of problems experienced with implementation.

After analysing the principals' remarks, I explored how the poverty alleviation poverty policies realised its role in Quintile 1 schools in the Frances Baard District (NC). Such an exploration was done in Chapter 4.

6.4.3 Chapter Four

I started this chapter with the following question in mind: "*How do poverty alleviation policies in the Quintile 1 schools, Frances Baard District, Northern Cape schools realise its role*"?

In an attempt to answer this question, I separately analysed and presented results obtained from the quantitative and qualitative responses from the participants.

First, I focused on the biographic information and their socio-economic status that might influence learners' capabilities and functionings. Second, the learners' experiences and perceptions of the Learner Transport Policy NC (2010), NSNP (2004) and the No Fee Policy (2006) were analysed. The third analysis was based on the learners' experiences and views of the importance of aspects of the Capability Approach based on aspects such as freedoms, agency and well-being.

The qualitative analysis of the information and perceptions provided by the principals was done in terms of implementation of these policies and their role in enhancing learners' capabilities. The data collected revealed issues such as the challenges, efficiency and impact with regard to poverty alleviation policies and quality education. From the quantitative and qualitative analyses the following insights were concluded:

The social environment is significant for capabilities development: I hold the view that, since learners come from different backgrounds, schools should create opportunities for all learners to choose from so as to better their lives. Schools should provide access to opportunities, teach learners how to value their own resources and provide guidance as to how they can go about converting their resources into capabilities. The relevance of my argument is confirmed by the notion that individuals' positive achievement is reliant on economic opportunities, political barriers, social powers and enabling conditions of good health, basic education and encouragements and cultivation of initiatives. Therefore, the school (as social environment) should deliberately foster opportunities for the development of capabilities. In order to create a social environment that stimulates the development of capabilities, schools should attempt to effectively implement poverty alleviation policies.

Effective policy implementation is fundamental for capability development: Education policy ought to be beneficial to the citizens of a country (Hartshorne, 1999:5) and therefore it needs to be analysed to explore how it may be beneficial to people. In relation to the Capability Approach, I argue that a lack of knowledge to implement the named poverty alleviation policies may influence learners' functionings in providing resources so that learners would be able to achieve those things they value in. If education policies are to be implemented more effectively, I speculate that the quality of education (to alleviate poverty) would be dealt with in a more efficient way.

The enhancement of capabilities is dependent on the quality of teaching: From a capabilities perspective, I argue that schools should support children to develop their capabilities. Since learners are from diverse backgrounds and have different levels of capabilities, they may need different efforts to foster their capability.

Although I argue that the above-mentioned capabilities could play a critical role regarding poverty alleviation and improving educational opportunities for learners, I believe that such education policies have more to offer in terms of the identification of capabilities.

6.4.4 Chapter five

In Chapter 5, I designed a framework for policy implementation. During the application of this framework, the three identified capabilities were used to analyse stipulations from the poverty alleviation policies. A summary follows:

Identified Capability	Achieved Functioning: Policy Implementation	Achieved Functioning: Learners
Autonomy	Poverty alleviation policies create opportunities for self-awareness in terms of what schools can do to enable learners to be.	Learners gain access to and are able to choose from a range of variable sources as a means to act independently.
Accountability	Poverty alleviation policies hold schools accountable to act independently as educational institutions.	Learners are afforded opportunities to review their own worth and validate their educational development.
Knowledge	Poverty alleviation policies regulate and order schools in terms of what to do and what to be.	Learners may become reliant in attending schools so as to enjoy well-being and agency.

I want to emphasise that my framework is not a blueprint for implementation, but should be regarded an experiment which may assist Quintile 1 schools in the Frances Baard District of the Northern Cape.

Having provided a discussion of results in this Chapter, an illumination of the findings of this study follows below.

6.5 FINDINGS OF THE STUDY

In this section, I will present findings according to chapters in relation to the formulated research aims of this study.

6.5.1 The nature of poverty in Quintile 1 schools in the Frances Baard District in the Northern Cape Province



To achieve this objective, I conducted a review of the literature (cf. 2.2) and analyses of the data collected from the learner responses in Table 4.2 to 4.5. In terms of this study, capability poverty is very much evident amongst learners in Quintile 1 schools in the Frances Baard District (Northern Cape Province).

From a Capability Approach perspective, I came to understand poverty as:

“The deprivation of certain basic capabilities which vary in terms of nourishment, being adequately clothed and sheltered and being educated; to more complex social achievements such as taking part in the life of the community” (vide: Sen, 1995:15).

I argue that the above view is clear in terms of learners' needs and will require different kinds and levels of resources in order to achieve the same standard of education and living for learners. Learners will need different conversion factors (*infra.* 2.5.1.1), which refers to variability in translating resources (or means) into capabilities (or ends). The empirical investigation indicated that learners are from different physical and social conditions (*infra.* Table 4.1-4.5) and this affects their ability to convert the same resources into different levels of well-being. Sen (1999:73) emphasises the importance of looking into the actual living that people manage to achieve, to the real opportunities existing for every learner to achieve functioning with the goods (resources) at their command.

From the data obtained it became clear that learners and principals were in accord in terms of socio-economic conditions of the learners. With reference to Chapter 2, I became conscious that poverty is multi-dimensional and manifests itself in different ways at different times and in different localities (*infra.* 2.2.1- 2.2.4). Whilst the literature is truthful about different conceptualisations, theories and perceptions of poverty, my research applied the theoretical lens of the Capability Approach as articulated by Amartya Sen. According to the Capability Approach, poverty is considered as a particular kind of deprivation, a deprivation of well-being, and many people in Sub-Saharan Africa and South Africa (*infra.* 2.3 and 2.4) living in poverty without the fundamental freedoms of action and choice.

With regard to poverty, the Capability Approach asserts the essential similarity of our human needs and potentialities, whether we live in a state of poverty or not. The literature also revealed that, in 2011, 27% of the Northern Cape population lived below the poverty line (*infra.* 2.4.1- 2.4.2). According to Statistics South Africa (*infra.* 2.4.2), a

significant number of the people in the Northern Cape received social grants from which it can be argued that many of the parents or guardians of the learners at the Quintile 1 schools in the Frances Baard District are unemployed or not alive. These learners would then be exposed to the risk of unfreedoms due to the lack of education

A lack of good quality education is also considered a form of poverty according to the Capability Approach since it can hamper the development and fulfillment of elementary capabilities. Education should empower learners and afford them an opportunity to have access to quality opportunities to be able to develop their skills and abilities. Although the Bill of Rights enshrined in the Constitution protects all citizens, inequality, due to poverty, remains rife in South Africa and the learners are affected by this (*infra.* 2.4.2). The distribution of income and wealth is disproportionate and unequal, and, because of the poverty that exists, the gap is becoming wider. These factors deprive many people, in particular learners living in poverty, from being able to equip them to lead the kinds of lives that they and society would value. Considering the above, I find it interesting that the National School Nutrition Programme (2004), No Fee Policy (2006) and Learner Transport Policy NC (2010) aim to redress the legacies of under- and inequitable development in education so as to ensure equal learning opportunities for all learners (*infra.* 2.4.5). This is in line with the Constitution of South Africa (1996) and with SASA (1996) which aim to ensure access to basic education as well as the provision of quality education to all learners.

Complementary to the mentioned aim of the policies is the Capability Approach which focuses on assisting learners to develop their capabilities and transform such capabilities into functionings. To reiterate, the Capability Approach focuses on (i) what people are effectively able to be and do; (ii) a person's ability to do valuable acts or

reach valuable states of being and to functionings as achievements; (iii) an individual's well-being as the freedom of that individual to live a life he or she can value and freedom as development which embraces education (*infra*. 2.5.1.1). Since children are from diverse backgrounds, their capabilities will vary from person to person and will enable them, in different ways, to reach certain freedoms.

In view of the preceding, I argue that the ultimate capability or freedom in terms of education is to have access to a school, and to be able to develop such capabilities as being able to read, write, and perform tasks and able to reason.

6.5.2. The relation between the Capability Approach and the poverty alleviation policies

As explicated in Chapter 1 and 2, the Capability Approach is a normative framework that can be used to evaluate a variety of aspects of well-being. Sen (1999) regards education as an overarching capability that should expand other capabilities, whether gaining skills, or opportunities that these skills afford, or gaining other intrinsically important capabilities. The Capability Approach has a broad perspective of the many kinds of constraints that can limit people's lives, notably poverty.

Considering the above views, I am of the opinion that, in relation to the Capability Approach, the three education poverty alleviation policies, aim to alleviate poverty and to redress the inequalities of the past (*infra*: 2.6.1-2.6.3). The aim of these policies is not to only provide equal access to quality education, but also to ensure that learners acquire quality education as well as conceptual and practical skills to develop their capabilities.

I realised that the poverty alleviation policies provide principles necessary to assisting in learners' well-being and the development of their educational capabilities (*infra*: 2.6.5).

The literature review revealed a definite link between the Capability Approach and the National School Nutrition Programme (2004), the National Norms and Standards for School Funding (2006) and the Learner Transport Policy NC (2010). I explained that such a relationship aims at developing learners' capabilities to achieve valuable beings and doings. Evaluating policies in terms of the Capability Approach would involve focusing on the impact the policies would have on learners' capabilities. The intention of poverty alleviation policies is to assist learners, particularly those living in poverty, to develop their full potential by providing and distributing resources to rectify the imbalances and inequalities of the past (*infra*: 2.6.1-2.6.3).

6.5.3 The extent to which schools implement educational poverty alleviation policies in the Frances Baard District (Northern Cape Province)

The empirical research revealed that the poverty alleviation policies are implemented with various degrees of success and learners are benefiting from the poverty alleviation policies (*infra*: 4.2.31-4.3.3.3, Table 4.8- 4.14 and 4.3.3):

The management of the Learner Transport Policy Northern Cape (2010) may hinder learners' capability development (*infra* 4.2.1.3.1 and Table 4.10). Some of the learners who qualify for the transport do not feel safe because of overloading and were concerned that the transport is not always on time. It also excludes those who use it from participating in extra-curricular activities. However, access to

learners living more than 5km away from schools, is made possible by the Transport Policy.

With regard to the **National School Nutrition Programme**, most learners are receiving food daily at all Quintile 1 schools in the Frances Baard District (*infra.* 4.2.3.2 and Table 4.12). Most learners enjoy the meals although some wish to have more variety with regard to the menu. However, the principals indicated some challenges with regard to this programme (*infra.* 4.2.1). Although the principals indicated that the implementation of the policy brings with it a number of challenges (*infra.* 4.3.3.3), the **No Fee Policy (2006) assists learners in accessing schools** without imposing compulsory payments from parents (*infra:* 4.2.3.3). Interestingly however, the No Fee Policy (2006) does not guarantee quality education for learners' capabilities development (*infra.* 2.7, 4.2.4, 4.2.4.1 and Table 4.16 - 4.18).

I became aware that some learners are not aware of the No Fee Policy and most of the parents, as far as the learners are concerned, do not make voluntary contributions or donations to schools. Thus, although schools are declared No Fee Schools, I speculate that the possibility exists that they might need extra resources to assist with providing quality education to learners so as to ensure the development of learners' capabilities. Most of the principals admitted to not having a clear understanding of the policies in terms of the content and managing the process of implementation (*infra.* 4.3.3.1-4.3.3.3). They consider that they, together with the School Governing Bodies, were not adequately trained by the Department of Education.

The application of a Capabilities Approach, through effective implementation of poverty alleviation policies, may assist schools in developing learners' functionings and capabilities (*infra.* 4.2.4, 4.3. and Table 4.16-4.20). The following are findings which I regard as relevant:

- Most learners feel motivated by the school (*infra.* Table 4.16).
- Learners do not feel motivated by their communities (*infra.* Table 4.16).
- Some learners would prefer to attend a different school (*infra.* Table 4.19).
- Well-being and a sense of being agents of their freedom are lacking for some learners (*infra.* Table 4.18- 4.20).
- There is a lack of monitoring and support for the implementation and sustaining of the poverty alleviation policies by the Department of Education (*infra.* 4.5.2.2.1-4.5.2.2.3).
- The development of the capabilities of some learners is hampered due to circumstances that are influenced by the quality of education offered and should be addressed by the Department of Education (*infra.* 4.5.2.3).
- Acknowledgement by people has a great impact on the ability of learners to express feelings and ideas at school regularly (*infra.* Table 4.18).

My understanding in terms of the above is that learners are from diverse backgrounds and their capabilities differ. They will also react differently to the freedoms and educational options available to them. The ultimate capability or freedom in terms of education is to have access to a school and to develop capabilities such as being able to read, write and perform tasks and able to reason. In relation to the Capability Approach, I find that the policies provide opportunities for the learners to have access to education to be able to participate meaningfully in society.

6.5.4 Proposed Barnett's Framework for the more effective implementation of poverty alleviation policies in the Frances Baard District of the Northern Cape Province.

I achieved this objective by suggesting capabilities for more effective implementation of poverty alleviation policies in the Frances Baard District. These capabilities are autonomy; knowledge and accountability (*infra.* 5.2). I argue that, if taken seriously, schools would understand the policies better and work towards a more dedicated effort to alleviate poverty and contribute to the holistic development of all learners.

6.6 RECOMMENDATIONS:

The primary aim of this study was to identify the nature of poverty in the Quintile 1 schools in the Frances Baard District in the Northern Cape and to explore the relationship between the Capability Approach and the three poverty alleviation education policies. Three policies were analysed namely the National School Nutrition Programme (2004), the National Norms and Standards for School Funding (2006) and the Learner Transport Policy NC (2010). Analyses were done in terms of the learners' capabilities in order to propose recommendations that would assist in more effective implementation of poverty alleviation capabilities. I articulated the following recommendations based on the findings (*infra.* 6.5). These recommendations will be articulated in terms of (i) conversation factors; (ii) freedom and well-being and (iii) functioning and capabilities.

6.6.1 Conversion factors

Since the poverty alleviation policies are aimed at equal access to quality education, I recommend that schools should ensure that learners have access to well-managed educational programmes including co- and extra-curricular activities, with sufficient and appropriate resources to achieve valuable beings and doings. In this context, constraining conversion factors should be identified to assist in designing and implementing improvement measures to expand the capabilities of learners. Policy implementation could be based within the Capabilities framework, since most learners are from poor socio-economic circumstances that result in capabilities poverty.

Considering the above, I suggest that teachers should visit learners' homes to understand how to help learners to achieve, and how to assist their parents in supporting their children with schooling matters. On the other hand, government should, through its systems, encourage community participation in Quintile 1 schools as the learners might not be motivated by their communities due to a lack of interest in education provision. I am further of the opinion that it is also the role of the school to encourage parents to participate in their children's education. Schools should also acknowledge these conversion factors such as the personal and political circumstances of all stakeholders and guide learners in their future actions.

6.6.2 Freedom and well-being

The Department of Education should ensure that Quintile 1 schools receive consistent monitoring and support in the form of resources and funds. I am of the opinion that, although schools are declared No Fee Schools, they might need extra resources to

assist with their learners' development and performance. All principals, School Governing Bodies and relevant educational stakeholders should receive constant training in the effective implementation of policies in the form of improved knowledge and understanding of the policies. Having said the foregoing, I suggest that the South African Department of Education should ensure that (i) all stakeholders understand the basic terminology used in the policies, (ii) all new implementers are adequately inducted, (iii) systems are in place in terms of correspondence and distribution of the policies and (iv) guidelines to all stakeholders and regular meetings are scheduled to discuss any form of unclear or imprecise roles and responsibilities.

6.6.3 Functionings and Capabilities

Although Amartya Sen does not endorse a specific list of capabilities, I would recommend that, since education is regarded an essential capability, the Department of Education, through their circuit managers, should explore the identified capabilities namely autonomy, knowledge and accountability in implementing and monitoring poverty alleviation policies. I propose that it is explored to measure and monitor the overall development of learners' capabilities, particularly those schools which are situated in poverty stricken areas.

In terms of the preceding expositions regarding the theoretical summary, findings and recommendations, it was not always easy to find my own voice.

6.7 MY OWN VOICE AND THE JOURNEY

I would like to indicate that it was by no means easy to find my own voice throughout this thesis. In this section, I shall briefly share my experience regarding “own voice”.

I decided to read the works of Wilson-Strydom (2012) and Waghid (2002), amongst others. I was quite surprised to have read how easily the aforementioned scholars communicated their thoughts and how they applied a different kind of thinking to interpret other scholars' views. The use of “I”, “my”, “for me” and “my opinion” were not easy. Eventually, I attempted to find myself in my own writing and became more comfortable to communicate my thoughts more strongly. I also became aware that by re-reading my own work, I found it easier to articulate my own thinking. I might not have made myself heard fully and strongly in this thesis, but I believe that the attempts I made can be regarded valid and relevant.

Doing research about a discourse never explored before in Quintile 1 schools in the Frances Baard District (Northern Cape) was regarded a very strange exercise by many people in the mentioned district. My role as education specialist requires of me to visit schools and evaluate their functionality. Thus, while embarking on this journey of exploring learners' experience regarding poverty and principals' experience regarding the implementation of poverty alleviation policies, many thought that schools would be discredited for some reason. With no other student doing research of the same kind at the time, it took a lot of effort to convince principals and parents to give consent to participate in this study.

I need to indicate that I often got frustrated. Even though it has been a lonesome journey at times, I am thankful for the support of those individuals who encouraged me to never quit.

Having reflected on times during this research, I shall next point out a few limitations of this study.

6.8 LIMITATIONS OF THE STUDY:

- The lack of literature with regard to policy implementation processes in the Northern Cape specifically; and
- This research did not include teachers' and education departmental officials' views with regard to poverty and poverty alleviation policy implementation.

After reflecting on this study and articulating the limitations, I am convinced that there are possibilities for future studies with the focus on poverty and poverty alleviation in relation to the Capability Approach.

6.9 RECOMMENDATIONS FOR FURTHER STUDIES

The main aim of this research was to determine the nature of poverty in the Quintile 1 schools in the Frances Baard District in the Northern Cape, and to explore the relation between the Capability Approach and the National School Nutrition Programme (2004), the National Norms and Standards for School Funding (2006) and the Learner Transport Policy NC (2010) and how these relate to learners' capabilities.

However, I suggest that, in relation to poverty alleviation policies and the Capabilities Approach, the following research still needs to be conducted: .

- enhancing educators' capabilities to improve learner performance;
- exploring learners' and educators' narratives to identify functionings and capabilities for effective policy implementation;
- the role of autonomy, knowledge and accountability in relation to the Capability Approach.
- interpreting and utilising mixed-method research in the pragmatic paradigm .

Next, I shall conclude this chapter.

6.10 CONCLUSION



The study has highlighted the relation between the Capability Approach and the three Department of Education poverty alleviation policies. The Capability Approach emphasises the importance of a person being able to be in an environment in which he or she can pursue their desired goals. Since the National School Nutrition Programme (2004), the National Norms and Standards for School Funding (2006) and the Learner Transport Policy NC (2010) were designed to create opportunities for all learners to have access to education; the capability, or freedom and to be educated should be regarded fundamental in terms of the development of a variety of future capabilities for learners.

As has been discussed, learners' capabilities are shaped, or "mis-shaped", by the deprivations of poverty such as lack of food, inadequate health and sanitation facilities, lack of education, and exclusion from society's customs and activities. Due to these poverty stricken circumstances, learners' functionings and capabilities are not achieved. Since learners have varying needs and come to school with varying individual resources, they require different levels of support. Thus goods and services, in the form of education resources and skilled educators, are instrumental in learners' achievement of their functionings.

While the aforementioned policies are intended to alleviate poverty in schools and aim to assist poor children in access to quality education, policy implementation will affect them in different ways. From the perspective of the Capability Approach, learners also have different conversion factors influencing the conversion of the goods and resources of education into 'valuable beings and doings'. It is important that schools, both in the implementation of the policies and in their provision of resources, be aware of learners' circumstances and their abilities. If schools would have such knowledge, I speculate that they would strive towards developing learners' capabilities.

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APPENDIX A:

2013: Questionnaire for learners

Kindly complete the questionnaire. It is for research purposes and confidential. It will take about 20 minutes to complete. Do not write your name.

Thank you.

Voltooi asseblief die vraelys. Dit is vir navorsingsdoeleindes en vertroulik. Dit sal ongeveer 20 minute neem om te voltooi. Moenie jou naam daarop aandui nie.

Dankie.



RESPOND TO THE QUESTIONS IN THE APPROPRIATE SPACE

BEANTWOORD DIE VRAE IN DIE TOEPASLIKE SPASIE

SECTION A: BIOGRAPHIC INFORMATION

AFDELING A: BIOGRAFIESE BESONDERHEDE

1. Are you a boy or a girl? Indicate the following information with a tick ():

Is jy 'n seun of 'n dogter? Dui die volgende inligting aan met 'n regmerk ():

Girl <i>Dogter</i>	
Boy <i>Seun</i>	



2. How old are you? Indicate with a tick ().

Hoe oud is jy? Dui aan met 'n regmerk ().

11	12	13	14	15	16	17	18	19	20	21 and more/en ouer

3. With whom do you live? Indicate with a tick (). Choose only ONE.

Saam met wie woon jy? Dui aan met 'n regmerk (). Kies slegs EEN.

Parents <i>Ouers</i>	Grandparents <i>Grootouers</i>	Other family <i>Ander familie</i>	Friends <i>Vriende</i>	Alone with brothers and sisters <i>Alleen met broers en susters</i>

SECTION B: SOCIO-ECONOMIC STATUS

AFDELING B: SOSIO-EKONOMIESE STATUS

4. Between your parent(s)/guardian, indicate the highest academic qualification obtained.

Indicate with a tick ().



Tussen jou ouer(s)/voog, dui aan die hoogste akademiese kwalifikasie behaal.

Dui aan met 'n regmerk ().

Gr. 1 – 7	
Gr. 8- 10	
Gr. 12	
Diploma/Degree <i>Diploma/Graad</i>	
Parents/Guardian did not attend school <i>Ouers/Voog het geen skool bygewoon nie</i>	
I don't know <i>Ek weet nie</i>	

5. Indicate YES or NO to the following questions. Indicate with a tick ().

Dui aan JA OF NEE op die volgende vrae. Dui aan met 'n regmerkie ().

	YES/JA	NO/NEE	
5.1 Do you live in a house made of bricks? <i>Woon julle in 'n huis gebou met stene?</i>			
5.2 Do you live in a house made of corrugated iron? <i>Woon julle in huis gebou van sink?</i>			
5.3 Do you have access to running water/tap in your yard? <i>Het julle toegang tot lopende water/kraan op jul erf?</i>			
5.4 Do your parent(s)/guardian receive a social grant? <i>Ontvang jou ouer(s)/voog 'n staatstoelaag?</i>			
5.5 Are your parent(s)/guardian employed? <i>Is jou ouer(s)/voog werksaam?</i>	YES, ONLY ONE JA, SLEGS EEN	YES, BOTH JA, ALBEI	NO NEE

6. If your parent(s)/guardian are employed, indicate the type of work they do:

Indien jou ouer(s)/voog werksaam is, dui aan watter tipe werk hulle doen:

7. Do you ever go to bed without food? Indicate with a tick (). Choose only ONE.

Gaan slaap jy ooit sonder om te eet? Dui aan met 'n regmerk (). Kies slegs EEN.

Once a week <i>Een keer per week</i>	Every day <i>Daaglik</i>	Sometimes <i>Soms</i>	Never <i>Nooit</i>

8. Access to health facilities. Indicate with a tick (). Choose only ONE.

Toegang tot gesondheidsdienste. Dui aan met 'n regmerk (). Kies slegs EEN.

I visit the clinic when I am sick. <i>Ek besoek die kliniek wanneer ek siek is.</i>	There is a hospital. <i>Daar is 'n hospitaal.</i>	I visit a private doctor when ill. <i>Ek besoek 'n private dokter wanneer ek siek is.</i>	We do not have a clinic or a hospital. <i>Ons het nie 'n kliniek of hospitaal nie.</i>

SECTION C: POLICIES

AFDELING C: BELEIDSKRIFTE

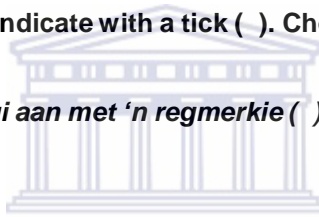
9.1 How far is your home from school? Indicate with a tick (). Choose only ONE.

Hoe ver is julle huis van die skool af? Dui aan met 'n regmerk (). Kies slegs EEN.

10- 15 minutes <i>10-15 minute</i>	15- 30 minutes <i>15-30 minute</i>	1hour <i>1 uur</i>	More than an 1hour <i>Meer as 1 uur</i>

9.2 How do you get to school? Indicate with a tick (). Choose ONE.

Hoe kom jy by die skool? Dui aan met 'n regmerk (). Kies slegs EEN.



Walk <i>Stap</i>	Subsidised transport (School bus/taxi) <i>Gesubsidieerde vervoer</i> <i>(Skoolbus/taxi)</i>	Family car <i>Familie-voertuig</i>	I pay taxi/bus everyday to come to school <i>Ek betaal elke dag bus/taxi</i> <i>om by die skool te kom</i>	Other (e.g. bicycle) Ander (bv. fiets)

9.3 Answer YES or NO to the following statements if you use subsidised transport. Indicate with a tick ().

Beantwoord JA of NEE op die volgende stellings indien jy gebruik maak van gesubsidieerde vervoer. Dui aan met 'n regmerkie ().

	YES/JA	NO/NEE
9.3.1 There are seats for everybody. <i>Daar is sitplekke vir almal.</i>		
9.3.2 The transport is always on time. <i>Die vervoer is altyd betyds.</i>		
9.3.3 The transport is sometimes late. <i>Die vervoer is soms laat.</i>		
9.3.4 The transport is overloaded. <i>Die vervoer is oorlaai.</i>		
9.3.5 We feel safe in the vehicle. <i>Ons voel veilig in die voertuig.</i>		
9.3.6 We travel in a bus. <i>Ons word vervoer in 'n bus.</i>		
9.3.7 We travel in a pick-up van. <i>Ons word vervoer in bakkie.</i>		
9.3.8 We are supervised in the vehicle by a class captain. <i>'n Klaskaptein hou toesig oor ons in die voertuig.</i>		

ONLY answer the question below if you indicated that the subsidised transport sometimes arrives late.

Beantwoord SLEGS die volgende vraag indien jy aangedui het dat die gesubsidieerde vervoer soms laat is.

9.4 Why does the transport arrive late? Give TWO reasons.

Waarom het die vervoer laat opgedaag? Noem TWEE redes:

1. _____

2. _____

9.5 Do you receive food at school? Indicate with a tick ().

Ontvang jy voedsel by die skool? Dui aan met 'n regmerk ().



YES/JA	NO/NEE

9.6 If you indicated YES in 9.5, how often do you receive a meal at school?

Indicate with a tick (). Choose only ONE.

Indien jy JA aangedui het by 9.5, hoe gereeld kry jy 'n maaltyd by die skool?

Dui aan met 'n regmerk (). Kies slegs EEN.

Every day <i>Daaglik</i>	Once a week <i>Een keer per week</i>	Twice a week <i>Twee keer per week</i>	Once a month <i>Een keer per maand</i>

9.7 Answer YES or NO to the following statements. Indicate with a tick ().

Beantwoord JA of NEE op die volgende stellings. Dui aan met 'n regmerk ().

	YES/JA	NO/NEE
<p>9.7.1 I always finish the meal served at school.</p> <p><i>Ek eet altyd die kos klaar wat by skool bedien word.</i></p>		
<p>9.7.2 The food is nice.</p> <p><i>Die kos is aangenaam.</i></p>		
<p>9.7.3 The food is enough.</p> <p><i>Die kos is genoeg.</i></p>		
<p>9.7.4 We eat the same food most of the time.</p> <p><i>Meeste van die tyd eet ons dieselfde kos.</i></p>		
<p>9.7.5 I take a lunch box to school.</p> <p>Ek neem 'n voedselpakkie skool toe.</p>		
<p>9.7.6 I rather buy from the tuck shop.</p> <p>Ek koop liever by die snoepie.</p>		
<p>9.7.7 I eat the food served at school.</p> <p><i>Ek eet die kos wat by die skool bedien word.</i></p>		

9.8 Give TWO reasons for your absence from school.

Gee twee redes waarom jy afwesig was van die skool.

1. _____

2. _____

9.9 Are you aware of the No Fee Policy? Indicate with a tick ().

Is jy bewus van die "Geen Fooi" Beleid? Dui aan met 'n regmerkie ().

YES/JA	
NO/NEE	

9.10 Do your parent(s)/guardian pay school fees? Indicate with a tick ().

Betaal jou ouers/voog skoolfonds? Dui aan met 'n regmerkie ().

YES/JA	
NO/NEE	
I DON'T KNOW EK WEET NIE	

9.11 Do you arrive late at school? Indicate with a tick ().

Daag jy laat op by die skool? Dui aan met 'n regmerkie ().

YES/JA	
NO/NEE	

If YES, respond to question 9.12 and 9.13.

Indien JA, beantwoord vraag 9.12 en 9.13.

9.12 How often are you late? Indicate with a tick ().

Hoe gereeld is jy laat? *Dui aan met 'n regmerk* ().

<i>Every day</i> <i>Daaglik</i>	<i>Only certain days</i> <i>Slegs sekere dae</i>	<i>Most of the time</i> <i>Meeste van die tyd</i>

9.13 Choose TWO reasons why you arrived late. Indicate with a tick ().

Kies TWEE redes waarom jy laat opdaag. *Dui aan met 'n regmerk* ().

<i>I was delayed at home.</i> <i>Ek was tuis vertraag.</i>	<i>The transport was late.</i> <i>Die vervoer was laat.</i>	<i>I was not sure about</i> <i>the time.</i> <i>Ek was onseker oor</i> <i>die tyd.</i>	<i>It was raining.</i> <i>Dit het gereën.</i>

SECTION D: CAPABILITY APPROACH

AFDELING D: BEVOEGDHEIDSBENADERING

10. Who contributes the most towards achieving your dreams?

Indicate with a tick (). Choose only TWO.

Wie lewer die grootste bydrae tot die bereiking van jou doelwitte?

Dui aan met 'n regmerk (). Kies slegs TWEE.

My family	The school	The Government	The community
My familie	Die skool	Die regering	Die gemeenskap



11. To what extent do you agree/disagree with the following statement?

Indicate with a tick ().

Tot watter mate stem jy saam of nie met die volgende stellings?

Dui aan met 'n regmerk ().

	Strongly agree <i>Stem ten sterkste saam</i>	Agree <i>Stem saam</i>	Disagree <i>Verskil</i>	Strongly disagree <i>Verskil ten sterkste</i>
11.1 I have enough time to do what I really like. <i>Ek het genoeg tyd om te doen waarvan ek hou.</i>				
11.2 I am able to express my personal opinion and ideas and to be listened to. <i>Ek is in staat om my eie opinies en idees te opper en daar word na my geluister.</i>				
11.3 It is important to attend school. <i>Dit is belangrik om skool by te woon.</i>				
11.4 I prefer a comfortable house, safe home and clean environment. <i>Ek verkies n veilige, gemaklike huis en skoon omgewing.</i>				
11.5 It is important to participate in the activities of your family, neighbourhood and school. <i>Dit is belangrik om deel te neem aan familie-, gemeenskaps- en skool- aktiwiteite.</i>				
11.6 I have a right not to be abused. <i>Ek het 'n reg om nie mishandel te word nie.</i>				

12. To what extent do you agree/disagree with the following statements? Indicate with a tick ().

Tot watter mate stem jy saam of nie met die volgende stellings? Dui aan met 'n regmerk ().

	Strongly agree <i>Stem ten sterkste saam</i>	Agree <i>Stem saam</i>	Strongly disagree <i>Verskil ten sterkste</i>	Disagree <i>Verskil</i>
12.1 I feel free to express my ideas and opinions. <i>Ek voel vry om my idees en opinies te opper.</i>				
12.2 People tell me when I am doing well. <i>Mense vertel my wanneer ek goed doen.</i>				
12.3 Teachers tell me when I am doing well. <i>Onderwysers vertel my wanneer ek goed doen.</i>				
12.3 People care about me. <i>Mense gee vir my om.</i>				
12.4 If I had a choice, I would like to change schools. <i>As ek n keuse het, sal ek van skool wil verander.</i>				
12.5 My educators assist me when I experience difficulty in my activities. <i>My onderwysers help my wanneer ek sukkel met my aktiviteite.</i>				
12.6 My parent/guardian assists me with my home work. <i>My ouers/voog help my met my tuiswerk.</i>				

**THANK YOU FOR COMPLETING THE
QUESTIONNAIRE**

DANKIE DAT U DIE VRAELYS VOLTOOI HET



APPENDIX B

2013: Interview schedule for Principals

SECTION A: SOCIO-ECONOMIC CIRCUMSTANCES OF LEARNERS

1. Describe the socio economic circumstances of learners at your school.
2. What is your opinion about parental involvement?

SECTION B: POVERTY ALLEVIATION POLICIES

3. What are the advantages and disadvantages for your school, regarding the implementation and impact of these policies?
 - National School Nutrition Programme
 - No Fee Policy
 - Learner Transport Policy
4. Do you think that the school allocation per learner is sufficient to cover all the learners' educational needs?

SECTION C: QUALITY EDUCATION AND THE CAPABILITY APPROACH

5. What do you think is the impact of the above policies on the learners' capabilities?
6. Are the learners participating in all educational activities such (e.g. Arts Sports and Cultural /fundraisings/educational tours/public debates/ speaking/ etc? If not, give possible reason(s) why are not involved?
7. In your opinion how does the policies influences the quality of education provided in enhancing learners' capabilities?

APPENDIX C

2013: LETTER OF CONCENT: PRINCIPALS

PROJECT TITLE: A CAPABILITY ANALYSIS OF EDUCATION POLICIES IN QUINTILE1 SCHOOLS IN THE FRANCES BAARD DISTRICT OF THE NORTHERN CAPE PROVINCE

This research is an enquiry into implementation of The National Norms and Standards for School Funding (Department of Education, 2006), the Learner Transport Policy, Northern Cape (Department of Education, 2010) and the National School Nutrition Programme (Department of Education, 2004) promulgated in South Africa to make education more affordable and accessible to poor learners since 1994. The study will be conducted in Quintile 1 schools, in the Frances Baard district, Northern Cape.

All interviews will be done at the school and at your convenience. Although there are no risks or discomforts anticipated, you have the right to refuse answering questions at any time. Please keep in mind that all information will be kept confidential and anonymous.

Your participation in this study is anonymous. That means that your answers to all questions are private no one else can find out what your answers were. Your name and the name of your school will not be associated in any way with the information collected about you or with the research findings from this study. The researcher will use a code instead of your name. The school will not be identified. By signing this form you give permission for the use and disclosure of your anonymous information for scientific purposes of this study at any time in the future. The audiotape will only be used by the researcher for purposes of this research.

You may withdraw your consent to participate in this study at any time. You also have the right to cancel your permission to use and disclose information collected from you. By participating in this study, you will help to increase the knowledge and understanding of others on the implementation of the named policies.

I have read this Consent form.

I have had the opportunity to ask and I have received answers to any questions I had regarding the study.

By signing and dating this document:

I understand that any information obtained during this study will not be linked to my name;

I understand that my participation is voluntary and that I am free to withdraw at any time, without giving any reason.

By my signature I affirm that I have received a copy of this Consent Form. I agree to take part in this study as a research participant.

Participant's Name Surname

Participant's Signature

Date:



APPENDIX D

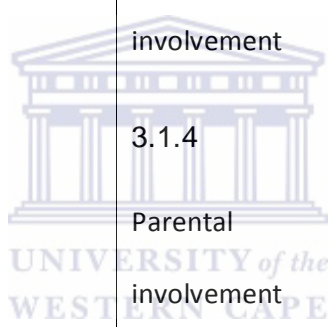
EXEMPLAR OF CODING

Exemplar of Tabulated coding of data in Categories:

Unit of Analysis: Interview: Question 1: Describe the socio- economic circumstances of learner's at you school?

Meaning Unit	Code	Category	Theme	Sub Theme							
Poverty stricken	Poor Income	Poverty Income	Socio economic circumstances	Poverty							
Unable to Not working	Unemployment	Unemployment		Income							
Informal dwelling		Poverty		Parental Involvement							
Temporary work opportunities	Unemployment	Employment		Socio economic circumstances	Parental Involvement						
Poverty in community		3.1.2				Poverty Income					
Little money	Unemployment	Income				Socio economic circumstances	Parental Involvement				
Not working		Poverty/									
Social grants	Unemployment	Unemployment						Socio economic circumstances	Parental Involvement		
They struggle		Income									
Low income jobs	Unemployment	Income								Socio economic circumstances	Parental Involvement

Do not have all the means		Poverty		
Do not have money		Income		
Others do not work		3.1.3		
Money is not enough		Income		
Poor backgrounds		Unemployment		
Do not have		Income		
Parents relocate to the cities for better job opportunities		Poverty		
Not always capable of assisting with school work		Poverty Parental involvement		
Unable to attend school functions		3.1.4		
Parents do assist and attend to school activities		Parental involvement		
Do not support the children with school work.		3.1.5		
		Parental involvement		
		Parental involvement		
		3.1.6		
		Parental involvement		
		3.1.7		



<p>Unable to assist with homework.</p> <p>Others are trying to assist and</p> <p>Do not attend meetings</p> <p>learners must take care of themselves with regard to school work</p> <p>3.1.1</p>		<p>Parental involvement</p> <p>Parental involvement</p> <p>Parental involvement</p> <p>3.1.8</p> <p>3.1.9</p> <p>3.1.10</p> <p>3.1.11</p>		
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APPENDIX E: CONCENT LETTER: HEAD OF DEPARTMENT



DEPARTMENT OF EDUCATION
DEPARTEMENT VAN ONDERWYS
LEFAPHA LA THUTO
ISEBE LEZEMFUNDO

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Imibuzo
Navrae

Date : 15/06/09
Leshupelo
Umhla
Datum

Reference
Tshupelo
Isalathiso
Verwysings

Ms Emma Malambo
18 Wade Street
De Beers
KIMBERLEY
8301



PERMISSION TO DO RESEARCH IN THE NORTHERN CAPE EDUCATION DEPARTMENT (NCDOE)

Your letter dated 05 June 2009 refers.

Kindly be informed that the HOD approved your request to do the research to complete your Phd. Degree.

I trust you find this in order.

You're sincerely

A handwritten signature in black ink.

O NTSIE
OFFICE OF THE HOD



HIV/AIDS is everyone's concern



UNIVERSITY *of the*
WESTERN CAPE