THE NEXUS BETWEEN RESEARCH, POLICY AND IMPLEMENTATION

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ABSTRACT

This paper argues the perception that the distribution of rewards and incentives for researchers is not synchronous within academic wide values. Researchers are of the opinion that their work is not appropriately recognized by policy makers and is used as an alternative source of information. Consequently, this perception by researchers may tend to create animosity by researchers towards policy makers as dissertations, theses and published research articles accumulate dust in university and community library shelves. The evidence –based approach in policymaking and decision-making is adopted in this paper. The purpose of this research paper is to identify the significance and ways in which those who receive research funding could find ways of ploughing back into the communities they serve by working in collaboration with the policy formulators and the department of education in the articulation and implementation of policy initiatives. This is a conceptual article where research articles were used to formulate the argument presented in this article. My informed opinion is that when government education agencies do not heed the warnings of researchers, they not only fail to plan, but they end up planning to fail. This is because of the existing universal gap between research, policy formulation and implementation. For the nexus to exist indeed there must be meaningful and effective implementation of policies.

Keywords: Policy-formulation; Department of Basic Education; Policy Implementation; Policy Research, Evidence –Based Policy.

INTRODUCTION AND BACKGROUND

In the 21st century, there is a growing need for research to shape how policies are to be formulated, implemented and reviewed to meet societal needs. It is however, advisable to indicate how policies that are guided by research findings and recommendations could shape policy formulation and implementation for effective delivery. The implementation of the Employment of Educators' Act 84 of 1998 (EEA) remains one of the contested areas of formulation and implementation the South African education system. There is widespread condemnation of how promotional positions have been filled within the Department of Basic Education (DBE) due to the inappropriate involvement of teacher unions during selection processes. Zengele (2009) reports that unions assume the active role and not the observer status during the selection processes despite the existence of Resolution 6 of 1998 that stipulates guidelines on the role of unions. There are tensions among researchers since policy formulators seem not be interested in reading articles that come with recommendations aimed at resolving implementation challenges. The Department of Higher Education and Training (DHET) spends substantial amounts of money funding researchers that intend to find solutions for the proper implementation of the EEA in order to address the problem of low morale and teacher attrition. It is important to identify ways in which those who received research funding could find ways of contributing towards community development if policy makers work with them. Leithwood,

Seashore, Anderson, Stephen and Wahlstrom (2004) argue that when the various units within one structure like a national department of education do not establish a symbiotic relationship within the workplace, the plans (policies), projects (research), and initiatives (implementation) tend to have a reduced capacity to succeed. Leslie (2002) points out that researchers are of the idea that the allocation of rewards and recognition is not synchronous with the amount of effort that is required to produce data that are essential to inform policy and practice. Consequently, according to Leslie (ibid), researchers maintain that research findings are used as an alternative source of information or not at all when shaping educational policy. Researchers could also be of the opinion that the DHET is not interested in knowing what their research findings are. This includes the implementation strategies that they recommend for reforms that are informed by research findings. Scott (2000) and Teichler (2000) add that decisions on what should form part of policy are to a large extent based on the political orientation and aspirations of those in power. In South Africa, most policy decisions originate from the racially based apartheid policies of the past and are aimed at addressing the past injustices by the apartheid government which promoted inequality and discrimination. It is for this reason that Gwede Mantashe, the Chairman of the African National Congress which is the ruling party in South Africa says "cadre deployment is the correction of what was inherited after the demise of apartheid in 1994", Mantashe (City Press: 14 September 2011). Cadre deployment is explained as the posting of loyal members of the ruling party, the ANC into key positions to entrench its authority (Pattillo, 2012).

However, Locke (2003) argues that government policy units are still very highly selective on which research findings to use after the research has been completed despite having funded such research. Locke (ibid) maintains that in the process, governments end up favouring research they have commissioned or have had some influence over. This brings up the question on whether the researcher's academic freedom values are tempered with, in the process. The research by Diko and Letseka (2013), Fleisch (2010), Bloch (2009), Zengele (2009), and Pattillo (2012) reveals how teacher unions have manipulated the EEA. Oakley (2000) argues that the Evidence Based Policy (EBP) approach demonstrates that policy implementation processes that are not guided by available evidence run the risk of poor effectiveness and cause harm towards the education system. The various amendments to the EEA bear testimony and concerns about teacher attrition rates and low morale amongst teachers in SA according to the research conducted by Diko and Letseka (2009). The high number of teacher unionists that have been promoted or deployed to management positions while those with high qualifications in education management continue to be side-lined causes concern because of the disparity between formulation and implementation. The objective of this article is to find ways in which the recommendations made by researchers, could be successfully implemented to effect the desired changes in the education system.

CONCEPTUAL FRAMEWORK

The EEA was tabled as policy in the Education Labour Relations Council (ELRC), which is the body that consists of the Department of Basic Education (DBE), the South African Democratic Teachers Union (SADTU) and the National Professional Teachers of South Africa (NAPTOSA). Due to the poor and inappropriate implementation of the EEA as argued by Zengele (2009), the South African education system faces the possibility of collapse due to the presence of undue processes of selection and promotions to management positions within the DBE. Masondo of the City Press newspaper (2014) cites instances where some SADTU officials have even sold management positions to teachers for cash when they could not manage

to manipulate the selection process. Pattillo (2012) and Zengele (2009) cite instances where unionists take over the selection process and assume the active role while Resolution 6 of 1998 of the EEA clearly stipulates their observer role during selection. Bloch (2009), Fleisch (2010) and Pattillo (2012) argue that SADTU is advocating for the promotions of their key members to management positions within the DoE while the DoE has done little or nothing to stop the jobs for cash scandal and undue promotions. Research findings by Diko and Letseka (2009); Fleisch (2010); Letseka, Bantwini and McKenzie (2012) demonstrate that those who oppose such appointments are harassed, intimidated and sometimes threatened with violence. Pattillo (2012) refers to one former DBE official, Ntombela from the KwaZulu-Natal province of SA who had been recommended by SADTU to become a District Manager. Soon after this appointment, Ntombela refused to take the union's instructions to deploy other union key members to management positions. Ntombela's office "was eventually broken into by SADTU, his office furniture was also vandalised, and his car tyres were slashed, forcing him to resign" (Pattillo, 2012:64).

Jansen and Naidoo (1996) argue that individuals who aspire to managerial positions and resort to violence have shown the lack of managerial skills since they were not prepared or trained to occupy these positions. Kahn (1996), Samoff (1996) and Jansen (2001) all agree that the policy formulation process and implementation in SA demonstrates that the new government has been preoccupied by the apartheid legacy and its injustices rather than the practical and real challenges at school level. Jansen (1999) contends that the most glaring illustration of policy implementation being formulated through and during crisis is the case of the teacher redeployment process using Resolution 6 of the EEA as argued in this article.

The transfer of teachers from underprivileged to well-resourced schools that is better known as redeployment came about because of the movement of learners from under-privileged to well-resourced schools after 1994. This included transfers to both classroom teaching and promotional positions, which were to be filled under similar conditions as ordinary teaching posts. Resolution 6 of 1998 of the EEA is a document that was designed at the ELRC. It was agreed upon by all stakeholders and provides clear guidelines for the redeployment process especially the role of unions. One of the key procedures states that redeployed teachers were to be given priority when posts became vacant even if those were promotional posts. This included the movement of some deployed teachers to management positions with only a three-year teaching diploma or degree as a requirement. This is the loophole that is examined in this paper that has left several management positions open to teachers that had been declared in excess by their schools since they had to be accorded priority. It must be explained that the identification process of deployed teachers became problematic since managers and School Governing Bodies (SGB) had a penchant to identify teachers they considered disruptive instead of the school's curricular needs for redeployment.

Policy makers and DBE officials in favour of deliberations that are debated in the ELRC have ignored plans that carry recommendations and implementation plans tabled in research articles and theses since such plans seemingly do not fall in line with their plans. It is worth noting that teacher representatives that serve on this body are deployed on extended contracts and as a result stand the risk of losing touch with their teaching challenges and school realities when recommending and formulating policies. This includes complaints by well-qualified teachers when they are side-lined by unionists during selection. This results in the articulation and formulation of policies that are sometimes unrealistic for implementation considering the realities under which most schools operate. At the same time, many SADTU activists were promoted to key management positions after 1994 which Govender (2006) alludes to as a thank you by government for SADTU support to win the elections.

Despite several research recommendations having been made on this, Hulme and Hulme (2009:159) support the complaints that the research that is funded by the DHET is sometimes perceived as an alternative source or not at all by the policy units of the education departments throughout. It is not necessary to emphasize that researchers do not appreciate the growing neglect of their findings as it creates the impression that their research is not necessary to make informed decisions. Based on the above it seems tentative that research funders who sometimes are conglomerates like the National Research Foundation (NRF), Non-Governmental Organisations (NGO) and universities may find no reason to sponsor new research if findings and recommendations are not considered when drawing up policies. This neglect stands to bear an impact on the aspirations of researchers to be considered as part of the change.

Slavin (2008) encapsulates the idea that since the new education department came into existence, the acceptance of policies that have to do with reform has been directed by the political developments in that country. The EEA was spearheaded by the abolishment of the inferior education system that was based on unequal provisioning of education based on race. Evidence from research findings after 1994 has hardly been part of the exercise that is used by policy makers since it is the politicians that have been in the driving seat of policy formulation. The applicability of the EEA in SA schools was never tested before implementation but was just hurriedly forced on managers to implement. Jansen (2001), Manganyi (2001) and Kraak and Young (1990) all agree that according to previous studies that have been conducted and confirmed, the implementation of policy itself does not reflect on the intentions of policy but the intentions of politicians. Sebele (2013) further argues that some of these challenges have to do with the senior managers appointed in very influential positions within the DoE and are a hindrance that blocks the implementation of policies that are aimed at improving the conditions in schools. This could be attributed to the patronage based political appointments of senior SADTU officials as reported by Pattillo (2012) and Zengele (2009). Sayed (2001:189 cited in Moyo, 2008) states that the employment of new and inexperienced managers in policy departments has caused massive policy implementation failures since some of these officials had different skills in other areas other than in the policy development units.

On the one hand, Galvin and Fauske (2000) state that policy formulators are regarded as having deductive thinking skills since they derive policies from theories that prescribe the policy development process operates. In this manner, policymakers do not pay attention to the real-world conditions in which the newly developed policy is to be applied (ibid). This goes back to the earlier assertion by Kahn (1996), Samoff (1996) and Jansen (2001) that the policy formulation process and implementation in SA, demonstrates that the new government is preoccupied by the apartheid legacy and its injustices rather than the practical and real challenges on the ground. This is the reason there always seems to be a gap between the formulation and implementation of policies. On the other hand, Galvin and Fauske, (ibid) argue that policymakers are regarded as inductive thinkers. Inductive thinkers according to these writers (ibid) build on the operative theory of collaboration from the synthesis of their experience. The reasoning behind Galvin and Fauske's argument is that policy formulators do not consider the circumstances under which policy has been formulated. This happens since, according to Lodge (1982), politicians exert enormous power in government that declares other decision makers within the hierarchy of the DBE and other levels redundant and ineffective since decisions that involve communities are taken on their behalf.

Dunn (1994) argues that the implementation process of any policy has to begin with the involvement of all important role players, especially the practitioners who are policy implementers in this case it is the teachers themselves who also conduct research. This rightly

happens in the ELRC since their unions represent teachers. This step of involving researchers has to start with the translation of policy into practice according to Moyo (2008). Those who are mandated with the function of implementing policy do so without paying any attention to the directives of policy itself. This could be applicable to the policy directive of the EEA and Resolution 6 that unions should assume observer status during selection meetings. It is quite imperative that the various departments within the DBE hierarchy should operate in teams that are collaborative for the smooth and orchestrated formulation and implementation of policies.

Practitioners in the field of education argue that policy makers need to use current research to improve on the effectiveness of educational policies in education. Contrary to this, Slavin (2008) points out those policy makers assume that since the policy worked in other countries it will similarly work in SA just like the Curriculum 2005 implementation. Since teachers as researchers are aware of what happens in the day-to-day education operations in schools, they do not appreciate the lack of flexibility that new policy provides for them as practitioners. In addition, since graduate teachers as practitioners are implementers of classroom programmes, it has become common that the feedback they provide to policy makers in the form of recommendations is not regarded as effective and relevant because of their presumed low levels within the DBE hierarchy. Bauld (2001) also contends that there is a valid case for making sure that the rare resources that form the foundation of evidence are directed to those policy initiatives where there is proof that they can be beneficial in solving the problems that are faced by schools. One of the major arguments about the nexus is that policy makers and teachers as practitioners and researchers can no longer afford to operate in isolation but in collaboration with each other. Therefore, the DBE needs to develop new policies that will be accommodative and bendable for the needs of schools, families, and learners within communities (ibid). The vision for the DBE needs to be proactively premeditated in a global context to leverage current internationalization trends in policy planning, design and delivery. It is also for this reason that the research that has been conducted by teachers at institutions of higher learning like the University of South Africa and other higher education institutions could be translated into policy that could inform practice during the formulation of educational policies.

It is public knowledge in educational circles that when government education agencies do not heed the warnings of researchers, they not only fail to plan, but also end up planning to fail. This is due to the existing universal gap between research, policy formulation and implementation. In the United Kingdom, Asia and the United States of America there is an overwhelming desire by policy formulators to use evidence from the research findings to develop and articulate on policy and practice. To ensure that there is commitment in evidence-based policy formulation and implementation, there are financial incentives in place. Policymakers who in SA are mostly bureaucrats and pseudo politicians are generally known for their weakness not to access research findings that bear important recommendations for implementation. It becomes a case of the left hand not knowing what the right hand is doing in policy development units when decisions based on policy implementation are taken. This bears relevance to the saying by many that if one wants to hide anything from a bureaucrat, one may rather put it in a book, journal article, a dissertation or thesis because these are hardly opened after the study has long been completed. This challenge to access research documents could arise out of the nature and level of training such officials have acquired before being appointed to these positions as earlier echoed by Sayed and Jansen (2001) and Pattillo (2012). It cannot be mere speculation that the bureaucracy of the DBE is either keen or already in the process of getting the country's researchers to articulate their research findings. For the effective

implementation of educational programmes, the nexus must indeed exist by narrowing the gap among the role players.

THEORETICAL UNDERPINNINGS

This conceptual and argumentative article scrutinises the evidence-based approach to the policy formulation process and the implications for research and practice if the research findings that are brought forward are used as evidence that shapes policy. I adopted the interpretivist paradigm, which means identified aims form an epistemological and ontological understanding in a dependable and authentic manner as also enunciated by Smit (2003). David Blunkett, then Secretary of State for Education and Employment, in a much-quoted lecture to the Economic and Social Research Council (ESRC) (DfEE, 2000) has argued that rational thought is impossible without good evidence since social science research is central to the development and evaluation of policy. Even in the USA, the No Child Left Behind Act 2001 manifests itself on the principle that government finances have to be directed on educational programmes that are derived from scientific research findings. This is similar practice in South Africa (SA) as all research practice ought to be scientifically derived and contributing towards the betterment of communities to qualify for funding. The challenge comes when those appointed in education policy centres do not have the skills to articulate new policies using evidence gained from the research. This could be the case since SA inherited a political bureaucracy that was infested with policies that were previously formulated on racist principles rather than a technical bureaucracy.

POLICY RESEARCH

Majchrzak (1984) posits that there are various ways in which policy research can be described but agrees to that in simple terms, it is the methodological act of gathering data and reporting on findings. Policy research could be described as the type of activity that aims at providing communities with solutions which come as recommendations to solve the problems that affect those communities. Such research ought to have the potential to provide policy-makers with practical and actionable recommendations for addressing the problems at hand. The primary focus of policy research is linked to the public policy agenda of what is useful and required while the research findings are used for the formulation of policies that have to do with that community. Israel, Amy, Schulz, Edith and Adam (1998) all agree that the research that is based on societal problems is good and beneficial policy research. Such research may then provide alternative policy decisions, which have to do with the problems as they evolve. In academia, it is common knowledge that researchers may not expect funding on any research project that does not address a particular community-based research problem, as it does not have the potential to benefit society. In addition, how do we expect research funders to embrace the research that does not address a related problem and has no direct implications for implementation? It is for this reason that there must be communication involving the policy formulators, researchers and the communities where implementable policies are to be first tested.

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Orme and Shemmings (2010), contend that it is often helpful to know who funds research, and what their priorities and preferences might be, as this may affect the outputs from a project. Resisting to accept research findings or the inability to present findings and research reports that are not in line with the research funder's viewpoints and policies can be interpreted as manipulation. These bear long lasting ramifications for academic freedom and ethics by researchers if their findings are not accurately reported. Important and beneficial research findings could be withheld from the policy formulators if the research funder has enormous control over the research process. In most cases in SA, funders are the government and other research conglomerates like the National Research Foundation. Smith (1990: 374) refers to the famous worldwide example of a report that the US government was said to have tried to suppress. This was The Black Report on health inequalities, which was completed in 1980 (ibid). Since the research findings provided evidence of the growing health gap between the rich and the poor, it did not align with the philosophy of the Neo-Liberal Conservative government of the time. It was published in very limited numbers of around 260 before a Bank Holiday to limit its impact. The authors of the report were furious and later published it as a book. This created a lot of attention in the United Kingdom since this showed a significant number of inconsistencies in death and diseases that were in favour of higher social classes, which were not rectified by social and health services. This revelation goes on to demonstrate the far-reaching implications when policy makers and funders act in accordance with their own agendas. The following section discusses the strategies in which policy research could be utilized in the policy making process.

THE POLICY-FORMULATION PROCESS

Dolowitz and Marsh (2002) list four strategies in which research could be utilised within the policy formulation process. The strategies are fused with the recommendations for future policy formulation and implementation if the problems in education are to be addressed. They are:
  i.   Identifying problems and recognizing issues at hand
  ii.   Understanding key issues
  iii. Supporting a selected plan of action, and
  iv.   Evaluating and monitoring progress.

i) Identifying problems and recognizing issues at hand

Research goes a long way in identifying issues or problems that are pertinent to the communities that have been identified. Usually, external bodies such as the media, polling organizations, or institutions of higher learning present research data. Data are not necessarily aimed at any identified and precise community concern. To correct this, data should be directed at the concerns and issues that are problematic and warrant the attention of policymakers. An example could be the current challenges facing the unprocedural filling of promotional posts from the highest to the school management levels within the DBE hierarchy. The inappropriate involvement by unions and their undue influence is at the core of problems facing SA schools thus leading to low teacher morale and attrition. Another loophole that could be corrected is the formulation of Resolution 6 of 1998 of the EEA which states that teachers in excess and due to be deployed should be accorded priority the during the redeployment process. This should be limited only to the filling of ordinary teaching posts since excess teachers

inadvertently end up filing promotional posts in this manner. That is where researchers that are directly connected to communities like graduate teachers ought to step in and acquire funding from the department of education. During the application for funding, the criteria for selection ought to be based on the relevance of objectives of the research to the prime needs of that community including the expected outcomes once the research has been completed. It is an expectation that as soon as a problem has been taken notice of, the community may experience changes for better when the roll out phase of improved policies begins.

ii)   Understanding Key Issues

Once the community has identified that change and articulation of policy is essential, there is a need to acquire information by getting the researchers from that community to conduct their own search for knowledge acquisition and policy formulation. For this to be realised, it is the teachers that have to conduct the relevant research that is informed by the understanding of which issues are relevant and urgent for the investigation. The key issues in SA are the professional qualifications and relevant experience as requirements to fill managerial positions so that qualifying teachers are not unduly side-lined. Currently, teachers need the same qualifications to fill posts from classroom teaching, principalship up to the Director General position which is the highest within the DBE. Policy formulators need to align policies with the curricula needs of schools when decisions on who to deploy are taken. Either way, data that have been gathered could be utilised by the policy formulators and other stakeholders in the ELRC to categorize on the very important issues that are problematic. This could include initiatives that could be implemented in order solve problems by accordingly adjusting the minimum requirements to fill such positions, as long as the nexus between stakeholders is enabled to exist and is sustained. The ability to have a grasp on key issues lies in the readiness and level of training by policymakers and officials of the DBE. In SA the DBE has to ensure that the task of empowering managers in education policy units is outsourced to employment agencies and other related bodies that are not politically and institutionally aligned.

iii)   Supporting a Selected Plan of Action

Once the community has identified an issue and decided that they are keen on influencing the policy-formulation making process, it is important to design a research and implementation plan. This involves the identification of those to be tasked with the responsibility to implement reviewed policy. In SA, the ELRC is the constitutional body that is tasked with the mandate to perform this function. This plan could be used to employ mechanisms aimed at influencing policies that have to do with important issues like the one already mentioned in this paper. As soon as the strategy has been identified and decided upon, it is usually of benefit for communities to start searching for additional evidence or even research findings that support suggested resolutions. This includes the policy changes that are needed to implement the identified and recommended solutions like declaring management positions to be contract based rather than permanent to prevent the appointment of ineffective managers. Information that is in support of the suggested plan of action could strengthen the community's ideas on what could be regarded as the best solution to a problem and thereby intensify the chances of that solution being successfully executed. This stage could be better implemented if policy formulators adopt an objective stand when policies are formulated and implemented. Only officials that have no political strings could have the courage to support policies that are objective and not biased. In South Africa, it stands to be tested if the same officials are in those

positions due to their political connectedness as earlier alluded to as the core problem of patronage based political appointments in SA by Pattillo (2012).

iv)   Monitoring Process and Evaluating Impact

Monitoring of the process and evaluation of the impact of the actions considered is the first step to be considered during and after the implementation of an action plan. This is done to determine if the efforts of the researchers to report on poor policy implementation have been a success or not. These could be deemed a success when promotional positions are no longer filled through patronage based political appointments that are influenced by unions. Research inquiry could be effectively utilised in assisting communities to answer the questions from researchers about what benefited the community and what did not. This could be accomplished by means of examining the impact of teaching and learning in schools and the increase in teacher morale including lower attrition rates. Exit interviews could be another form of assessment and evaluation to determine the impact of the implementation of reviewed policies. In this way, areas that need more attention are identified so that there is no repeat of what did not work, and the action plan is improved in future. This stage of monitoring and evaluation or assessment could be facilitated to further enhance the applied resolutions as well as to gain insight on how to better implement the same policy issues that may arise in the future.

CONCLUSION

Emanating from the viewpoints discussed above, policymakers are not only faced with the duty of removing doubt by means of the application of rigorous and impartial evidence in the pursuit of more meaningful and operative policies. From an educational perspective, it is noteworthy to consider that teachers who are engaged in postgraduate research can be instrumental and valuable in researching on issues that directly affect teaching and learning. If policies are not properly implemented teacher attrition rates and loss of morale could be on the rise. Through understanding and conducting research procedurally and without fear of disruptive members of the unions this could assist schools and their communities a great deal. This is bound to be realised when policies that bring about positive changes that will benefit the effective implementation of teaching and learning initiatives are developed and rearticulated. A great deal of work must be done to remove this impending fear of politicians by the researchers. This fear could alternatively be dealt with by ensuring that those appointed in key policy implementation departments are academically and professionally suited to occupy such positions. This could be realised when Resolution 6 of the EEA is applied appropriately as detailed in the policy itself without the inherent fear of unions and other politicians.

   Examining the policy formulation, initiation and practice gap in this article illustrates the nexus between research, policy and implementation. It reveals the multifaceted and symbiotic relationship amongst each of the three pillars that have been referred to. It also demonstrates the degree to which these are muddled together. Importantly it shows how research could be validated to be converted into practice, if not in the direct and straightforward fashion as visualized in policy documents. Of significance to getting to grips with this relationship is the necessity to move beyond descriptive research and conduct analytical research. The question as to why as well as what could be answered before we can realise if it is worth the effort for the education departments to fund community research projects. Knowing the environment in which the community exists could be instrumental towards the development of more helpful implementation strategies that are informed by scientific enquiry

as it is supposed to be the case with evidence-based policy formulation. Revision to policy when implementation problems arise will become meaningful when research funders step back a little and allow identified researchers to research and report on findings. The valuing of academic freedom is an inherent desire by researchers to become successful in developing communities and allow for the effective roll out of educational policies.

This article has scrutinised the Evidence-Based Approach to policy-making in education and its implications for research and practice for a productive relationship between policy, research and practice. I do not intend to imply that relations between researchers, policy formulators and research funders should be enforced in ways that are not orchestrated and uncoordinated. Similarly, I do not imply that unions should not be part of the policy formulation process as official stakeholders in the ELRC, what should be dealt with, is the manipulation of policy by individuals within unions that aim to benefit for selfish reasons. There is also no attempt to submit that it may not be possible to move from the research process into practice with valuable outcomes for the communities that deserve desirable results and solutions. There should be the identification of the distinguishing strengths and determinations of policy formulators, researchers and practitioners. Lastly, more work needs to be completed on the processes that support the fact that there must be a nexus between research, policy and implementation if the potential is to be realised.

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