BILL

To amend the South African Schools Act, 1996, so as to add new definitions; to clarify the manner in which disciplinary proceedings must be conducted; to provide for a process to establish norms and standards for school funding by means of quintiles; to clarify the charging and payment of school fees; to provide for the right of a learner to participate in all aspects of the programme of a public school; to provide for the disposal of the movable assets of a public school; to amend the Employment of Educators Act, 1998, so as to provide for the refinement of the process of the appointment of educators; to provide for the repeal of laws; and to provide for matters connected therewith.

BE IT ENACTED by the Parliament of the Republic of South Africa, as follows:—

Amendment of section 1 of Act 84 of 1996, as amended by section 1 of Act 100 of 1997, section 6 of Act 48 of 1999 and section 1 of Act 50 of 2002

1. Section 1 of the South African Schools Act, 1996, is hereby amended by—

(a) the insertion before the definition of “Constitution” of the following definition:

‘“adequacy benchmark level of funding per learner’ means the adequate funding per learner applicable to the school as determined by the national norms and standards for school funding”;  

(b) the insertion after the definition of “Minister” of the following definition:

‘“norms and standards for school funding” means the national norms and standards for the funding of public schools determined by the Minister in terms of section 35”; and  

(c) the insertion after the definition of “school” of the following definition:

‘“school fees” means school fees contemplated in section 39 and includes any form of contribution, of a monetary or a non-monetary nature, made or paid by a person or body in relation to the attendance or participation of a learner of or in any programme of a public school.”

Amendment of section 9 of Act 84 of 1996 as amended by section 7 of Act 48 of 1999

2. Section 9 of the South African Schools Act, 1996, is hereby amended by—
   (a) the substitution for subsection (1) of the following subsections:

   "(1) [Subject to this Act and any applicable provincial law, the]

   The governing body [of a public school] may, [after a fair hearing] on
   reasonable grounds and as a precautionary measure, suspend a learner
   who is suspected of serious misconduct from attending school,—
   (a) as a correctional measure for a period not longer than one week;
   or
   (b) in consultation with the Head of Department, pending a decision
   as to whether the learner is to be expelled from the school by the
   Head of Department

   , but may only enforce such suspension after the learner has been granted
   a reasonable opportunity to make representations to it in relation to such
   suspension.

   (1A) A governing body must conduct disciplinary proceedings in the
   manner contemplated in section 8 against a learner within seven days
   after the suspension of such learner.

   (1B) If disciplinary proceedings are not conducted within seven days
   after the suspension of a learner, the governing body must obtain the
   approval of the Head of Department for the continuation of the
   suspension of such learner.

   (1C) A governing body may, if a learner is found guilty of serious
   misconduct during the disciplinary proceedings contemplated in section
   8—
   (a) impose the suspension of such learner for a period not longer than
       one week or any other sanction contemplated in the code of conduct
       of the public school; or
   (b) make a recommendation to the Head of Department to expel such
       learner from the public school.

   (1D) A Head of Department must consider the recommendation by the
   governing body referred to in subsection (1C)(b) and must decide
   whether or not to expel a learner within 14 days of receiving such
   recommendation.

   (1E) A governing body may extend the suspension of a learner
   pending the decision by the Head of Department whether or not to expel
   such learner from the public school only if the Head of Department has
   agreed to such an extension.";

   (b) the substitution for subsection (2) of the following subsection:

   "(2) [Subject to any applicable provincial law, a] A learner at a
   public school may be expelled only—
   (a) by the Head of Department; and
   (b) if found guilty of serious misconduct after [a fair hearing]
   disciplinary proceedings contemplated in section 8 were con-
   ducted.".

   (c) the substitution for subsection (4) of the following subsection:

   "(4) A learner or the parent of a learner who has been expelled from
   a public school may appeal against the decision of the Head of
   Department to the Member of the Executive Council within 14 days of
   receiving the notice of expulsion."; and

   (d) the addition of the following subsections:

   "(6) A learner who has appealed in the manner contemplated in
   subsection (4), must, pending the outcome of the appeal, be given access
   to education in the manner determined by the Head of Department.

   (7) The Head of Department, in determining the manner of attendance
   contemplated in subsection (6)—
   (a) must take reasonable measures to protect the rights of other learners
       at the public school; and
   (b) may consider an alternative method of providing education to the
       learner contemplated in subsection (6)."
(8) If the Head of Department decides not to expel a learner as contemplated in subsection (2), the Head of Department may impose a suitable sanction on the learner.

(9) If the Head of Department decides not to impose a sanction on the learner, the Head of Department must refer the matter back to the governing body for an alternative sanction in terms of the code of conduct contemplated in section 8, other than expulsion.

(10) The governing body must implement the sanction contemplated in subsection (8).”.

Substitution of section 35 of Act 84 of 1996

3. The following section is hereby substituted for section 35 of the South African Schools Act, 1996:

“Norms and standards for school funding [of public schools]

35. (1) Subject to the Constitution and this Act, the Minister must determine national quintiles and national norms and [minimum] standards for [the] school funding [of public schools] after consultation with the Council of Education Ministers[, the Financial and Fiscal Commission] and the Minister of Finance.

(2) The norms and standards for school funding contemplated in subsection (1) must—

(a) set out criteria for the distribution of state funding to all public schools in a fair and equitable manner;

(b) provide for a system in terms of which learners at all public schools can be placed into quintiles, referred to as national quintiles for learners, according to their financial means;

(c) provide for a system in terms of which all public schools in the Republic can be placed into quintiles referred to as national quintiles for public schools, according to the distribution of their learners in the national quintiles for learners; and

(d) determine the procedure in terms of which the Member of the Executive Council must apply the criteria contemplated in paragraph (a).”.

Amendment of section 39 of Act 84 of 1996

4. Section 39 of the South African Schools Act, 1996, is hereby amended by—

(a) the substitution for subsection (2) of the following subsection:

“(2) A resolution contemplated in subsection (1) must provide for—

(a) the amount of school fees to be charged; [and]

(b) equitable criteria and procedures for the total, partial or conditional exemption of parents who are unable to pay school fees[.]; and

(c) a school budget that reflects the estimated cumulative effect of—

(i) the established trends of non-payment of school fees; and

(ii) the total, partial or conditional exemptions granted to parents in terms of the regulations contemplated in subsection (4).”;

and

(b) the addition after subsection (4) of the following subsections:

“(5) No public school may charge any registration, administration or other fee, except school fees as defined in section 1.

(6) A public school may not charge a parent of a learner at that school different school fees based on curriculum or extramural curriculum within the same grade.

(7) Despite subsection (1), the Minister must by notice in the Government Gazette annually determine the national quintiles for public schools or part of such quintiles which must be used by the Member of the Executive Council to identify schools that may not charge school fees.

(8) The governing body must maintain a register of parents who have been charged the full amount of school fees in terms of subsection (4).”.
The Minister may make a determination in terms of subsection (7) only if sufficient funding, not less than the adequacy benchmark level of funding per learner, has been secured to fund learners at the schools affected by the determination.

The Member of the Executive Council must—

(a) identify all the schools contemplated in subsection (7) within his or her province; and

(b) publish a list of the schools in the Provincial Gazette.

The schools contemplated in subsection (7) may, despite that subsection, charge school fees if they receive less than the adequacy benchmark level of funding per learner from the provincial education department.

The right of the school to charge school fees in terms of subsection (10) is limited to an amount equal to the sum obtained if the actual amount received from the State is deducted from the adequacy benchmark level of funding per learner.”.

Amendment of section 41 of Act 84 of 1996

5. The South African Schools Act, 1996, is hereby amended by the substitution for section 41 of the following section:

“Enforcement of payment of school fees

41. (1) [The governing body of a] A public school may by process of law enforce the payment of school fees by parents who are liable to pay in terms of section 40.

(2) The exemption from payment of school fees must be calculated according to the regulations contemplated in section 39(4).

(3) The exemption from payment of school fees in terms of this Act is calculated retrospectively from the beginning of the year, if the parent qualifies for the exemption.

(4) A public school may act in terms of subsection (1) only after it has ascertained that—

(a) the parent does not qualify for exemption from payment of school fees in terms of this Act;

(b) deductions have been made in terms of regulations contemplated in section 39(4), for a parent who qualifies for partial exemption; and

(c) the parent has completed and signed the form prescribed in the regulations contemplated in section 39(4).

(5) A public school that complies with subsection (4) may act in terms of subsection (1) if—

(a) that school can provide proof of a written notification to the parent delivered by hand or registered post that the parent has failed to apply for exemption contemplated in section 39; and

(b) despite the notice contemplated in paragraph (a), the parent fails to pay the school fees after a period of three months from the date of notification.

(6) A public school may not attach the dwelling in which a parent resides.

(7) A learner may not be deprived of his or her right to participate in all aspects of the programme of a public school despite the non-payment of school fees by his or her parent and may not be victimised in any manner, including but not limited to the following conduct:

(a) Suspension from classes;

(b) verbal or non-verbal abuse;

(c) denial of access to—

(i) cultural, sporting or social activities of the school; or

(ii) the nutrition programme of the school for those learners who qualify in terms of the applicable policy; or

(d) denial of a school report or transfer certificate.”.
6. The South African Schools Act, 1996, is hereby amended by the insertion after section 58 of the following section:

“Alienation of assets of public school

58A. (1) The Head of Department has the right to compile or inspect an inventory of all the assets of a public school.

(2) No person may dispose of any assets owned by a public school to another person or body without the written approval of the Member of the Executive Council.

(3) Despite subsection (2), the Member of the Executive Council may—

(a) determine that certain categories of assets below a certain value may be alienated without his or her written approval; and

(b) determine and publish the value contemplated in paragraph (a) by notice in the Provincial Gazette.

(4) The assets of a public school may not be attached as a result of any legal action taken against the school.”.

Amendment of section 6 of Act 76 of 1998, as amended by section 15 of the Act 48 of 1999 and section 7 of Act 53 of 2000

7. (1) Section 6 of the Employment of Educators Act, 1998, is hereby amended by the substitution for subsection (3) of the following subsection:

“(3)(a) Subject to paragraph (m), any appointment, promotion or transfer to any post on the educator establishment of a public school or a further education and training institution, may only be made on the recommendation of the governing body of the public school or the council of the further education and training institution, as the case may be, and, if there are educators in the provincial department of education concerned who are in excess of the educator establishment of a public school or further education and training institution due to operational requirements, that recommendation may only be made from candidates identified by the Head of Department, who are in excess and suitable for the post concerned.

(b) In considering the applications, the governing body or the council, as the case may be, must ensure that the principles of equity, redress and representivity are complied with and the governing body or council, as the case may be, must adhere to—

(i) the democratic values and principles referred to in section 7(1);

(ii) any procedure collectively agreed upon or determined by the Minister for the appointment, promotion or transfer of educators;

(iii) any requirement collectively agreed upon or determined by the Minister for the appointment, promotion or transfer of educators which the candidate must meet;

(iv) a procedure whereby it is established that the candidate is registered or qualifies for registration as an educator with the South African Council for Educators; and

(v) procedures that would ensure that the recommendation is not obtained through undue influence on the members of the governing body or the council, as the case may be.

(c) The governing body or the council, as the case may be, must submit a list of—

(i) at least three names of recommended candidates; or

(ii) fewer than three candidates in consultation with the Head of Department, in order of preference to the Head of Department.

(d) When the Head of Department considers the recommendation contemplated in paragraph (c), he or she must, before making an appointment, ensure that the governing body or council, as the case may, has met the requirements in paragraph (b).

(e) If the governing body or council, as the case may be, has not met the requirements in paragraph (b), the Head of Department must decline the recommendation.

(f) Despite the order of preference in paragraph (c) and subject to paragraph (d), the Head of Department may appoint any suitable candidate on the list.
(g) If the Head of Department declines a recommendation, he or she must—
(i) consider all the applications submitted for that post;
(ii) apply the requirements in paragraph (b)(i), (iii) and (iv); and
(iii) despite paragraph (a), appoint a suitable candidate temporarily or re-advertise
the post.

(h) The governing body or the council, as the case may be, may appeal to the
Member of the Executive Council against the decision of the Head of Department
regarding the temporary appointment contemplated in paragraph (g).
(i) The appeal contemplated in paragraph (h) must be lodged within 14 days of
receiving the notice of appointment.
(j) The appeal must be finalised by the Member of the Executive Council within 30
days.
(k) If no appeal is lodged within 14 days, the Head of Department may convert
the temporary appointment into a permanent appointment as contemplated in
section 6B.
(l) A recommendation contemplated in paragraph (a) shall be made within two
months from the date on which a governing body or council, as the case may be,
was requested to make a recommendation, failing which the Head of Department
may, subject to paragraph (g), make an appointment without such recommendation.
(m) Until the relevant governing body or council, as the case may be, is
established, the appointment, promotion or transfer in a temporary capacity to any
post on the educator establishment must be made by the Head of Department where
a—
(i) new public school is established in terms of the South African Schools Act,
1996, and any applicable provincial law;
(ii) new further education and training institution is established in terms of the
Further Education and Training Act, 1998, and any applicable provincial law;
or
(iii) new public adult learning centre is established in terms of the Adult Basic
Education and Training Act, 2000, and any applicable provincial law.”.

(2) Any vacant post that was advertised before the commencement of this section
must be filled in terms of the provisions of the Employment of Educators Act, 1998, as
it existed immediately before the commencement of this section if interviews in respect
of the vacant post were held before such commencement.

Insertion of section 6B in Act 76 of 1998

8. The Employment of Educators Act, 1998, is hereby amended by the insertion after
section 6A of the following section:

“Conversion of temporary employment to permanent employment

6B. The Head of Department may, after consultation with the governing
body of a public school or the council of a further education and training
institution, as the case may be, convert the temporary appointment of an
educator appointed to a post on the educator establishment of the public
school or the further education and training institution into a permanent
appointment in that post without the recommendation of the governing
body or the council, as the case may be.”.

Repeal of laws

9. The laws mentioned in the second column of the Schedule are hereby repealed to
the extent indicated in the third column of that Schedule.

Short title

10. This Act is called the Education Laws Amendment Act, 2005.
## SCHEDULE

### LAWS REPEALED

(SECTION 9)

<table>
<thead>
<tr>
<th>No. and year of law</th>
<th>Short title</th>
<th>Extent of repeal</th>
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<tbody>
<tr>
<td>Act No. 25 of 1941</td>
<td>Higher Education (Amendment) Act, 1941.</td>
<td>The whole.</td>
</tr>
<tr>
<td>Act No. 60 of 1972</td>
<td>Educational Services Amendment Act, 1972.</td>
<td>The whole.</td>
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<tr>
<td>Act No. 8 of 1986</td>
<td>National Study Loans and Bursaries Act Repeal Act, 1986.</td>
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MEMORANDUM ON THE OBJECTS OF THE EDUCATION LAWS AMENDMENT BILL, 2005


2.1 South African Schools Act, 1996 (hereinafter referred to as “SASA”)

Various new definitions such as “adequacy benchmark level of funding per learner”, “school fees”, and “norms and standards for school funding” are provided for. These concepts form a crucial part of the national norms and standards for school funding.

SASA does not provide for a time frame in section 9 within which the Head of Department must make a decision whether to expel a learner on the recommendation of the governing body. As a result, in some cases, the Head of Department takes too long to make the decision whether to expel a learner or not, thereby causing prejudice to both the school and the learner. A time limit for such a decision is introduced. It is proposed that the suspension of the learner by the governing body pending this decision must now be made in agreement with the Head of Department.

In some public schools, if a learner has appealed against the decision of the Head of Department to expel him or her, that learner is not allowed to attend classes pending the decision by the Member of the Executive Council. The proposed clause makes it clear that the learner must have access to education at least until the outcome of the appeal. In essence, an appeal suspends the implementation of the decision to expel the learner.

If the Head of Department decides not to expel a learner, it is proposed that the Head of Department be allowed to substitute a suitable sanction for expulsion. Alternatively, the Head of Department is also empowered to refer the matter back to the school governing body in order to impose another sanction other than expulsion.

It is further proposed that the national norms and standards for school funding determined by the Minister in consultation with the Council of Education Ministers and the Minister of Finance will provide the criteria that a Member of the Executive Council must apply when he or she drafts a list of schools falling within each of the national quintiles, in the respective provinces.

Section 39 of SASA is amended to compel the governing body to consider the effect of the exemptions when determining the budget and to adjust the activities of the school based on a realistic budget and not on a potential income as if all parents are expected to pay school fees.

It is further proposed that the school fees may not include registration fees, administration or other fees. The school may not charge further school fees for additional subjects chosen by learners from the school programme.

The Minister must determine the national quintiles for public schools that may not charge school fees. However, the Minister may only make such a determination after he or she is satisfied that there are sufficient funds secured for such a determination. The Member of the Executive Council must subsequently identify and publish a list of these schools in his or her province.

The right to charge school fees will only be limited if the school is receiving more than the adequacy benchmark level of funding per learner from the Provincial Department of Education to enable it to function as a public school. If the public school is receiving less from the province than the adequacy benchmark level of funding per learner in terms of the national norms, such school will regain the right to charge school fees until the school’s adequacy benchmark level of funding per learner is achieved in terms of the national norms and standards to ensure their effective functioning.

This is an attempt to curb the rising costs to parents of limited financial means of the education of their children. Quintiles one and two are determined on a national basis where the poorest learners in the country as a whole will determine the placement in such a quintiles of the schools which they attend according to the percentage of learners falling within the quintiles one and two.

Statistics have shown that distribution patterns of parents of limited financial means are not spread equally between the provinces. Provinces like the Eastern Cape, Limpopo and KwaZulu-Natal have a much higher distribution of parents of limited financial means than the other provinces. Therefore, some provinces will receive more funding from the state than other provinces. The pro-poor approach is one of the cornerstones of the national norms and standards for school funding. In order to give effect to the
purpose of the national norms and standards it is crucial to limit the rights of certain public schools to charge school fees.

The proposed amendments to section 41 of SASA seek to supplement the current position in terms of section 5 of the Act by ensuring that the funding available to the school is used for the benefit of all the learners in the school and that a learner cannot be excluded from participation in the school programmes, matric farewells or sporting events due to non-payment of school fees by the parent.

It has also been noted that in some instances, when legal action is taken against a parent for not paying school fees, the home of the parent is attached. This proposal prevents the school from attaching the dwelling in which a parent resides.

In terms of the SASA a public school has a right of ownership of the assets of that public school. The assets of public school are acquired through funds received from the state, from school fees or donations to the public school. These are public assets and must be used by all role players of the school. The movable assets of the school consist of school desks, equipment and similar assets used in the professional delivery of education programmes in the classroom.

In special schools such as agricultural schools, the livestock and agricultural equipment are an integral part of the educational activities offered by such schools. Currently, there is no provision in the SASA to regulate the alienation of these school assets. It has been shown that some public schools alienate school property without the approval of the Member of the Executive Council, and in many cases such property is alienated without an actual value attached to it.

The proposed new clause 6 seeks to ensure that assets that are needed for providing proper educational programmes in a public school are protected. However, since such an approval might create a huge administrative problem in the Provincial Education Department, the Bill seeks to allow the Member of the Executive Council to determine categories of assets below a certain value that may be alienated without written prior approval.

The clause also protects school assets by prohibiting their attachment as a result of a legal action taken against the school.

2.2 Employment of Educators Act, 1998

Currently section 6(3)(c) of the Employment of Educators Act, 1998, provides that if the Head of Department declines a recommendation, he or she has to refer the whole matter back to the governing body and the whole process starts afresh. In order to overcome this situation the Bill seeks to insert a new provision, which provides that if the Head of Department declines the recommendation, he or she may consider all the applications for that post and appoint a suitable candidate temporarily or re-advertise the post.

If the governing body or the council is not satisfied with the temporary appointment of an educator by the Head of Department, it may appeal to the Member of the Executive Council. The appointment of the educator will remain temporary until the appeal is finalised. If the appeal is upheld, the process of appointment will start from the beginning. If the appeal is dismissed or not lodged within 14 days from receiving the notice of appointment, the Head of Department may appoint the educator permanently. The finalisation of the appeal process is ensured by providing for a time limit.

2.3 Repeal of laws

The South African Law Reform Commission has provided all national departments with an audit of primary legislation still in force since 1910. The commission has noted that most of the laws are unconstitutional, redundant and obsolete, that is, they are disused and therefore should be repealed. Otherwise, if they remain in the statute book, users might apply them only to realise later that they are no longer applicable.

3. FINANCIAL IMPLICATIONS FOR STATE

No additional costs are foreseen as a result of the amendments.
4. CONSULTATION

The Bill was published to obtain comments from all role players:

- Department of Labour;
- Department of State Expenditure;
- Department of Finance;
- DACE;
- SA Onderwysers Unie (SAOU);
- National Professional Teachers Organisation of SA (NAPTOSA);
- Democratic Teachers Union (SADTU);
- SA Federation of Association of Governing Bodies of SA Schools (FEDSAS);
- National Association of School Governing Bodies (NASGB);
- SA Students Representative Council (SASRC);
- Committee of FET College Principals (AFETISA);
- Congress of SA Students (COSAS);
- SA Students’ Congress (SASCO);
- Pan African Student Movement (PASMA);
- AZAPO;
- Azanian Students’ Congress (AZASCO);
- Azanian Student Movement (AZASM);
- SA Congress Students Association (SASCA);
- Council of Higher Education;
- Committee on Technikon Principals (CTP);
- SA Universities Vice-Chancellors Association (SAUVCA);
- Independent Schools Association of SA (ISASA);
- SAQA;
- GEFTQA;
- National Board for Further Education and Training;
- NABABET;
- National Teachers Union (NATU);

Comments were received from:

- Persons from various schools, governing bodies, educational institutions and churches;
- Acting Senior Manager Sedibeng District (D8);
- FAK;
- Solidarity;
- TABOK;
- CEPD;
- GPEDU;
- Juris Consulti Collective Bargaining Experts;
- Volkskõördinerende Raad;
- Afrikaner Alliansie;
- Centre for Applied Legal Studies;
- FEDSAS Gauteng;
- SA Foundation of Education and Training;
- MEC Education: Free State Province.

5. PARLIAMENTARY PROCEDURE

5.1 The State Law Advisers and the Department of Education are of the opinion that this Bill must be dealt with in accordance with the procedure prescribed by section 76(1) or (2) of the Constitution, since it falls within a functional area listed in Schedule 4 of the Constitution, namely “Education at all levels, excluding tertiary education”.

5.2 The State Law Advisers are of the opinion that it is not necessary to refer this Bill to the National House of Traditional Leaders in terms of section 18(1)(a) of the Traditional Leadership and Governance Framework Act, 2003 (Act No. 41 of 2003), since it does not contain provisions pertaining to customary law or customs of traditional communities.