NATIONAL NORMS AND STANDARDS FOR SCHOOL FUNDING POLICY IN THE BOPHIRIMA REGION: DOES IT ACHIEVE ITS OBJECTIVES?

by

David Mosimanegape Mosimanegape

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SUPERVISOR : Professor M.W. Legotlo

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ABSTRACT

The intention of this study was to gather data on issues and challenges on policy implementation with specific reference to national norms and standards for school funding as a policy and ultimately to come up with recommendations, which would help in resolving the implementation problems. Literature study was conducted to find out the intention of the state in introducing this policy. The study was focused in the Bophirima region, which consists of five area project offices.

Both qualitative and quantitative research methods were used to gather the data. The total population was 470 principals from whom 71 principals were sampled. From 71 principals sixty returned copies of questionnaire. Face to face interviews were also conducted and five principals and officials from the department participated.

The findings reflected that there were serious problems with regard to implementation of national norms and standards for school funding. These problems among others included late payments to section 21 schools; partial delivery of orders for non-section 21 schools, forfeiture of balances at the end of the year; lack of response from the area project offices when queries on norms and standards were submitted; and insufficient funds for learner support material.

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From empirical studies it is recommended that:

- Norms and standards allocations should be paid to schools on semester basis instead of quarterly so that in the interim queries can be attended to.
- A person responsible for norms and standards should be appointed at every area project office, who would be responsible for a small number of schools than when there is one at regional office only.
- When schools have not received all their allocations for norms and standards as per budget, the balance should be rolled over to the following year since the financial year for the government ends in March, so it is not going to temper with the annual budget of the Provincial Education Department.

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LIST OF ABBREVIATIONS

APO	Area Project Office
BBC	Botswana Broadcasting Corporation
CBO	Community Based Organization
CEO	Chief executive officer
EEA	Employment of Educators Act, Act No 76 of 1998
ELRC	Education Labour Relations Council
EMIS	Education Management Information System
HOD	Head of Department
IMD	Index multiple deprivation
LSM	Learner support material
LTSM	Learner teacher support material
MEC	Member of Executive Council
MFA	Municipal Finance Act
NGO	Non governmental organization
NNSSF	National norms and standards for school funding
NSSF	Norms and standards for school funding
NWPED	North West Provincial Education Department
PED	Provincial Education Department
SASA	South African Schools Act
SGB	School governing body
SMT	School management team
SRN	School register of needs

CHAPTER 1

ORIENTATION TO THE STUDY

1.1. INTRODUCTION

Prior to 1994 there was discrimination regarding provision and financing of education in schools. There were more than one departments in education in South Africa (Loock and Grobler, 1997:34). These departments were treated differently from one another. There was disparity with regard to distribution of educational resources leading to under-development and under-resourcing of the black schools, which were by then under the Department of Education and Training. After the 27th April 1994 elections drastic changes occurred with the intention of correcting the past imbalances. The acts that are passed and which are still being amended seek to treat all the people the same and also to bring parity in the distribution of resources and services.

Everyone has the right to basic education including basic adult education, and to further education, which the state, through reasonable measures, must make progressively available and accessible (Rossouw and Oosthuizen, 2003:20). This implies that the government should ensure that all the school-going age children attend school, irrespective of their location or the financial status of their parents (Republic of South Africa, 1996). The state, therefore, has the obligation of ensuring that there are enough classrooms to accommodate these children, sufficient furniture, learner support material, stationery, educators and other resources. In order for the state to ensure fair distribution of services and educational resources the Minister of Education issued out the national norms and standards for school funding in 1998.

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The purpose of this chapter is to state the problem, focusing on problems regarding payment of school fees; the impact of school fund on effective teaching and learning; the imbalances in funding education during the apartheid era; the infrastructural condition of institutions during the apartheid regime and the treatment of parents who do not afford the stipulated school fees.

1.2. PROBLEM STATEMENT

In 1953 the South African government passed the Bantu Education Act (King and Justus, 2005: 30). This act brought about disparity among the different races and groups with regard to education provision including financing of schools. There was a great difference between the money given to Whites and that given to Blacks. Table 1.1 indicates how the funds were allocated among racial lines during the apartheid era.

Table 1.1. Education spending per child per race

Year	Black	Coloured	Indian	White
1953/54	R 17.00	R40.00	R40.00	R128.00
1969/70	R17.00	R73.00	R81.00	R282.00
1975/76	R42.00	R142.00	R190.00	R591.00
1977/78	R54.00	R185.00	R276.00	R657.00
1980/81	R139.00	R253.00	R513.00	R913.00
1982/83	R146.00	R498.00	R711.00	R1211.00

Source: King and Justus (2005)

In the 1982/83 financial year, the funds allocated to Blacks were 12% of the White allocation. This made Black education inferior to that of other racial groups, rendering Black schools under-resourced and under-developed (Kingdom of Lesotho, 2005:31). It was the intention of the post-apartheid government to correct the past imbalances and for the state to allocate funds to schools based on the geographical position of schools and the manner in which the previous governments treated them.

Schools that were previously advantaged would get differentiated funding compared to those which were disadvantaged. In order to correct the past imbalances the black schools should, therefore be given a huge share of the pie, since the black schools were given meager amount by the apartheid regime. For example white schools were given R1211.00 per child while the black schools were only given R146.00 per child during the 1982/83 financial year.

Table 1.2. Classification of schools according to quintiles

School quintiles from poorest to least poor	Expenditure allocation	Cumulative Percentage of School	Cumulative % of non-Personnel and non- capital Recurrent expenditure	Per learner expenditure mixed to average of 100
1. Poorest 20%	35% of the resources	20%	35%	R175.00
2. Next 20 %	25% of the resources	40%	60%	R125.00
3. Next 20%	20% of the resources	60%	80%	R100.00
4. Next 20%	15% of the resources	80%	95%	R75.00
5. Least poor 20%	5% of the resources	100%	100%	R25.00

Source: Brunton (2003: 52)

Schools that were previously Model C, are in the least poor category, while those in the rural settlement are in the poorest category. The rest, including those in semi-urban areas, range from quintile 2 to 4.

According to the South African Schools Act of 1996 (SASA) section 39(2) (b), the school governing body must provide equitable criteria and procedure for the total, partial or conditional exemption of parents from paying school fees. This implies that parents who are unable to pay school fees should be exempted. Those who are working but earning meager amount should be partially exempted. If a parent is not working but can get employment he or she is exempted conditionally and has, therefore, to be removed from the list of exempted parents immediately when he/she gets employed. This arrangement

debar school principals and school governing bodies from refusing learners admission on the grounds that their parents cannot pay school fees, or withhold their reports due to the fact that their parents have not paid school fees.

Despite the good financial policies of the government it seems schools experience problems with regard to the quintiles allocated to them in accordance with their geographical settlement. It also seems that some schools force parents to pay school fees irrespective of whether they qualify for full or partial exemption. According to Pampallis (2002: 69) parents who cannot afford fees (and their children) find themselves under severe pressure to pay. Mahlala in The Teacher/News (June 2005: 3), states that a parent of seven who was a domestic worker was forced by the lawyers to pay R1000.00 inclusive of legal costs, for two of her seven children. The initial school fees payable per leaner was R200.00. She in fact owed the school R400.00 for her two children. According to Boikanyo in North West Department of Education (2003:1) it had come to the MEC's attention that some learners were denied education in public schools because they had no parents to pay school fees for them. On the other hand Chabalala in the Teacher (May 2005:8) argues that the school governing bodies in the rural areas are not comfortable to exempt parents of about 80% of the school learners, which would mean the school shall be forced to operate with the funds of about 20% of the learners.

If the school operates at 20% of the expected school fees it will not acquire all its educational needs. This will compromise effective and quality education because quality education and effective schools are enhanced by not only human resource, but by the financial resource as well. There is a need to purchase learner teacher support material (LTSM) to make teaching and learning simpler and comprehendible. In a case where there are 1000 learners in a school and each pays R100.00, twenty percent of the total school fees would be R20 000.00. This amount cannot cater for 1000 learners.

The following questions were raised in order to make the study focused:

- How are schools allocated quintiles?

- What makes schools not to agree with quintile classification?
- What makes schools uncomfortable in exempting parents who are unable to pay school fees?

1.3. AIMS OF THE STUDY

The aims of this study were:

Aim 1. To find out from the literature the nature and scope of the norms and standards for funding schools.

Aim 2. To determine, empirically, the problems that schools encounter with regard to quintile classification

Aim 3. To determine the views of school principals regarding the policy of school funding by the Department of Education.

1.4. RESEARCH METHODOLOGY

According to Cohen et al. (2000:73), the purpose of the study determines the methodology and design of research. The purpose of this research was to determine from the literature the scope of norms and standards for school funding as well as to determine the perception of principals and deputy principals regarding the exemption of parents from paying school fees. Therefore the methodology and design of this study was based on the literature and empirical studies.

1.4.1. Literature study

An extensive study was made from sources such as books, the Education Labour Relations Council (ELRC) collective agreements, other official publications, newspaper articles, dissertation abstracts and journals. A DIALOG search was also conducted with the following terms:

- financial management;

- school finance;
- school fees/fund;
- budget;
- financial administration;
- financial control;
- financial records; and
- government subsidy

1.4.2. Empirical study

The empirical study was divided into four sub-topics which are population, sampling technique, questionnaire and data analysis. These sub-topics are fully discussed in the next section.

1.4.2.1. Population

Bophirima is one of the five regions in North West province. The population was derived from Bophirima region which comprises five area project offices namely Gasegonyane, Greater Taung, Kagisano-Molopo, Moshaweng and Taledi. The population comprised school principals or deputy principal in the case where the principal is not available.

Table 1.3 indicates the number of schools, in the Bophirima region, according to category and settlement type. This is the population from which the sample was drawn.

Table 1.3. Schools statistics in the Bophirima region in 2005

CATEGORY	SEC	MID	PRIM	TOTAL
Ex-model C schools	5	-	5	10
Schools in urban areas	8	2	14	24
Schools in rural settlement	51	81	304	436
TOTAL	64	83	323	470

SEC – secondary schools, MID – middle schools, PRIM – primary schools

Table 1.4. Number of schools per area project office per settlement area in 2005

AREA PROJECT OFFICE	TYPE OF SCHOOL	PRIM	MID	SEC	TOTAL
Taledi	Ex- model C schools	5	-	5	10
	Urban schools	6		3	9
	Rural schools	41	12	5	58
	TOTAL	**52**	**12**	**13**	**77**
Gasegonyane	Ex model C schools	-	-	-	-
	Uurban schools	2	1	3	6
	Rural schools	69	15	6	90
	TOTAL	**71**	**16**	**9**	**96**
Greater Taung	Ex-model C schools	-	-	-	-
	Urban schools	6	1	2	9
	Rural schools	61	26	19	106
	TOTAL	**67**	**27**	**21**	**115**
Kagisano Molopo	Ex-model C schools	-	-	-	-
	Urban schools	-	-	-	-
	Rural schools	70	13	11	94
	TOTAL	**70**	**13**	**11**	**94**
Moshaweng	Ex-model C schools	-	-	-	-
	Urban schools	-	-	-	-
	Rural schools	63	15	10	88
TOTAL		**63**	**15**	**10**	**88**
GRAND TOTAL		**323**	**83**	**64**	**470**

Source: North West Department of Education (2005C)

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Table 1.4 displays the distribution of schools per phase and settlement type. Of the total 470 schools, 323 were primary schools, 83 middle schools and 64 secondary schools. The data in Table 1.4 suggest that some of the learners do not reach the secondary schools and the main reason for this high drop-out rate could be ascribed to shortage of secondary schools.

1.4.2.2. Sampling technique

Table 1.5. Population size

CATEGORY	Population	Population %	Sample size	Sample % on category	Sample % on grant total
Ex-model C schools	10	100	2	20.0	0.4
Urban area	24	100	4	16.6	0.9
Rural area	436	100	65	14.9	13.8
TOTAL	470	100	71	15.5	15.1

There were altogether four hundred and seventy schools in the Bophirima region and Table 1.5 shows that a sample of seventy one schools were selected to participate in the study. The sample was representative of all categories of schools. In order to select the schools from each stratum the names of schools for each stratum was written on pieces of paper, squeezed and put in the hat in accordance to White (2004:80). These names were shaken and the schools were picked one by one from the hat until the required number was reached. According to Cohen et al., (2000: 93) the sample size is determined to some extent by the style of research for example a survey, which needs a large number of population for sampling. Leedy and Ormrod (2001: 140) state that a small sample could lead to acceptance of a model which is not necessarily a good fit, simply because there was not enough statistical power to reject the model. A sample of 71 schools was sufficient to rely on the outcome of the respondents to draw conclusions.

A qualitative design was employed to obtain an in-depth understanding of principals' experience of the norms and standards of school funding. It provided rich and detailed information and it was the only appropriate method for approaching certain issues as ascribed by Louw et al., (1999:783). According to White (2004:101) and Heystek (2002:122) the unstructured interview is an open situation as the interviewer has the greater flexibility and freedom. Five principals were selected for interview. The names of the schools were written for the entire region, squeezed and put in a box and five names

(schools) were picked up one by one. Five department officials also participated in the study.

1.4.2.3. Questionnaire

The questionnaire is a widely used and useful instrument for collecting survey information, providing structures, often numerical data being able to be administered without the presence of the researcher, and often being comparatively straightforward to analyse (Cohen et al.,2001: 245). In this study a questionnaire was developed, checked and tested before it was delivered to the subjects. A thoroughly checked questionnaire will ensure that ambiguity is avoided so that the response addresses exactly what the researcher wants to achieve. According to Leedy and Ormrod (2001: 204) item by item, a questionnaire should be quality tested again and again for precision of expression, objectivity, relevance and probability of favourable reception and return.

1.4.2.4. Data analysis

Content analysis was used to analyze the data collected from the interviewees. Leedy and Ormrod (2001:156) state that one crucial aspect in a content analysis is to tabulate the frequency of each character found in the material being studied. Content analysis is quantitative as well as qualitative. Thus a descriptive or inferential statistical analysis as needed to answer the research questions was followed.

Leedy and Ormrod (2001:156) state that descriptive statistics involve aspects such as points of control tendency, amount of variation, and the extent to which different variables are related to one another. Mosimanegape cites Van As and Van Schalkwyk (2002: 8) who define descriptive statistics as the term used to refer to statistical methods and techniques designed to reduce data sets to make interpretation easier. The authors also state that researchers often use inferential statistics to test hypotheses, to know whether the sample results hold truth for a whole population and to decide whether difference in results is big enough to indicate that a relationship really exists.

1.5. DEFINITION OF TERMS

"Previously advantaged schools" refers to the ex-model C schools and the previously white schools.

"Quintile" refers to the classification of schools according to their geographical positions and previous treatment by the apartheid regime.

"Member of the Executive Council" means the political head of the provincial department, in this case the North West province, who is responsible for education.

"A learner" means a child of school going age registered in an education institution or a child from six years and six months of age who attends school.

"A public school" means a public institution where formal education is offered to learners from grade R (reception class) to grade 12.

"Parent" means a parent or guardian of a learner at a particular school.

"Principal" means the chief executive and accounting officer of a public school.

"South African Schools Act" means The South African Schools Act, 1996 (Act No. 84 of 1996).

"School governing body" means a group of people democratically elected from parents (of learners enrolled at a particular school), educators, non teaching staff and learners (in the case of post primary schools) taking learners from grade 8 to grade 12, who are responsible for the governance of the school.

1.6. CHAPTER READINGS

Chapter 1	Orientation to the study
Chapter 2	Literature review
Chapter 3	Research methodology
Chapter 4	Analysis and interpretation of data
Chapter 5	Summary, findings, recommendation and conclusion

1.7. CONCLUSION

The function of this chapter was to state the problem and to find the route of addressing the problem mentioned. The problem was also divided into manageable sub-problems, which was to assist in finding the population sample and formulation of questionnaire.

From the literature it is found that during the financial year 1982/83 the apartheid regime gave black schools R146.00 per learner as compared to R1211.00 per learner given to white schools. It was a huge difference that left the black schools poor for decades. Making good that irreparable damage means differentiated funding for the previously advantaged schools.

It is evident from the literature that instead of exempting parents who qualify for exemption, some schools took legal steps against them. Presumably, schools do not want to exempt qualifying parents because they fear that ultimately the majority will follow suit leaving schools without resources.

CHAPTER 2
LITERATURE REVIEW

2.1. INTRODUCTION

It is the responsibility of the state to ensure that all learners from age 6½ to 15 years or from grade 1 to the 9th grade, whichever comes first attend school. School attendance at this stage is compulsory and has no conditions, thus the parents' financial state of affairs cannot debar children from being enrolled at any public school. Section 5(3) of the South African Schools Act of 1996 stresses that no learner may be refused admission to a public school on the grounds that his or her parent:

a) is unable to pay or has not paid the school fees determined by the governing body under section 39 of SASA;
b) does not subscribe to the mission statement of the school; or
c) has refused to enter into a contract in terms of which the parent waives any claim for damages arising out of the education of the learner.

The state is therefore obliged to finance schools paving way for compulsory education or for ensuring the right to education as enshrined in section 29(1)(a) of the Constitution of the Republic of South Africa, Act 108 of 1996. Upon receipt of the state fund the schools should ensure proper appropriation of the school fund so as to benefit and enhance quality education. In order to effect this, the principal and the governing body should take into cognizance financial concepts such as budget, financial committee, financial policy, financial accounting and financial monitoring. These concepts are fully discussed in detail in this chapter.

2.2. FURTHER DEFINITION OF TERMS

Norms can be seen as criteria, prescriptions or rules, concerning what is proper within a certain cultural community (Van der Westhuizen, 1997: 620). Van Huyssteen (2005:27) describes norms as the standard against which aspects of life are measured. According to

Pollard (1979:782) a standard is a quality or specification by which something may be tested or measured. Fund is a separate pool of monetary and other resources used to support designated activities (Butler 1997:150).

Bisschoff and Mestry (2003:188) define norms and standard for school funding as the National Department of Education document setting out the national norms and minimum standards for school funding in terms of the South African Schools Act of 1996.

On account of the above definitions national norms and standards for school funding in this study refers to the criteria used by the National Department of Education to fund public schools in an equitable manner to redress the past imbalances in resource allocation to schools.

2.3. LEGISLATIVE FRAMEWORK OF NORMS AND STANDARDS FOR SCHOOL FUNDING.

According to Rossouw and Oosthuizen (2003:20) everyone has the right to basic education, including adult basic education and to further education, which the state, through reasonable measures must make progressively available and accessible. Section 3(1) of South African Schools Act states that every parent must cause every learner for whom he/she is responsible to attend school from the first school day of the year in which such a learner reaches six and a half years until the last school day of the year in which such a learner is fifteen years old or has reached the ninth grade, whichever occurs first. This implies that children from age seven to fifteen years should strictly be found at schools. If this is adhered to, the learner population will therefore be high at school, consequently, the government through provincial departments has to erect schools, build additional classrooms, build in some schools libraries, laboratories and supply all schools with learner support material, stationery and furniture.

2.4. THE DEPARTMENT'S RESPONSIBILITY IN FINANCING SCHOOLS

The government had a plan of action, the national norms and standards for school funding, to progressively improve access to free and quality education which was rolled out in 2003 (Burger, 2005:216). The national norms and standards for school funding as a policy includes mechanism to ensure:

- Greater interprovincial equity which will enable learners with the same levels of poverty to receive the same minimum level of school funding;
- Derestriction of compulsory school fees, where adequate levels of resourcing are reached for 40% of learners in the poorest schools;
- A national norm based on a minimum basic package of R450.00 per learner per school term, to be allocated per learner for non personnel recurrent items, starting with the poorest 20% of learners. This implies that for a period of 3 years an adequate per learner will be 60% of learners in the poorest schools; and
- The granting of automatic fee exemptions to learners who qualify for certain social service grants and payments. These are learners who receive orphan grants and/or are given food parcels by the Department of Social Development (Burger, 2005:216).

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The Provincial Education Department purchases the learner teacher support material and the stationery for learners and thereafter gives schools money according to their quintile classification. Schools are given money according to Table 2.1:

Table 2.1. Funds allocation

QUINTILE	PER LEARNER ALLOCATION
Q1	R175.00
Q2	R125.00
Q3	R100.00
Q4	R75.00
Q5	R25.00

Source: Republic of South Africa (1996B)

Bisschoff and Mestry (2003:21) allude that the state must fund public schools from the public revenue on an equitable basis in order to ensure the exercise of the rights of learners to education and the redress of the past imbalances in education provision. Bisschoff et al (2004:74) argue that the national fundraising section 35 of the South African Schools Act provides for the minister to establish norms and standards for funding public schools. The provincial legislature decides on the amounts to be allocated annually to their education departments (Van Deventer and Kruger 2003:235). The Member of the Executive Council (MEC) must provide public schools for the education of the learners out of funds appropriated for this purpose by the provincial legislature (SASA section 12(1)). It is, therefore, the responsibility of every Provincial Education Department to carry the mandate of the state that is, funding all the public schools. The provincial departments should determine how much to give to schools as well as the strategy of paying out those amounts (Potgieter et al., 1997:37).

According to the national norms and standards for school funding (1996:21) the cost category is divided into two categories, which are:

(i) Capital cost allocations; and

(ii) Recurrent cost allocations.

2.4.1. Capital cost allocations

These include items such as establishment of new schools, building of additional classrooms, administration blocks, libraries, laboratories, school halls, toilets and major renovations leading to demolition of existing structures. The allocations also accommodate provision of water, electricity, telephone and sewage to new schools.

The guidelines for scenario planning for new school construction, among others, include (G:\About%20sa%20Education.htm):

- Provincial Education Departments (PEDs) must budget for this category in terms of their overall budget for education and for schools, and the relative flexibility or rigidity of the budget items.
- The MEC for education of each province must ensure that there are enough school places to enable each child living in the province to attend school during the compulsory phase.
- Each provincial education department must maintain an accurate, prioritised, annual updated database of school construction needs and undertake annually updated long-term projections of new school construction targets and funding requirements, based on the norms.
- Part of the physical planning framework should include an analysis of the cost and educational needs for schools that are smaller than is normally desirable.
- The scenario planning should initially estimate the requirements to eliminate backlogs and provide sufficient school places by the target year, 2008.
- The construction of the new schools or additional classrooms and learning facilities should be targeted to the needy population.
- Each PED must objectively determine where to site new schools and classrooms based on provincial norms and verifiable crowding and distance indicators developed from available data, including the school register of needs (SRN), census data, and the department's own education management information system (EMIS). The intention of the Department of Education in conducting a countrywide audit through SRN is to determine exactly what is needed to properly equip all of the South Africa's publicly funded schools (Blaine). The school register of needs also provides a significant benchmark for redressing the past imbalances (G:\About%20sa%20Education.htm).

2.4.2. Recurrent cost allocations

These allocations are sub-divided into:

- Immovable capital improvements and repairs. According to the Republic of South Africa (1997:11) this category entails maintenance of building and grounds. For non section 21 schools, which do not get the money but the paper budget, the provincial department depends on the information supplied by Education Management Information System (EMIS) or School Register of Needs (SRN). The provincial department must develop a list of schools identified for repairs, and must allocate improvement funds in a manner that targets schools based on need-weighted enrollment (Republic of South Africa, 1997:12). A list of schools is prepared and ranked according to their needs and size. The needy and the largest schools must appear at the top of the list and should be given the first preference when schools renovation and maintenance start. Significant maintenance and repairs, 75% funds for improvement of immovable capital must go to the needy 40% of the schools.

  School governing bodies which in the judgment of the provincial Head of Department (HOD) have the capacity to procure or contract to effect repairs and maintenance will have the whole allocation for procurement of items and services transferred into their bank accounts. This transfer of money is not done in isolation, the totals for immovable capital improvements and repairs; recurrent costs easily separable from other costs; other current and minor capital equipments costs are calculated and transferred into the schools' bank accounts as one package. Each of the section 21 schools will procure its own items, or contract its repairs from a province-wide list of approved vendors. According to the Republic of South Africa (1997:12) each provincial department must seek approval from its Provincial Tender Board (or equivalent) for a list of pre-approved suppliers and contractors.

The section 21 schools must keep documents as evidence of correct dealing with such suppliers and contractors and how the materials and services were used, and produce such documents at the request of the officials from the provincial department and for audit purposes. These documents must accompany quarterly reports, which must be submitted, to the area project office for submission to the education regional office.

- Recurrent costs easily separable from other costs. This allocation is responsible for the payment of services such as Telkom, Eskom, water bills and municipal services (in the case of schools in urban areas). The Provincial Education Department should divide schools into two categories, which are those schools serving the poorest 40% of the population and the rest. In schools serving the poorest population, the provincial department will pay 70% of the total schools cost of such items, or twice the average per learner cost in all schools, whichever is less.

  Section 21 schools will have their money deposited into their bank accounts. They must not exceed the amount allocated for this category. Schools must at all times keep documents such as receipts or invoices as the evidence for expenditure.

- Other current and minor capital equipment costs. This category caters for items such as furniture, stationery, books, educational materials, photocopying, audiovisual equipment and repairs (where appropriate). Each school will receive a minimum allocation of R3000.00 under this category regardless of enrollment size. This is done to help those small schools, which have the total number of learners less than 30. Schools that have more than 30 learners will receive their allocations according to enrollment size. Each child is allocated R100 in this category, which means if a school wants to calculate how much it will get should multiply the school enrollment by R100.00. For example if the school enrollment is 810 learners it will get 810 x R100.00 = R81 000.00.

- Hostel costs. Schools with hostels must keep a separate account for all recurrent costs associated with hostels and a record of the number of learners staying at each hostel. Such records are subject to unannounced audits. The school must therefore determine hostel fee calculated on the basis of average per-learner running cost of the hostel. The provincial department must, in turn, set aside a budget item for hostel subsidies. Schools with hostels will be paid pro rata out of the budget set aside for hostels, for each of their learners:

  (a) whose transport time to the school is greater than one and a half hours; and
  (b) whose parents cannot afford the pre-charged hostel cost (Republic of South Africa (1997:12).

This implies that the Department of Education has budgeted for hostel costs however learners do not automatically qualify for subsidy. Only the deserving children who travel long distances to school are given subsidy equivalent to what each child pays. The school should demonstrate that the parents of such a learner can really not afford the hostel fee.

2.5. SECTION 21 SCHOOLS

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Schools apply for this section and the head of the department will approve the applications on the basis of schools compliance with section 21 requirements. These schools are given the paper budget for national norms and standards for school funding (NNSSF) at provincial level and the budgeted amount paid out to qualifying schools. Bisschoff and Mestry (2003:24) argue that the section 21 schools enjoy far more financial freedom than the non-section 21 schools. Section 21 has both advantages and disadvantages. According to Department of Education (2000:33) the advantages are:

- **More freedom:** The school governing body (SGB) and the school management team (SMT) have the freedom of spending the money according to its educational and social needs. However, the expenditure should be within the framework of the departmental specification. Conceptually it suggests that, for example, money

allocated to schools for immovable capital improvements and repairs cannot be used for the erection of toilets, classrooms or library.

- **It is time saving:** If the school wants to buy some resources, they can be ordered directly from the producers or dealers without going via the department. The payment for the goods purchased is also directly and immediately made.

- **Save in one category and spend on another:** Money can be saved in one category and spent on another. For example lesser amounts can be spent on maintenance of buildings and more expenditure made on minor works. The categories referred to are:

  i. Maintenance of buildings;
  ii. Municipal services (rates, electricity and water);
  iii. Textbooks;
  iv. Stationery;
  v. Local purchases; and
  vi. Minor works.

- **Shop around:** The school uses its own discretion to purchase from whichever shop or dealer. Comparison in price against quality can be made. Schools, clubbing together, can also make bulk buying as this will work out cheaper than buying on your own.

The disadvantages of section 21 status are:

- **More hard work:** The SGB and SMT have to meet from time to time to check whether they are still within the budget limits. They have to do bank reconciliation, prepare variance report as required by the Department of Education and meet to approve the payment of high amount.

- **Skills not yet ready:** Schools may apply for section 21 functions even when they are not yet ready or when their term of office expires and the new members are elected. Those elected may lack financial management skills and capacity. They would therefore have to build their capacity, skills and systems.

- **Disagreement in the school community:** Some members of the school community, school management team, school governing body, staff members and some parents, may not be for the idea of applying for section 21 functions. This will hamper the progress when the SGB has to procure services and resources.

Schools under section 21 have the latitude of spending the money though within the direction of the Department of Education. There is no late delivery since the schools buy on cash and carry terms. Learner support material would be purchased in good time therefore makes such material available right from the beginning of the year, which would improve teaching and learning. However the governors need to be committed to their work so that the section 21 functions are effectively executed.

2.5.1. Record keeping

The school, right from the initial stage, should open a file in which the following would be kept (Department of Education, 2000:36):

- ✓ Circulars received from the department;
- ✓ List of requirements for section 21;
- ✓ Copy of application; copy of approval letter;
- ✓ Copy of management questionnaire; and
- ✓ Any supporting documents (e.g. budget, reports, audited annual financial statements etc).

2.5.2. What qualifies a school for section 21 status?

In order for a school to qualify for section 21 status it should demonstrate the following:

- ✓ Capacity to perform functions applied for section 21 subsection 2. On practical terms the SGB should act according to the allocated functions, that is, pay for the services, buy stationery and LSM; and
- ✓ The capacity to support and monitor provision of quality teaching and learning. The focus of the SMT and SGB should be to improve, monitor and maintain quality teaching and learning and excellent learner performance (Modisane, 2006: 3).

Section 21 functions

The SGB of Section 21 schools are allocated the following functions:

- ➢ To maintain and improve the schools' property, and buildings and grounds occupied by the school including hostels if applicable;
- ➢ To determine the extra-mural curriculum of the school and choice of subject options in terms of provincial curriculum policy;
- ➢ To purchase textbooks, educational materials or equipment for the school; and
- ➢ To pay for the services rendered to the school.

2.5.3. Indicators to show capacity to support and monitor quality education

According to Modisane (2006:6) the following will show the capacity to support and monitor quality service delivery:

- School governing body should be in place and perform its functions effectively. The SGB should also be intact, that is, the membership should not be shaky;

- The school governing body should be legally constituted, according to stipulations in the SASA;
- Regular meetings. Meetings should be held on quarterly basis by the SGB and they should also hold meetings with parents. Meetings should not be called off simply because a quorum was not formed. At the end of the year the parents day should be held whereby the financial report is given together with the chairperson's activity report for the entire year;
- The minute's book should be kept. Minutes taken must be informative; so that reference could be made when something is not clear. Minutes must be read, discussed and adopted before the new business for the meeting is entertained.

The school governing body has functions to perform, which among others include provisioning of resources. The intention of giving the SGB these functions is presumably to improve quality service at school level. However the money for section 21 comes from the Department of Education. If the money is not released on time or only part of it comes the SGB shall not be able to purchase resources and service as per plan (budget). Both parties have to play their part effectively. Commitment of all school governing body members is important.

2.5.4. Determination of quintiles

Schools are not given the same amount of money but clustered and divided into wards, according to their infrastructural development. A table is used to determine their quintiles.

The usage of index of multiple deprivations

The intention of Index of Multiple Deprivation (IMD) is to group or cluster schools according to the number of poor learners served and to target resource accordingly (Modisane, 2006). Therefore this led to using two strategies to allocate quintiles to schools. These strategies are:

- Ward: The schools are divided into the municipality wards where they are situated. If a school is situated in a rich ward where the majority of the residents are employed and earn better salaries, it is allocated quintile 5 (Q5).

Table 2.2. Categories of wards

QUINTILE	DEPRIVATION CATEGORY	IMD WARD SCORE
Q1	Extreme deprivation	18 – 20
Q2	High deprivation	15 – 17
Q3	Moderate deprivation	11 – 14
Q4	Low deprivation	07 – 10
Q5	Very low deprivation	04 – 06

Source: Modisane (2006)

- **Location**: After the schools are divided into wards, they are further divided into locations within the wards. The same domains as used in wards are also used in locations. These domains are (1) income and material, (2) employment, (3) education and (4) living environment. The categories used in determining the locations within the wards range from extremely rural or informal to more urban or range from contuum 55 to 51.

Table 2.3. Categories of localities

Location	55	54	53	52	51
	Extremely rural/informal	Highly informal	Moderate	Semi-urban	urban
Ward					

Source: Modisane (2006)

Ward/locality matrix

Ward and locality information is used to finally determine the quintile for the school. If the school is quintile 5, but drawing at least 40% of its learners from an extremely informal settlement, just outside the borders of a town, such a school is allocated quintile 4. Table 2.4 is used to determine the quintile of schools according to their real situations.

Table 2.4. Ward/locality matrix to award quintiles

WARD	LOCATION SCORES				
	55	54	53	52	51
Extreme	Q1	Q1	Q2	Q3	Q4
High	Q1	Q1	Q2	Q3	Q4
Moderate	Q1	Q1	Q2	Q3	Q4
Low	Q1	Q2	Q3	Q4	Q5
Very low	Q1	Q2	Q3	Q4	Q5

Source: Modisane (2006)

This implies that schools in a very low deprivation area and more urban are given quintile 5 while those in extremely deprived area and extremely informal location or cluster are given quintile 1(Q1).

2.5.5. Monitoring and reporting of section 21 schools

The department has the responsibility of ensuring that each school manages its allocated functions competently. In order to ensure compliance the following monitoring mechanisms have been introduced (North West Department of Education, 2005B):

- Submission of budgets information; and

- Submission of variance reports. The report can be sent on monthly or quarterly basis depending on the direction of the area project office manager or regional executive manager. Hereunder follows an example of the quarterly variance report:

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Table 2.5. Variance report on 31 march

	Variance for the term				Variance for the year			
Description	budget	actual	variance	Var. %	Budget	actual	variance	Var. %
	R	R	R		R	R	R	
Total income	58 000	38 000	20 000	34.5	210 000	78 000	132 000	68.9
School fees	24 000	27 000	(3 000)	(12.5)	80 000	27 000	53 000	66.3
Donation					40 000	40 000	0	0
Section 21	25 000	0	25 000	100	100 000	0	100 000	100
Sports/music	6 000	7 000	(1 000)	(16.7)	20 000	7 000	13 000	65
Fund raising	3 000	4 000	(1 000)	(33.3)	10 000	4 000	6 000	60
Expenditure	55 000	55 400	(400)	(0.7)	196 000	55 400	140 600	71.7
Management	2 000	1 800	200	10	5 000	1 800	3 800	76
SGB	1 000	800	200	20	4 000	800	3 200	80
Culture	5 000	6 000	(1 000)	(20)	20 000	6 000	14 000	70
Curriculum	20 000	19 000	1 000	5	80 000	19 000	61 000	76.3
Cleaning material	5 000	6 000	(1 000)	(20)	20 000	6 000	14 000	70
Staff development	3 000	3 800	(800)	(26.7)	10 000	3 800	6 200	62
Services	3 000	2 500	500	16.7	12 000	2 500	9 500	79.2
Maintenance	7 000	5 000	2 000	28.6	20 000	2 500	9 500	75
Stationery	9 000	10 500	(1 500)	(16.7)	25 000	10 5000	14 500	58

Source: Bisschoff and Mestry (2003:158)

The effective financial planning enables the SGB to prioritize and spend wisely. However, there are instances where the expenditure exceeds or is below the budgeted amount. The difference either below or above the budgeted amount should not be extremely huge. If it is huge the finance committee should go back to the drawing board. The Department of Education (2002:77), suggests that the finance policy should have a clause indicating how to deal with variances. In the case where the school has spent too little or too much in any cost centre the following options should apply:

- ✓ **Less than 10%:** It is not that significant. The finance officer should adjust expenditure over few future months. In other words a balance can be struck after few months.

- ✓ **Between 10% and 20%:** The difference is significant; therefore it should be brought to the attention of the finance committee. The finance committee should address the situation.

- ✓ **Between 20% and 40%:** The finance committee should report the matter to the SGB. The school governing body should decide whether to adjust the budget to suit the prevailing situation.

- ✓ **More than 40%:** The SGB should opt for re-drafting the budget and present it to the parents for approval.

- ➢ Submission of quarterly reports. According to section 121 (2) of Municipality Finance Act, the purpose of report is to provide a record of the activities of the organisation during the financial year to which the report relates; to provide a report on performance against the budget of the organisation for that financial year; and to promote accountability to the local community for the decisions made throughout the year by the organisation.

According to North West Department of Education (2005A) the school should give the Department of Education financial information using the instrument hereunder:

Table 2.6. Provision of financial information

Name of school	
EMIS number	
School fees charged	
Number of learners (school enrolment)	
Learners – full exemption	
Learners – partial exemption	
Orphans	
Orphans – full exemption	
Forster care	
Forster care – full exemption	
Learner – social grant parents	
Learner – social grant parents full exemption	
School fees defaulters at the end of the year	
Amount unpaid at the end of the year	

Source: North West Department of Education (2005)

The purpose of gathering this information is to establish the needy area of the financial resources basing on the financial status of the parents/guardians responsible for payment

of school fees. One of the principles of NNSSF is to ensure that schools exempt parents who cannot afford to pay school fees. Table 2.6 gives the information regarding the financial status of the parents of learners at schools. If the information is accurately supplied it would give the principal grounds to contest for the wrong quintile number allocated to his/her institution. The information will also be used to decide whether to apply for no fee status or not. If the number of learners whose parents have been exempted, orphans, learners whose parents receive social grants and the number of defaulters is high and the school is given quintile 4 it shall mean that it is wrongly classified.

2.5.5.1. Asset register

The principal as the accounting officer has to keep the fixed asset register wherein he/she records all the school's property. The asset register has to be updated regularly (Link community development, 2005: 28).

Table 2.7. Fixed asset register

ASSET No	DESCRIPTION	DATE ACQUIRED	PRICE	SERIAL NO	CHECKED		SIGNATURE
					2006	2007	
TPS 1	Camera	23.9.05	R999.00	AB13490			
TPS 2-20	Teachers chairs	19.1.06	R220.00				
TPS 21	Computer	19.1.06	R4500.00	TC562994			

Source: Link community development (2005)

Section 21 schools have to report to the Department of Education on how they spend the allocated funds including the school fees. The report should show the life span of the purchased fixed asset to ensure that goods are carefully handled to avoid extravagance.

2.5.5.2. Withdrawal of allocated functions from the SGB

According to section 22 of the South African Schools Act of 1996:

- (1) The head of the department may on reasonable grounds, withdraw the functions of the governing body;

- (2) He/she may not take action under subsection (1) unless he/she has:
  (a) informed the school governing body (SGB) of his/her intention so as to act and the reason thereof;
  (b) granted the SGB a reasonable opportunity to representations to him/her relating to such intention; and
  © given due consideration to any such representation received.
- (3) In case of urgency, the head of the department may act in terms of subsection (1) without prior communication to such governing body, if the head of the department thereafter:
  (a) Furnishes the governing body with the reasons for his/her actions,
  (b) Gives the governing body a reasonable opportunity to make representations relating to such action, and
  © Duly considers any such representations received.

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- (4) The head of the department may for sufficient reasons reverse or suspend his/her action in terms of subsection (3); and any person aggrieved by a decision of the head of the department in terms of this section may appeal against the decision of the MEC.

This implies that if the SGB does not use the money according to departmental specification, their functions as entrenched in section 21 of the South African Schools Act 1996 shall be withdrawn. The withdrawal of the functions from the SGB shall have negative impact on effective schools since their section 21 status shall also be withdrawn, which means that they shall be given non-section 21 status. The money that they used to get shall no longer be given to them.

Non-section 21 status is the opposite of section 21 status, which implies that the SGB of non-section 21 schools do not receive the money from the Department of Education nor are they given section 21 functions. Non-section 21 schools shall be discussed in section

2.6. NON-SECTION 21 SCHOOLS

The non section 21 schools get the paper budget but not the money. Their money is kept at the provincial head office and they only submit orders through their APOs. According to Bisschoff and Mestry (2003:23) the schools have to spend their allocated funds as follows:

- Learner support material plus education material and equipment including curriculum needs 60%;
- Maintenance of and repairs to the buildings 12%; and
- Payments of services (municipalities) 28%.

The following discussion focuses on advantages and disadvantages for non-section 21 schools:

2.6.1. Advantages of non-section 21 schools

- If the cost for the service provider is far more than the amount allocated by the state, then the department will have to pay for these services and
- The chances of misappropriation of funds are completely reduced.

2.6.2. Disadvantages of non-section 21 schools

- Schools are unable to negotiate discounts, better prices, and efficient suppliers;
- Regions or districts do not have the capacity to process the requisitions on time for commencement of classes;
- Suppliers cannot process all requisitions on time, with the results that schools lose out on their allocations because there is no "roll over" of the budget;
- Goods are not delivered on time and services are not rendered when required; and
- Schools cannot apply for no fee status, disadvantaging parents from benefiting from this policy (Republic of South Africa, 1996B).

Non-section 21 schools do not have money to purchase school needs as required. Requisition has to be made with the regional office, which will deliver when ordered goods and transport are available. The problem is that non-section 21 schools would not apply for no fee status.

2.7. NO FEE SCHOOLS

The North West Provincial Education Department (NWPED) intended introducing no fee schools in 2007, which led to decision to give schools under quintile 1 and 2 "no fee schools status" by strategic norms and standards management committee (Modisane, 2006). The national quota for no fee schools is R554.00 per learner per annum. Table 2.8 indicates the fund allocation per quintile for the period of three years. It also shows the percentage (under column A) of learners' involvement in each category/quintile. It is from this table that the state determined the national quota for no fee schools.

Table 2.8. National table of targets for school allocation (2oo5 – 2007)

Quintile		2005		2006		2007	
	A	B	C	B	C	B	C
NQ1	30.0	R563	100%	R703	100%	R738	100%
NQ2	27.5	R516	100%	R645	100%	R677	100%
NQ3	22.5	R422	100%	R527	100%	R554	100%
NQ4	15.0	R281	59%	R352	70%	R369	70%
NQ5	5.0	R94	20%	R117	23%	R123	23%
Overall	100.0	R375	79%	R469	94%	R492	94%
Adequacy benchmark		R475		R499		R524	

Source : Modisane (2006)

The NWPED promised to pay schools as follows:

- Q1 R605.00 per learner per annum; and
- Q2 R555.00 per learner per annum

From the above amounts the learner teacher support material (LTSM) is deducted from the amount allocated and the balance, which is estimated at R100.00 per learner, will be paid out to schools for their day to day running costs. Schools that qualify for no fee schools status are those under section 21. This implies that schools under non section 21 status cannot apply for "no fee schools status". They have to apply for section 21 status first.

Schools are not automatically given "no fee status". The decision to apply for no fee status is taken by parents in a meeting, which formed quorum. Factors to consider before applying are:

- ✓ Learner enrollment;
- ✓ The total income from school fees for the current year; and

- ✓ The schools operational costs.

The difference between the quintile 1 and 5 is huge. The difference of R615.00 after a long run will bring an imbalance which will have to be corrected again. It seems it is difficult to pay out R175.00 per learner in quintile 1 how easy can it be to pay R738.00 per learner. Schools whose applications for no fee school are approved should not charge school fees, but this might lead to schools operating without funds especially during the first term of the year.

2.8. THE SGBs RESPONSIBILITY IN SCHOOL FINANCES

The school governing body (SGB) is the juristic person responsible for, among others, school finances, they approve of every payment made at school and the cheque signatories come from the SGB. The following are some of the activities the SGB should perform in order to manage the school finances effectively:

2.8.1. Budgeting

According to Engelbrecht et al., (1989:210) school funds may be used only for things or circumstances or activities, which directly benefit the school and particularly the learners, and only with the permission of the governing body. The involvement of the SGB therefore, starts from the determination of the school fund to be paid (per learner) by parents. The request to increase school fund should be by budget, which is presented to the parents in a parents meeting. Upon adoption of school fund the SGB draws a final budget if the school fund is adopted with changes (minor or major).

A budget can be regarded as a management tool or mechanism by which the management team and the governing body of the school can estimate and plan, as well as utilize, coordinate, monitor or evaluate the allocated resources of the school in financial terms (Van Deventer and Kruger, 2003:237). This indicates that budgeting is not a one man activity but involves a number of people who work as a team in developing a budget.

Each department in the school should prepare its own budget and present it to the school management team for ratification and approval. The principal then uses these departmental budgets to prepare the overall curriculum and management budget which will lead to the entire governing body's budget. A budget must be presented to the parents by an SGB in a parents meeting for ratification and adoption by the school governing body.

The budget consists of various sub-budgets as outlined hereunder:

- Operating budget: It is meant for day to day running costs of the institution;
- Activity/departmental budget: It is drawn by the heads of departments for their departments. It also include sports and music (extra-curricular activities);
- Capital budget: It is the budget for items such as computers, overhead projectors, television sets, to mention but few. It is used in capital goods; and
- Project budget: The SGB budgets for items that are done for a particular period such as renovation (Van Deventer & Kruger, 2003:227).

2.8.1.1. Budgetary control

Bisschoff and Mestry (2003:157) and Van der Westhuizen (2002:165) suggest that people responsible for finances at schools perform functions as listed hereunder:

- A comparison between the amounts budgeted and the actual income and expenditure;
- Analysis and interpretation of discrepancies;
- Accounting and reporting;
- Audit and calculation; and
- Taking corrective action.

2.8.2. Financial accounting

It is important that a school manages its funds efficiently and in accordance with the rules and policies of the department. In order to do that the principal (as the member of the SGB) and the SGB must ensure that they open and maintain one banking account. This implies that schools cannot open fixed deposit account with the aim of making a medium term investment plan for a particular project, since a school is not a profit making institution.

The following guidelines will help the school governing body to use the funds of the school in a most responsible manner. Therefore schools:

- Must establish a school fund and administer it in accordance with directions issued by the department;
- Must pay into the school fund all the money received by a public school including school fees and voluntary contributions;
- Keep records of funds received and spent by the public school and of its assets, liabilities and financial transaction;
- Must apply in accordance with such donation, bequest or trust, money or other goods donated or bequeathed to or received in trust by a public school;
- As soon as practicable, but not later than three months after the end of each financial year, draw up annual financial statements in accordance with the guidelines determined by the MEC. Correia et al, (2000:135) state that at the end of the financial year the directors of the company are obliged to produce annual financial statements and lay them before an annual general meeting in terms of section 286 of the Companies Act, which must conform to the generally accepted accounting practices, fairly present the state of affairs of the company and the results of operations of the financial year. In a school context the principal must on annual basis take finance books to the auditors for auditing purposes, which should be in line with departmental specification. The governing body's treasurer must present the auditors report to the parents in a parents' day. The financial report should present the clear record of

financial position of the institution. It should embrace financial aspects such as assets and balance sheet.

- Submit to the HOD within six months after the end of financial year, a copy of the annual financial statements audited or examined; and
- Must only permit the use of the school fund, all proceeds thereof and any assets of the school for:

a) Educational purposes, at or in connection with the school;
b) Educational purposes, at or in connection with another school, by agreement with such other school and with the consent of the provincial head of department;
c) The performance of the duties and functions of the governing body in concurrence with the provincial head of department (HOD); and
d) Another educational purpose agreed between the governing body and the provincial head of department (Bisschoff and Mestry 2003:37).

Section 21 schools are monitored and should therefore account for every rand at school. It is therefore significant that school books be audited by qualified people and submit report to the head office through area project office. The purpose of having school finance books audited is to minimise mismanagement of finances that sometimes occur. If school funds are misused they will adversely impact on quality service delivery.

2.8.3. Finance committee

The school governing body has diverse tasks to perform in the school as though their members are permanently attached to the school. This is not possible since some of them work at different departments or sections outside the area where they reside. The tasks of the SGB include, amongst others, financial management. It is therefore imperative that the SGB utilises the services of other people knowledgeable in the field of finances. According to Bisschoff (1997 : 126) a governing body may:

(a) Establish committees, including the executive committee; and
(b) Appoint persons who are not members of the governing body to such committees on the grounds of expertise, but a member of the governing body must chair each committee.

The finance committee is made of parents on the SGB, educators, non-teaching staff and parents from the community (Bisschoff and Mestry 2003:64). The parents from the community are co-opted on their skills and expertise in the finance matters. In some instances formation of finance committees is impossible due to migration whereby parents move to cities to seek employment. Knowledgeable people on account of lack of developments in the area go to the mines and companies in towns, leaving rural places with limited skills.

2.8.3.1. Functions of the finance committee

According to North West Department of Education (2005B) and Bisschoff and Mestry (2003:64) the finance committee should perform the following functions:

Planning

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- Develop and maintain a school finance policy, to be adopted by the SGB;
- Develop policies and outline the role functions of each member of the finance committee and all sub-committees;
- Study the respective sections concerning financial matters in the South African Schools Act and apply them correctly to planning; and
- Draw up budget each year and oversee control thereof.

Leading

- Advise on ways of fund raising;
- Motivate people who are responsible for fund raising;

- Establish sound relationship;
- Communicate with people responsible for fund raising;
- Take the lead in budgeting; and
- Procure within the framework of the budget.

Organising

- Advise the governing body when preparing the budget on the amount of school fees and collection thereof;
- Form various sub-committees and coordinate all the activities of these committees; and
- Assist in drawing up annual financial statements.

Control

- Keep overall control of school money;
- Formulate prescriptions of control;
- Monitor and approve all expenditure. Ensure there is no overspending or underspanding;
- Maintain accounting documents and records systematically and accurately;
- Ensure that procurement is done through correct quotation and tendering procedures;
- Control the financial matters of the school;
- Check the financial records internally;
- Recommend the external auditor; and
- Take corrective actions.

The school governing body members are not full time in office therefore carrying out the functions of managing school finances shall not be as effective as it should be. When SGB members are inducted finance matters may not be handled seriously since the

person who inducts them might not have studied finance. This implies that lack of capacity will be experienced in most of the members.

2.8.3.2. The functions of the treasurer

The functions of the treasurer among others include:

- Being the chairperson of the finance committee;
- Monitoring the income and expenditure in relation to the budget;
- Reporting irregularities to the SGB;
- Executing duties in accordance with sound accounting principles and controls, as required by SGB;
- Liaising with the finance officer in all financial matters;
- Determining the accuracy of the financial records; and
- Ensuring settlement of all expenses incurred by the school by the due date.

2.8.3.3. Functions of the finance officer

The finance officer as the bookkeeper of the school performs the following administrative duties:

- Records all financial transactions;
- Informs the treasurer of all the financial matters;
- Ensures that the school fund is administered in accordance with the directives of the SGB or Head of the Department of Education;
- Handles cash and petty cash transactions; and
- Performs various other duties related to the finances of the school.

One of the requirements for qualifying for section 21 is that the school should appoint an accountant who will be responsible for management of school fund. Appointing an accountant is always not possible since his/her salary comes from the SGB not the

department. Schools normally use school clerks or people who once served as unqualified educators and were declared in addition due to lack of professional qualification. These people need to be trained and it takes time since the principal nor the treasurer is not readily available.

2.8.4. School financial policy

According to the Catholic Institute of Education (2001:41) the policy among others contains:

2.8.4.1. Principles of the finance committee

- Collect school fees to supplement resources and funds made available by the state to cover the operating expenses of the school;
- Manage school funds, subject to the requirements of the Provincial Department of Education and in consultation with the broad membership of the school community;
- Keep records of all money received or spent by the school and of the assets, liabilities and financial transactions of the school;
- Prepare the financial statements annually which reflect income and expenditure as well as assets and liabilities of the school as at the end of the school year;
- Have the annual financial statements and other financial records of the school audited by a suitably qualified person who is duly registered in terms of Public Accounts and Auditors' Act of 1991, or duly appointed as such by the head of education; and
- Prepare an annual budget in which the amount of fees to be paid by each learner will be stipulated. The budget will be tabled and approved through the majority vote by the parent body at the annual general meeting (AGM) of the SGB.

2.8.4.2. Receiving and recording money

- The SGB is ultimately responsible for the receipt and recording of all money received and spent by the school;
- The SGB will appoint, in writing, a financial officer to look after the day-to-day receipt and recording of money. This person may be a member of the teaching staff of the school;
- All monies received by the school will be recorded immediately through the issue of a written pre-numbered receipt. The same number should be recorded in the receipt cash book. The completed original receipt form should be handed to the person making the payment.
- All the monies received must be placed in the school safe together with the receipt book soon after payment;
- The school should make use of pre-printed receipt books and affix the school stamp on all receipt forms issued for all payments to the school;
- A receipt should be issued for every amount of money received and of all cash surpluses;
- A new receipt should also be issued where a previously dishonoured cheque is settled by the drawer. The original cheque should be reversed in the cashbook.
- In the case of post dated cheque, a receipt should be issued on the date on which the cheque can be deposited;
- Receipts should be issued in numerical order;
- Receipts should be completed in duplicate through the use of carbon paper (if manually written).
- The details should be completed in blue or black non-erasable ink in clear legible handwriting;
- All duplicate or carbon copies must be clearly legible;
- Full initials and surname of the payer, or the name of the company or firm making payment should be written, date should also be indicated;
- The amount paid must be written in words and figures;
- The nature of payment being tendered (e.g. cash, cheque, postal order etc) must

be clearly indicated;

- The reason for payment (e.g. school fees, donation etc) must be completed in detail;
- The signature of the person receiving the payment and issuing the receipt must be clearly indicated
- No alterations may be made on any receipt. If a mistake is made, the receipt should be cancelled across the original receipt as well as its duplicate;
- Money payable to the school should be received only during the school hours by the finance officer;
- In order to reduce the risk of loss through theft or robbery, a minimum amount of money should be kept in the school safe;
- Deposit slips should be clearly and properly completed , and the deposit slip total should be balanced with the receipt book totals prior to the banking of the money, and
- Arrangements for the depositing of the money should be varied to reduce the risk of loss through robbery;

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The members of the SGB elect a treasurer after the elections. The treasurer can either be elected from the parent or educator component. If the treasurer is from the parent component challenges such as literacy status and lack of opportunity for working parents shall be experienced. The treasurer needs to be a full time person who will have to attend to receiving money from learners on daily basis as well as update the ledger book and the income and expenditure register. The treasurer from the educator component shall not have enough time to do finance work without a risk of teaching activities being neglected. There is a need, therefore for all schools to have clerks and computers for effective financial management.

2.8.4.3. Payments

- All payments made by the school, except petty cash replenishment cheques, should be made with a crossed cheque. No cash cheque should be issued;
- No cash received should be used to make payment;
- There must be three signatories to the school bank account, and they will include the finance officer and the chairperson of the school governing body;
- All cheques must be signed by two of the three signatories;
- Any alteration on a cheque should be counter-signed by both cheque signatories;
- Only one cheque book must be in use at a time; and
- According to BC Education consultants the principal can be given authority to spend money following Table 2.8 and 2.9 which give the direction on expenditure limits

Table 2.9. Withdrawal of money for services

LIMIT	AUTHORISING MEMBERS
R 0.00 to R 1 000.00	Principal and 1 SGB member
R1 001.00 to R 3 000.00	Principal and 2 SGB members
R3 001.00 to R 5 000.00	SGB chairperson and 2 SGB members
R5 001.00 to R20 000.00	SGB chairperson and quorum of SGB

Catholic Institute of Education (2001)

If the principal wants to spend an amount up to R5 000.00 the chairperson and two other SGB members should meet to give approval for expenditure. However if the principal wants to spend an amount exceeding R5 000.00 the SGB chairperson and the members of the SGB forming a quorum, should meet to give the principal a go ahead.

Table 2.10. Withdrawal of money for goods

LIMIT	AUTHORISING MEMBERS
R 0 to R1 000	Principal and 1 SGB member
R 1 001 to R 3 000	Principal and 2 SGB members
R 3 001 to R 5 000	SGB chairperson and 3 SGB members
R 5 001 to R20 000	SGB chairperson and quorum of SGB
R20 000 to -	SGB chairperson and ⅔ of SGB

Catholic Institute of Education (2001)

When an amount above R20 000.00 is needed for a particular item then the SGB chairperson and two thirds majority of the SGB should attend a formal meeting to approve the payment. This setup signals the importance of SGB in financial management of the school. Every payment from the school account should be authorised by the school governing body.

In rural schools some of the SGB members work outside the location of schools and only come home on monthly basis. As a result school progress may be retarded since approval for every cheque written must be obtained. If it is difficult to get one or two members to approve a cheque for payment, it will be even more difficult when two thirds majority have to give approval.

2.8.5. Exemption of parents from paying school fees

Parents who are unable to pay school fees on the grounds of their financial status should apply for exemption and the SGB should establish the validity of the reasons given in the application and take appropriate decision. To apply for exemption, the parent writes a letter to the school governing body stating his or her financial position. The letter should be accompanied by a pay slip or letter from the employer, and if a parent is unemployed or self employed he/she should make an affidavit saying what he/she earns, or how he/she supports the children, for example on a pension or child care grant (www.etu.org.za). A parent may qualify for full, partial or conditional exemption.

A family qualifies for full exemption if the annual net salary is less than 10 times the annual school fees payable per learner, but if the family earns an annual net salary less than 30 times but more than 10 times the annual school fees paid by each learner the parent is partially exempted. Parents who earn a net salary, which is greater than 30 times the annual school fees payable per learner is not exempted. On the other hand a conditional exemption must be related to special circumstances affecting parents' ability to pay the fee, or to the need to acquire relevant information about the parents' circumstances. Examples of the application of the proposed fee threshold are as follows (Republic of South Africa, 1997:20):

- if a school fee is R100.00 per annum. a parent whose net total household income per annum is R3000.00 would be fully exempted;
- if a school fee is R500.00 per annum, a parent whose net total household income per annum is R15 000.00 would be fully exempted;
- if a school fee is R1 500.00 per annum, a parent whose net total household income per annum is R45 000.00 he/she would qualify for total exemption; and
- if a school fee is R3 000.00 per annum, a parent whose net total household income per annum is R90 000.00 would be totally exempted (NNSSF, 1996:33 and www.capegateway.gov.za).

Table 2.11. Payment of school fees schedule

Payment of school fees schedule	School fees of R 1000 per year
Parents' earning per year	Amount payable per year
R10 000 or less	Full exemption
R10 001 – R20 000	R300 must be paid
R20 001 – R30 000	R600 must be paid
R30 001 or more	The whole amount must be paid

Source: Campher (2003)

2.8.5.1. Procedures for determining exemptions

The procedures for determining exemption of parents from paying school fees are as follows (Republic of South Africa, 1997:20):

- The governing body must inform all the parents of the contents of the resolution contemplated in section 39(1) of the South African Schools Act, and the liability of parents in terms of section 40;
- The SGB must invite applications from parents for exemption from fee paying specifying in what form application is to be made, what information or documents are applicants to provide, and the closing date for applications;
- An applicant must be afforded an opportunity to present his or her application in person or through designated representative;
- Wherever practically possible, an applicant must submit such information or documents relevant to the application as the governing body may require;
- In determining each application, the governing body must seek to reach agreement with the applicant, taking into account the information and documents submitted by the applicant and the criteria for exemption;
- The information or documents submitted by the applicant in support of his/her application must be treated in confidence by the SGB and may not be divulged to a third party without the consent of the applicant;
- The governing body must advise each applicant in writing of its decision and the reasons thereof; and
- If the application is declined, approved in a different form, or approved conditionally by the SGB, the governing body must notify the applicant of his/her right of appeal in terms of section 40(2) of SASA.

Since the governing body has to invite applications for exemption, many parents would apply. If the majority from the applications is approved, schools will run at norm and standard funds. The state allocation is not reliable since it comes late or not at all. In rural areas some children are left with their grandparents who rely on the old age pension for

providing the family. Grandparents or guardians and do qualify for exemption if circumstances warrant.

2.8.6. Dealing with parents who fail to pay school fees

If a parent/guardian has not paid school fees for his/her child/ward and the SGB determines that, that parent can afford to pay, it may take legal steps against the parent to ensure payment of the balance (G:\Parents%20responsibility.htm & North West Province, 1997:23). However before the legal steps are taken the parent must be reminded through a letter, to pay the amount due. The governing body can also summon the parent to school to hear from him/her the reasons for non-payment of their children's school fees.

2.9. THE PARENTS' ROLE AND RESPONSIBILITY

A parent is liable to pay school fees determined in terms of section 39 of SASA unless or to an extent that he/she has been exempted from payment. If the application for exemption has been turned down by the SGB the parent may appeal to the head of the department (G:\Parents%20responsibility.htm and Campher 2003:54).

2.10. POLICY IMPLEMENTATION

Every institution has policies, therefore for an institution to operate effectively depends entirely on policies and their implementation. Policy implementation is a critical issue in the changing education landscape of South Africa. Equity policies like the norms and standards for school funding are developed to address the transformation imperatives. At this stage it is important to pause and conceptualise policy and policy implementation.

2.10.1 What is policy?

A policy seeks to address a given existent or conceived problem and is determined by the context and the actors involved, by power contests and by the problem definitions

reached as a result (Weible et al., 2004: 187). On the other hand Trowler (2003: 95) defines policy as a piece of paper, a statement of intentions or of practice as policy-makers perceive it or as they would like it to be. Implicitly policy is goal driven. Much as the aim of the Republic of South Africa is to provide education to all, a policy is made in order to achieve the state's intention, hence a policy on national norms and standards for school funding. A policy can therefore be regarded as a more specific statement addressing the intentions of the act, law or vision statement. A policy can also be defined as something the state or a country intends to do or not to do. Education is provided by the tax payers who are entitled to a clear statement of aims and objectives in order that they are aware how money is being used (Craig, 1989: 127).

2.10.2. How policy is developed and travel from macro through meso to micro level

Policy-formulation is, to a great extent (Molale, 2005:5) determined by political ideology (paradigms) and political values. Normally what happens is that the political party that wins the votes will come up with its own approach to take forward the country to the dream destination. In order to achieve its objectives the political values are the most important in policy formulation. The political values such as democracy, autocracy and respect for human rights will direct policy makers in their attempt to craft policies. Democratic principles and the right to human dignity drive the South African policy formulation.

There are several approaches to policy making. Between these are classical and super-optimisation approaches (Molale, 2005:5 & Susskind, 2000:155). Classical approach, according to Molale (2005:5), as carried out by the government, concerns itself with law and order, protection of the society from attacks from outside, protection of private properties and the promotion of full enterprise.

Super-optimisation approach on the other hand concerns with reaching the maximum level of the objectives. Susskind (2000: 155) suggests that in order to reach optimum level in decision making the following prerequisites should be adhered to:

- ✓ **Representation of all relevant stakeholders.** To achieve super-optimality in decision making it is essential to involve representatives of stakeholding interests in the process of policy making. In some situations, however ad hoc representatives, elected just for the purpose of deciding how to handle a particular situation will need to be involved. It implies that for a policy to be successfully implemented, the stakeholders, who would be involved in implementation process, should be involved in policy making. Being involved in policy making from its initial stage will increase the chances of internalizing the prospective policy. When a person has internalized and owned a policy, he/she will ultimately support it. In the case of policy on norms and standards for school funding, people at provincial level have been involved when it was developed.

- ✓ **Creation of new forums for joint policy making.** National policy questions are typically handled in rather narrow arenas. Thus educational policy is usually drafted by educational agency personnel, reviewed by education specialists in the parliament and debated by education activists with the strongest possible interest in the subject. Only when the final decisions have been made are others drawn into the political debate. By that time, it is already late to craft super optimal policy proposal. Many policies fail because of failure of fair involvement of relevant stakeholders. Failure of fair involvement of relevant departmental officials and grassroots key officials responsible for spade work leads to implementation problems which lead to a total failure of policy implementation. This implies that when a policy on human resource is developed the human resource personnel at provinces should form part of policy development team at national level. The status quo should apply when policies are drafted at provincial level. To achieve super-optimality, new forums should be designed, that bring potential beneficiaries of new policies, even if they do not see themselves as formal stakeholders. For example educators at grassroots level who have extensive knowledge in the subject under discussion at national level or provincial level should be elected to the forum, which will perform advisory functions to the negotiators. This forum needs to operate fairly informal; bring knowledgeable

decision makers together before they have made their minds; and involve a range of recognised experts who can bring the parties to the most informed conclusion possible.

- ✓ **A redefinition of agency and organizational leadership.** One of the key obstacles to formulation of super-optimal policy is the resistance of agency heads, corporate chief executive officers (CEOs) and non-governmental organizations (NGOs) directors. When each senior official believes that he/she must be in charge of the process or dictate the terms of acceptable policy, the search for ways of maximizing benefits across multiple policy arenas is difficult, if not impossible. For formulation of effective policy, relevant officials should be allocated the task of drafting policy. The institutional head should therefore delegate knowledgeable and skillful educators to policy formulation endeavours (Susskind, 2000:155).

- ✓ **Effective facilitation by neutral party.** Most joint problem solving efforts involving large numbers of people need to be facilitated by a neutral party with the process management skills and fair amount of substantive knowledge about the policy in question. The parties may even think of asking the neutral to help monitor the implementation or serve a mediating role if disagreement emerges at any point in time along the way. Most wonderful policies fail simply because people who drafted them never appear on the scene when they are implemented. People who crafted policies should serve the monitoring role and ensure that regular reports on the progress of policy implementation are given to the relevant structures at regional, provincial and national level.

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- ✓ **An emphasis on strategic partnerships.** The implementation of super-optimal policies often requires "partnering" among unfamiliar coalition participants. Thus, the strategic partnerships, involving cooperation among the groups, which have not worked together before, may be necessary.

2.10.3. The rational model of policy formulation

According to Bush (1995:38) and Molale (2005:9) policymaking is always a political process where competing groups, interests and ideologies continue to fight over the shape of education policy. However the formulation of policies is to a great extent influenced by the ruling party. The rational model sequence is perception of the problem or choice of opportunity; analysis of the problem, including data collection; formulation of alternative solution or choices; choice of the most appropriate solution to the problem to meet the objectives of the organisation; implementation of the chosen alternative; and monitoring and evaluation of the effectiveness of the chosen strategy.

2.10.4. What is policy implementation?

Policy implementation, as viewed by Molale (2004:36), is the process (not task) of putting action plan into practice with the purpose of achieving the desired results. Policy is concerned with the nature and extent of actual change, as well as the factors and processes that influence how and what changes are achieved (Fullan, 1998:217). According to Downey (1988:64), policy implementation is characterised by development of rules, regulations and guidelines to carry out decisions; modification of decision to reflect operational constraints, including incentives and resources; translation of decision into operational terms; setting up programme goals and standards, as well as schedule of operations. Implicitly policy implementation means putting theory into practice.

2.10.5. Approaches to policy implementation

The two approaches to policy implementation, (Trowler, 2003:123), are top-down and bottom-up. Top-down approach is when the implementation of the policy is enforced from above. The National Department of Education enforces the provincial departments to execute policies. For example the school funding policy (national

norms and standard for school funding) the national department makes the provinces to implement it. According to Nais et al., (1989:148), the effectiveness of top-down approach depends on the existence of a close personal relationship between the leader and the led. They go on to say if it is at school level domination is most obviously exemplified by coercive displays such as threats, sarcasm, verbal abuse or humiliation, as well as, sometimes, by physical violence or restraint. In the case of departmental officials they sign performance contract for a period of five years, which imply if they cannot perform up to the required standards their contract will not be renewed. On yearly basis the performance appraisal system will not favour them, which results in failure to get their personal increment. In order for the mangers to implement policy successfully through top-down approach they should (Trowler, 2003:125):

- Create and sustain the commitment of those involved;
- Have clear and stable policy objectives;
- Ensure that there is a real expectation of solid outcomes inherent in policy, not just symbolic ones;
- Ensure that the policy innovation has priority over competing demands;
- Ensure that the casual theory which underlies the policy reform is correct and adequate;
- Allocate sufficient financial resources; and
- Create, as far as possible, a stable environment within which policy is being implemented.

On the other hand bottom-up approach is whereby the pressure for policy implementation is exerted from the lower level to the higher level. This approach according to Trowler (2003:134), is having the following disadvantages:

- Bottom-up approaches overestimate the discretion of the lower level actors and fail to recognize sufficiently the constraints on their behaviour;

- ❖ They do not explain the sources of actors' definitions of the solution, perception of their own interests;
- ❖ The upper levels set the ground rules for negotiation and these are not recognised by the bottom-up approach; and
- ❖ The criticisms of the top-down approach are overstated. Top-down approach is criticized to have multiple agendas and ambiguity which create room for interpretation and maneuver below.

McKenzie (1997:17) argues that in practice, policy formulation and implementation are closely intertwined – they are two sides of the same coin and cannot be compartmentalised. This requires, if a policy is to be successfully formulated and implemented, a close relationship between policy makers and implementers. This implies that if a policy is to be successfully implemented stakeholders such as provincial head of department's representative, regional managers, area project managers, and principals should be part of the policy formulation team.

Molale in North West Education Department (2006: iii) argues that it has always been difficult to fully and successfully implement policies especially those related to resources. Wildeman (2001:7) also sees the implementation of policy as problematic since almost all the provinces could not spend all the money for norms and standards for school funding as per paper budget, thus disadvantaging schools because the balances are not rolled-over to the ensuing year. The schools forfeit the unspent money. The information provided in Table 2.11 shows how provinces under spent on 2000 norms and standards allocations.

Table 2.12: Under-spending on the budgeted norms and standards allocations - 2000

Porvince	E Cape	F state	KZN	Umpum	N Cape	N West
2000 budget	R279.923 million	R113.9 million	R174.6 million	R99.574 million	R57.7 million	87.3 million
Total spent	R3.467 million	R67.872 million	R131.6 million	R63.613 million	R49.5 million	R53.694 million
Under- spending as a % of total budgeted allocation	98.8%	40.4%	24.6%	36.1%	14.2%	38.5%

Source: Wildeman (2001:7)

Basing on the information provided in Table 2.12 Wildeman (2001:8) made the following recommendations:

- The provincial departments come up with strategies that would prevent under-spending. The districts or regions should be empowered to deal with this problem;
- Better communication strategies explaining the impact of school funding policy on public schools;
- Publishing norms for spending on the maintenance part of the allocation;
- Publishing norms and standards in provincial budget statements, which bring stability to the allocations that go to public schools; and
- Publishing actual expenditure data by all the provinces so as to allow the legislature to assess the progress made in the implementation of redress policy.

2.10.6. Major challenges in policy implementation

The challenges in implementing the policy are (Trowler, 2003:145):

- Lack of monitoring and support by the policy makers (government) with the presumption that once labourious job of crafting policy is finished, a policy document can be sent to the implementers to do the simple work of implementation; and
- The government develops an "innovation bundle" and think of it as a single policy. In a bundle of loosely defined and loosely coupled innovations each strand is subject to competing interpretations and alternative viewpoints.

2.11. PAYMENT OF SCHOOL FEES IN OTHER DEVELOPING COUNTRIES

The following discussion focuses on how education systems in Botswana, Lesotho and Kenya are funded by their states.

2.11.1. Payment of school fees in Botswana

Botswana has been implementing free education for more than 20 years, from primary school to tertiary education, however, recently seeing that it can no longer afford the burden alone, the country reintroduced school fees, which is referred to as "cost sharing in education" (Republic of Botswana: 1; URIN news. Org. (2005:1) on line www.urinnews.org and BBC news (2006:1) on line www.bbc.co.uk). Cost sharing is 5% of the amount the Department of Education pays per learner per annum as reflected in Table 2.13.

Table 2.13. Cost sharing formular

Level	Cost per student per annum	Cost sharing per student per annum
Junior secondary school	P6 000	P300
Senior secondary school	P9 000	P450
Technical education	P15 000	P750

Source: Republic of Botswana (2006)

2.11.1.1. Exemption of parents from payment of school fees

According to the Republic of Botswana (2006:2) the criteria used to exempt parents from payment of cost sharing in education is as follows:

- A student from a destitute family;
- An orphan;
- A needy student;
- A student in need of care and registered with the Social Welfare Services;
- A student whose parents are terminally ill and incapable of caring for the student materially; and
- Students from households whose total earnings are less than P550 per month will pay fees as follows for students at secondary schools and technical colleges:
  (a) One to three children at secondary school and technical colleges pay for one child;
  (b) Four to six children pay for two children; and
  (c) Seven children and above pay only for three children.

2.11.1.2. Referral

In order to ensure that eligible people receive assistance the following key players identify and refer such cases to social workers and remote area development officers:

- Parent/ guardian/care-giver;
- Fellow student;
- Social worker/remote area development officer;
- School/college management;
- Community based organizations (CBOs); and
- Community leaders.

It can be deduced that Botswana started funding education for learners at 100% and in 2005 cost sharing was introduced so that parents also take financial responsibility of educating their children. Like South Africa, Botswana has planned to exempt parents who have financial problems, from paying school fees. Identifying learners whose parents should be exempted is easier than in South Africa because any person can refer learners to the social workers.

2.11.2. Payment of school fees in Lesotho

Lesotho introduced free primary education whereby parents pay no school fees for learners in primary schools except post primary schools (Kingdom of Lesotho 2001:1). The money allocated to schools, to enhance free primary education policy, is divided into two compartments, which are recurrent costs and capital costs. Capital costs are specifically for classroom construction and textbooks while recurrent costs is for stationery, feeding programmes, maintenance, operating expense as well as personnel salaries and wages.

It is revealed from the literature that Lesotho has introduced free education at primary school. There is no age restriction in the admission policy. It is therefore possible that learner intake will increase far more than expected. Far worse there is the possibility of learner discipline getting out of control due to the age of learners admitted at grade 1. Effective education is compromised by free education policy. Overcrowding of classrooms will be experienced since there is no admission policy which indicates age restriction.

2.11.3. Payment of school fees in Kenya

In Kenya the Ministry of Education is responsible for educators' salaries only and the school committees are responsible for learner teacher support material, stationery, services, furniture, buildings and teaching aids (Miguel 2000:4). Due to the high unemployment rate and meager salary for working class, the school fees charged is low. It ranges from 200 to 500 Kenyan shillings, which is $5 to $12. Only parents of children attending school pay the school fee.

The other source of fund is fund raising, which is done by both the parents of learners at school and the general community (irrespective of whether they have children at school or not). According to Miguel (2000:4) the parents as well as the other community members meet and publicly pledge their financial support for a planned school investment project, such as the construction of classrooms or purchase of furniture. Collection of school fees in Kenya like in South Africa is very problematic. Nevertheless in Kenya churches are used to persuade parents to pay school fees or community members to honour their pledge. In school fees, parents who have paid force those who have not paid to do so. School principals sometimes send learners home to fetch money. If they do not bring it they are suspended for couple days.

2.12. FUNDING SCHOOLS IN THE DEVELOPED COUNTRIES

The following discussion focuses on the United States of America and Australia:

2.12.1. United State of America

The state funds education in two different ways that are discretionary and formula funding (Lunenburg and Ornstein, 2004:401). Discretionary funding is paid out to the needy children whose parents cannot afford payment of any fund to the school. While on the other hand formula funding is the money paid to learners on equal basis regardless of

their parents' financial status. The state uses different methods to finance public education (Lunenburg and Ornstein, 2004:401). These methods are:

- **Flat-grant model:** In this method there is a fixed amount stipulated per child. The state multiplies the fixed amount by the number of children in a district and pays the calculated amount to the school district. Although it is the simplest method, it is irrational because it pays all the learners the same amount irrespective of where the schools are situated. The unemployment rate and poverty levels of the community are not taken into cognisance when the amount to subsidise school with is determined.

- **Foundation plan:** The purpose of this method is to guarantee a minimum annual expenditure per learner in all the school districts. This implies that the state gives the school districts the minimum amount irrespective of the socio-economic status of the district. Schools financed through this method, especially those with high rate of low-income learners, struggle to meet their targets and obligation for effectiveness and efficiency.

- **Power-equalising plan:** In this method or scheme the state pays a certain percentage of the local school expenditures in inverse ratio to the wealth of the district. Financially viable school districts are given fewer matching dollars despite the fact that schools districts are allowed to budget for themselves.

- **Guaranteed-tax base plan:** This type of a plan, the philosophy of power-equalising plan, equalises the fiscal capacity and the expenditure. It is accomplished by determining an assessed valuation per learner, which the state guarantees in the local school districts. The state then pays the difference between what the local school districts pay per learner and what the state guarantees per learner.

- **Weighted-student plan:** In this scheme learners are weighted, in proportion to their special characteristics such as handicapped and disadvantaged as well as their special programmes like vocation or bilingual, to determine the cost of instruction per learner. A learner with normal health condition gets lesser than a physically challenged leaner.

- **Choice and voucher plans:** The plan allows parents to use their own discression in deciding to which school their children will attend. If they want to register their children at public schools they are given financial vouchers to pay for their children's education there.

2.12.1.1. The role of local authorities in financing schools

It is the responsibility of the states to finance education at public schools but the states have shifted this responsibility to local schools districts (Lunenburg and Ornstein 2004:389). In order for local school districts to fund schools they depend entirely on property tax, user fees and tobacco settlement. These are fully explained hereunder:

Property tax

The market value of the property owned by citizens is turned into asset value using a certain index or formula. The asset value is usually less than the market value. Property tax is calculated from the asset value, for example a property with a market value of $80 000 might have an asset value of only $20 000. The property tax is paid to the local authorities that in turn divide a certain percentage to schools within their boundaries.

User Fees

The local school districts allow the community to use the school facilities such as halls, classrooms and textbooks and charge them a certain amount.

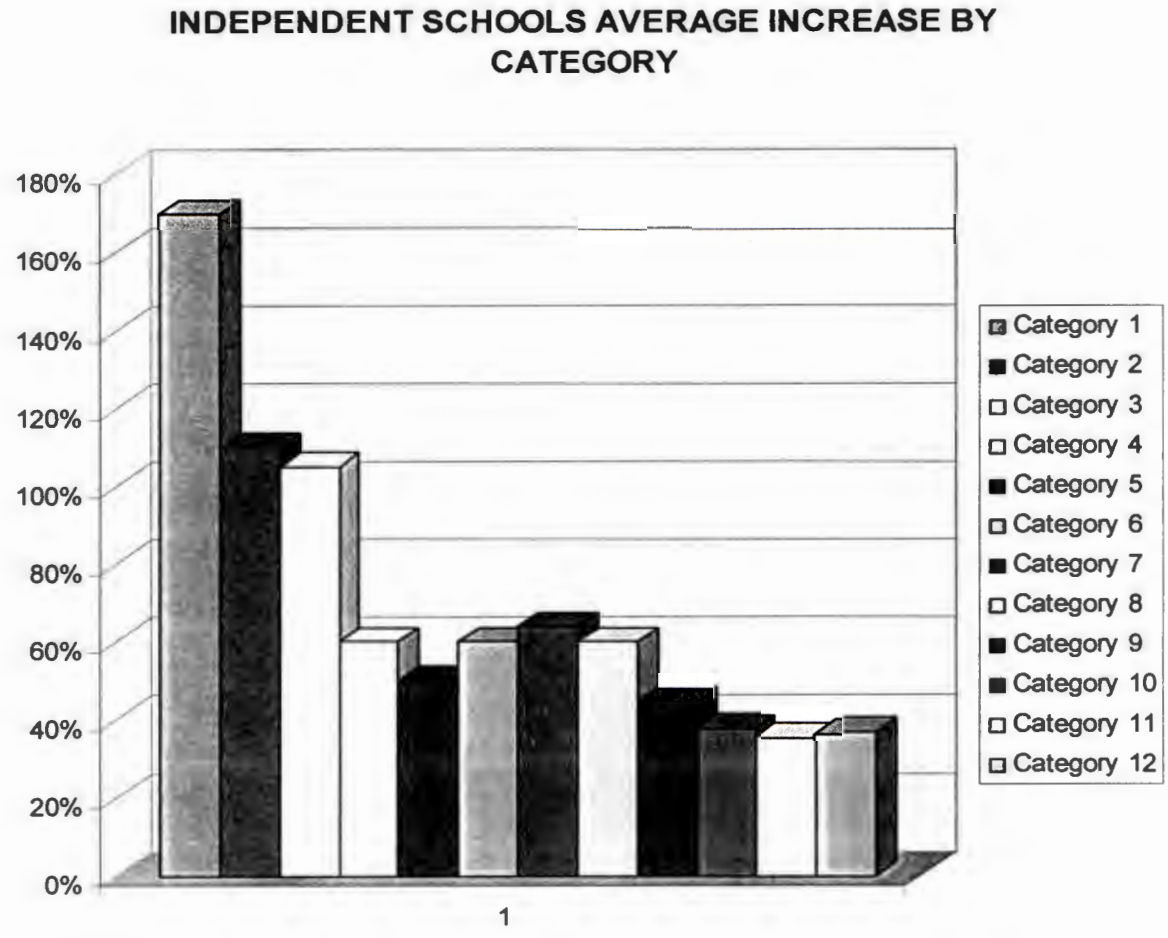
In conclusion the government of the United States of America funds learners so that every learner, whether his/her parents are rich or poor can attend school. It is the responsibility of the state to build schools, pay educators and supply learner teacher support material. The government also subsidise private schools. The intention is to ensure education to all, no matter where they attend.

2.12.2. Payment of school fees in Australia

Like in South Africa, Australia has both public, termed state government schools and catholic and independent (private) schools. The state government schools enroll 68% of the learner population while catholic and independent schools admit 32% (Lunenburg and Orstein, 2004:390). The Australian government gives state schools 76% while catholic and independent (non government) schools receive 24% of the total public funding for schools. In the past the private (catholic and independent) schools were divided into twelve categories, which ranged from the wealthiest (category 1) to the poorest (category 12). This was intended to bring equity in education provision so that the under-resourced schools are brought closer to the well resourced ones.

In 2003 the Australian government abolished equity policy and made huge increase of about 290% to schools once classified under category 1 to bring about parity in all private schools. According to Lunenburg and Orstein (2004:392) the state abolished categories and all private schools were given the same treatment in fund and resources distribution. The funds increase in private schools according to categories is shown in Figure 2.1.

FIGURE 2.1.



Source: Lunenburg and Ornstein (2004)

In summing up the Australian government has a strategy for collecting school fees. Parents who have paid school fees are used to demand school fees from those who have not paid. Unlike in South Africa progress reports of learners who have not paid school fees are withheld. It is evident that state schools due to more subsidy received, enroll many children as compared to private schools.

2.13. CONCLUSION

In order for schools to deliver quality education they depend mainly on funds. The bulk of school fund comes from the government in the form of staff salaries, establishment of classrooms and other buildings. The government provides learner teacher support material. On top of all these activities that cost the South African government billions of rand, the government through the PED gives schools money under section 21 or non section 21 status to pay for the day to day activities at school level. No fee schools have also been introduced to ensure education for all.

The school governing bodies have the responsibilities of ensuring that school allocation is used for the purpose it is meant for. To ensure that this responsibility is carried out the department has developed a monitoring strategy whose effective use is ensured by the SGBs. These monitoring strategies are budgeting, variance reports, auditing of finance books and submission of audited report to department and parents annually. It is observed that the National Department of Education has divided schools into two categories, which are section 21 and non-section 21 schools. Section 21 schools funds are paid into those schools' accounts while non-section 21 schools funds are kept by the Provincial Education Department and the schools only place orders with the department.

Kenya has a good strategy of making parents to pay school fees, especially those who have paid school fees pressurising those who have not paid to do so. This is parental involvement and a sense of ownership that the Kenyan people have developed, which South Africa can adopt. Parental involvement contributes positively towards learner achievement and effective schools.

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CHAPTER 3
RESEARCH METHODOLOGY

3.1. INTRODUCTION

The purpose of this chapter is to reflect the methods employed in the gathering of data for this study and the chapter also reflects the rationale for selecting the instruments used in gathering data, as well as the population and sampling techniques.

3.2. RESEARCH DESIGN

Both qualitative and quantitative methods were used in this study and the following discussion focused on methodology employed in the collection of data.

3.3. DATA COLLECTION AND INSTRUMENTATION

There are different options for collection of data in research, which, among others include tests, mail survey, checklists, questionnaire, records and document review as well as interviews (personal or telephonic) (Mertens, 2005:343). A Questionnaire and interview were used in this study to collect data. Leedy and Ormrod (2005:104) state that after the researcher has identified the research methodology, he or she has the task of identifying how to gather the data necessary for resolving the identified problem.

3.3.1. QUESTIONNAIRE

According to Cohen et al., (2000:245) the questionnaire is a widely used and useful instrument for collecting survey information providing structured, often numerical data which can be administered even if the researcher is not there, which can also be kept confidential. McMillan and Schumacher (2001:257) also support the idea of anonymity and further indicate that a questionnaire saves money. The copies of questionnaire can be posted to the respondents and the researcher includes stamped and addressed envelopes

for respondents to return the copies of a questionnaire. In this study the questionnaire was used to collect data from 71 respondents, who were principals from both primary and secondary schools in the Bophirima region. Many researchers use questionnaire because of its advantages, which Legotlo in (Motlhabane, 2005:44) and Mertens (2005:345) list as follows:

- It can be administered to many people;
- Most of the people are familiar with the questionnaire – it is not new to them as many researchers use it;
- The information can be collected from different respondents within a short space of time;
- It hides the name of the respondent therefore he/she gives information freely knowing the confidentiality thereof;
- Many sample questionnaires exist and can be designed with ease;
- It is easy to analyse; and
- It is cheap to administer.

The following are the disadvantages of the questionnaire:

- The response rate is sometimes low;
- Sometimes people have negative attitude towards questionnaire;
- Misinterpretation of questions and/or statements cannot be explained since the researcher shall not be available; and
- It may be frustrating to some respondents (Alreckand & Settle and Mouton as cited by Motlhabane, 2005:45):

3.3.1.1. Designing the questionnaire

Mertens (2005:182) and Cohen et al. (2000:258) suggest that in order for a questionnaire to be concise the researcher should ensure that clear instructions accompany every section of the questionnaire. In this study long sentences, leading to ambiguity were

avoided. Questions or statements were organised in a logical sequence and questions with related items were grouped together.

The statements or items are grouped as biographical and demographical data; quintile details; payment of school fees; section 21 schools; non-section 21 schools and accounting, which are named section A – E respectively. Under each group there are about five statements or items. The columns against each statement are provided where the respondent would make an x in the appropriate one.

3.3.1.2. Piloting the questionnaire

It is important that a questionnaire be pre-tested to ensure its validity, reliability and practicability (McMillan and Schumacher, 2001:267 and Cohen et al. 2000: 260). In this study the questionnaire was piloted with five respondents similar to the intended group of respondents (Mertens, 2005:182). The purpose of pre-testing was to determine all the errors and loopholes and also to check the duration of the questionnaire. The questionnaire was thereafter rectified and finalised before it was administered to the respondents. Cohen et al. (2000:260) state that piloting has the following purposes:

- To find out whether clarity of questionnaire items, instructions and layout have been observed;
- To eliminate ambiguities or difficulties in wording;
- To check time taken to complete the questionnaire;
- To identify redundant questions or statements; and
- To identify commonly misunderstood or non-completed items.

3.3.1.3. Administering the questionnaire

The questionnaire was administered to the population of 71 respondents selected randomly from the entire region. For a period of three weeks 71 schools were visited to deliver and collect questionnaires from principals who were participants.

3.3.1.4. Covering letter

A covering letter was submitted to the regional director asking for permission to conduct research in the region, with the presumption that the same would be cascaded down to the area project office managers and cluster leaders. At some area project offices the letter was submitted and the manager stamped and signed it. The permission letter was shown to principals to confirm that permission had been granted. Refer to annexure D.

3.3.1.5. Follow up of questionnaire

When the researcher gave copies of the questionnaire to the respondents he/she expects positive response from the respondents. Sometimes it happens that the response is below the expectation. Legotlo and Teu (1998:27) state that it is important to follow up the questionnaires that have not been returned since it will maximise response rate. It is on this ground that the non-returned copies of the questionnaire were followed up with the respondents either by phone or per visit.

3.4. POPULATION AND SAMPLING

The sample was drawn from the population of 470 principals in the Bophirima region, which was 15% of the total populatioin. The Bophirima region is constituted by five area project offices, which are Gasegonyane, Greater Taung, Kagisano Molopo, Moshaweng and Taledi. The regional register of schools was obtained from the region to identify names of schools.

McMillan and Schumacher (2001:159) and De Vos et al. (2002: 199) state that the sample is just a fraction of the entire populations, which represent the large group. It is, in practice, difficult to go from school to school and reach all the 470 schools within the intended time of study. Therefore a subset of the population was identified and used in this study. There are two methods of sampling, which can be used to identify the

respondents from a large group of people, which are probability and non probability sampling (Leedy and Ormrod, 2001:211).

3.4.1. Probability sampling

Probability is also referred to as random sampling because the sample is randomly chosen from a large group (McMillan and Schumacher, 2001:160 and Cohen at al., 2000:99). Cohen also reveals that probability sampling is the most useful technique which the researcher can use in order to generalise, since it seeks representivity of the wider population. It is the type of sampling, which is less biased.

The different types of probability sampling are simple random sampling, systematic sampling, stratified sampling, cluster, stage and multi-phase sampling (Cohen et al., 2000:99). These types of sampling are discussed hereunder:

- **Simple random sampling:** This is a sampling method whereby each member of the identified population has equal chance of being chosen. The probability of a member being selected is not affected by the selection of the other members of the population.

- **Systematic sampling:** Systematic sampling is a method where the respondents are chosen from the population under study in a particular pattern. For example when there are 500 people in a population and the sample size is 100 people, every fifth person is going to be selected until the number 100 is reached. In the case of interview for this study five principals were selected using this method. Every ninety fourth member of the population of 470 principals was selected until the total number of five principals/schools was reached.

- **Stratified random sampling:** If the population consists of different types of people, these people are placed in different classes (strata). If there are Methodists, Catholics and Protestants roughly equal in size, the same number of

people is going to be drawn from each stratum. In stratified random sampling there is a guarantee of equal representation of each of the identified strata (Leedy and Ormrod, 2005:202).

- **Proportional stratified sampling:** In this method the population with different members is divided into strata so that people of the same characteristics are in the same stratum. If the number of members in the strata differs vastly the same is chosen in accordance with the proportions of each group. This is the method that has been used to select the sample for this research. The three strata in this study are the Ex-model C schools, schools from urban area and those from rural settlement. They had the population of 10, 24 and 436 principals respectively. The sample selected was 2, 4, and 65 principals respectively.

- **Cluster sampling:** This is a method whereby the population that lives in a vast area is divided into smaller units. An example is where the municipal area is divided into wards. After the area has been divided into wards and there are eight wards, two wards can be used as a sample and all the members in those wards will be used for research;

- **Stage sampling:** It is an extension of cluster sampling whereby the sample is chosen from the sample. An example may be to choose a number of schools randomly, and from within each of these schools select a number of classes at random and from within those classes select a number of learners to use in the research.

- **Multi-phase sampling:** In this method the purpose changes from stage to stage. For example at phase one the selection may be based on geographical position, in stage two the focus shifts to economic criterion and so on.

3.4.2. NON PROBABILITY SAMPLING

This is the method, which is appropriate in ethnographic research, action research or case study research where there is no need to generalise. There are several types of non-probability sampling, which include convenience, quota and purposive sampling.

- **Convenience sampling:** In convenience the subjects are drawn on the basis of accessibility. Leedy and Ormrod (2005:206) refer to convenience sampling as accidental sampling since it takes people who are readily available. For example those who arrive first at the scene.

- **Quota sampling:** Quota sampling selects the respondents non-randomly but proportionally from the general population. If there is, more or less the same number of boys and girls in a particular grade, the researcher is going to decide on a sample of say 20 boys and 20 girls. The first 20 to arrive on each side would be interviewed or given copies of the questionnaire to fill in.

- **Purposive sampling:** The respondents are drawn from the people who are informative about the topic of interest. For interview on NNSSF the respondents from the regional departmental officials identified were senior regional finance officials, provisioning head, and area project office managers, who have the first hand information regarding school funding. The names of these officials were written on pieces of paper. The pieces of paper were folded to hide the names and thereafter were put in a cup. A child was asked to pick up five pieces of paper one by one.

3.5. INTERVIEW

Cohen et al., (2000:267) regard interview as an interchange of ideas between two or more people on a topic of mutual interest and see the centrality of human interaction for knowledge production, and emphasize the social situatedness of research data. The

interview technique is flexible and adaptable to different situations (McMillan and Schumacher, 2001:267).

The disadvantages of interviews that the researcher must be aware of are that the respondents may feel uneasy or uncomfortable and apply avoidance tactics to dodge the difficult or challenging questions; and that many of the meanings which are clear to one respondent may not necessarily make sense to the other respondent (Cohen et al., 2002:267). On the other hand advantages are that there is a high rate of response; the method can also be used in people who cannot read.

There are different types of interview, which, according to Cohen (ibid) and Leedy and Ormrod (2005:184) are:

- ✓ Informal conversational interview where questions are asked from the immediate context in the natural course of things. In this type of interview questions are not predetermined.
- ✓ Interview guide approach – The topics and issues to be covered are specified well in advance. Questions are not set in advance but during the course of the interview.
- ✓ Closed quantitative interview – Questions and response categories are determined in advance.
- ✓ Semi-structured interview – In this interview questions are predetermined but, however the questions are not sheepishly followed. This implies that the interviewer can clarify, probe an interviewee's reasoning or ask follow-up questions. This is the method used in gathering the information around the national norms and standards for school funding. The aid of tape recorder was used to simplify and accelerate the process. Principals were asked nine questions while department officials only five. Enough space was left under every question so that the researcher can summarise the response of the respondent during the interview. The summary of the respondents was compared against the tape-

recorded response and necessary corrections were made. Refer to annexure B and C for principals and department officials interview schedule.

3.6. DATA ANALYSIS

Data for this study were analysed through the assistance of statistics department at North West University, Mafikeng Campus. Frequency and frequency percentage, mean and standard deviation were used in interpreting data.

3.7. CONLCUSION

Quantitative as well as qualitative methods were used in this study due to the nature of data needed to evaluate the issues and challenges in the implementation of school funding policy. The principals and the departmental officials participated in the study. Fifteen percent of the total number of principals in Bophirima region was used as the representative sample of the total population. Stratified sampling technique was used to ensure fair choice of sample representatives.

CHAPTER 4
PRESENTATION AND ANALYSIS OF DATA

4.1. INTRODUCTION

The data were collected from principals in the Bophirima region using the questionnaire as well as the interview schedule whereby some principals, APO managers, cluster leaders and regional finance officials were interviewed to gather the information on the progress made on national norms and standards for school funding. The purpose of this chapter is to reflect an analysis of the data collected for this study.

4.2. REVIEW OF SUBJECTS

Of the total number of seventy one respondents only sixty returned copies of the questionnaire, which is 84.5%. In the case of interviews both the principals and the department officials, 100% of the interviewees participated in the interviews. All the seventy one respondents were given the copies of the questionnaire. The respondents who did not return the copies of the questionnaire were followed up by telephone or by visiting them. This exercise improved response until only eleven copies of the questionnaire were not returned.

4.3. ANALYSIS OF DATA COLLECTED THROUGH QUESTIONNAIRE

4.3.1. Demographic and background characteristics of respondents

1. AGE

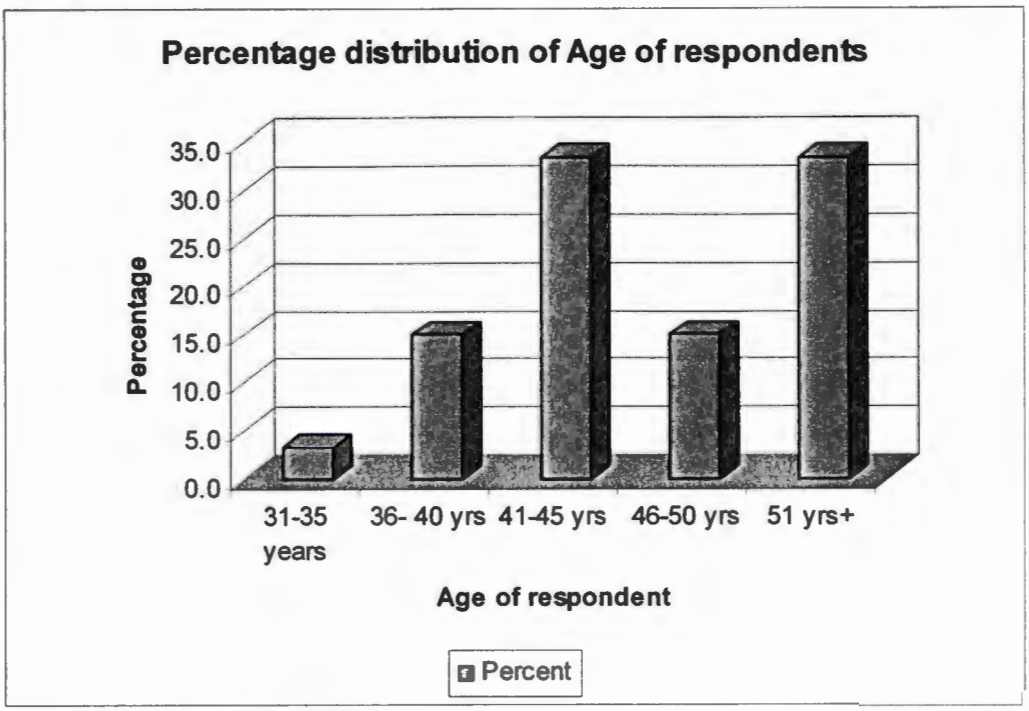


Figure 4.1: Age of the respondents

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Figure 4.1 illustrates the distribution of respondents by their age groups. From information in Figure 4.1, the biggest number of respondents fell within the 41-45 age group and 51+ years age group each constituting twenty out of sixty respondents (33.3%), followed by 36-40 yrs and 46-50 years age group constituting nine out of sixty respondents (15.0%). The age group 31-35 years has the least number of respondents with just two (3.3%) respondents. This shows that indeed the principals were usually older in age as the majority is above 41 years of age. This implies that the majority of principals are matured people who have a wide range of experience in education system. When national norms and standards for school funding policy was introduced the majority of them were already in the field. They were either in management or post level one position. One can therefore trust the information that they will provide.

2. GENDER

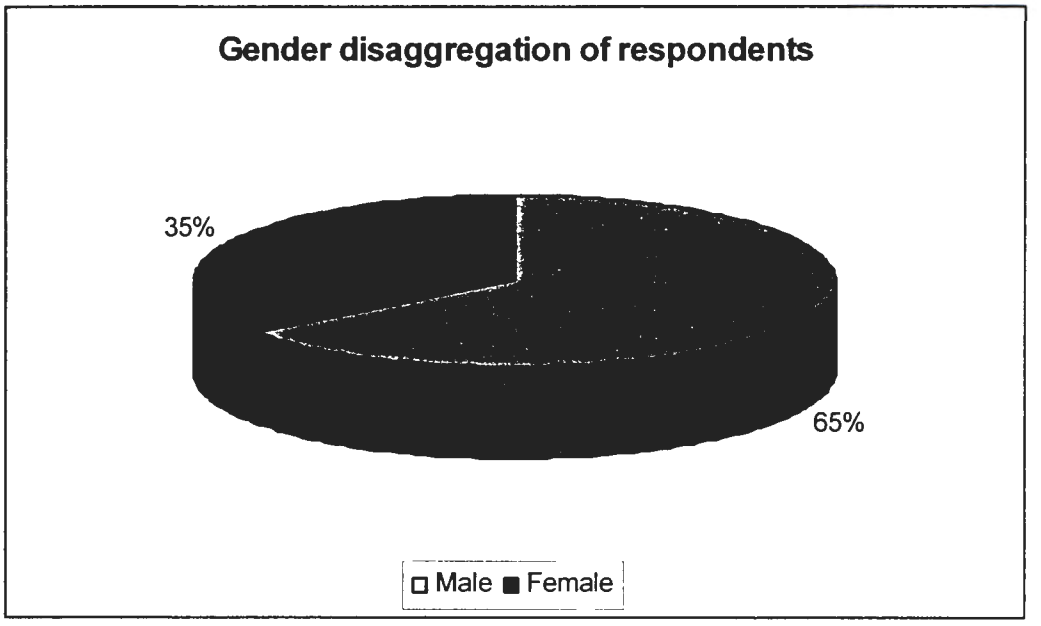


Figure 4.2: A Graphical presentation of respondents by gender differentiation

Figure 4.2 shows that of the sixty respondents from the schools, thirty nine (65%) were males while twenty one (35%) were females. This shows that males rather than females head most of the schools. This implies that employment equity as enshrined in the Employment Equity Act, No 55 of 1998 is far from being realised by the Department of Education in the Bophirima region. The appointment of lady educators in the principalship posts should be looked into.

3. EXPERIENCE IN PRINCIPALSHIP

Table 4.1. Experience in principalship

Experience	Frequency	Percent
3 yrs and below	8	13.3
From 4 to 6 yrs	12	20.0
7 yrs+	40	66.7
Total	60	100

Table 4.1 shows the years of experience attained by the principals of the sixty schools that were selected for the study. From the results it is deduced that the majority of the principals had a high experience in principalship. This is depicted by the highest experience of seven years and above having forty respondents (66.7%). Twelve respondents who stated that they had four to six years of experience contributing 20% and it is only eight respondents who had experience below three years contributing 13.3% follow this. Thus it is concluded that most of the principals were highly experienced in terms of number of years in service.

4. HIGHEST PROFESSIONAL QUALIFICATION

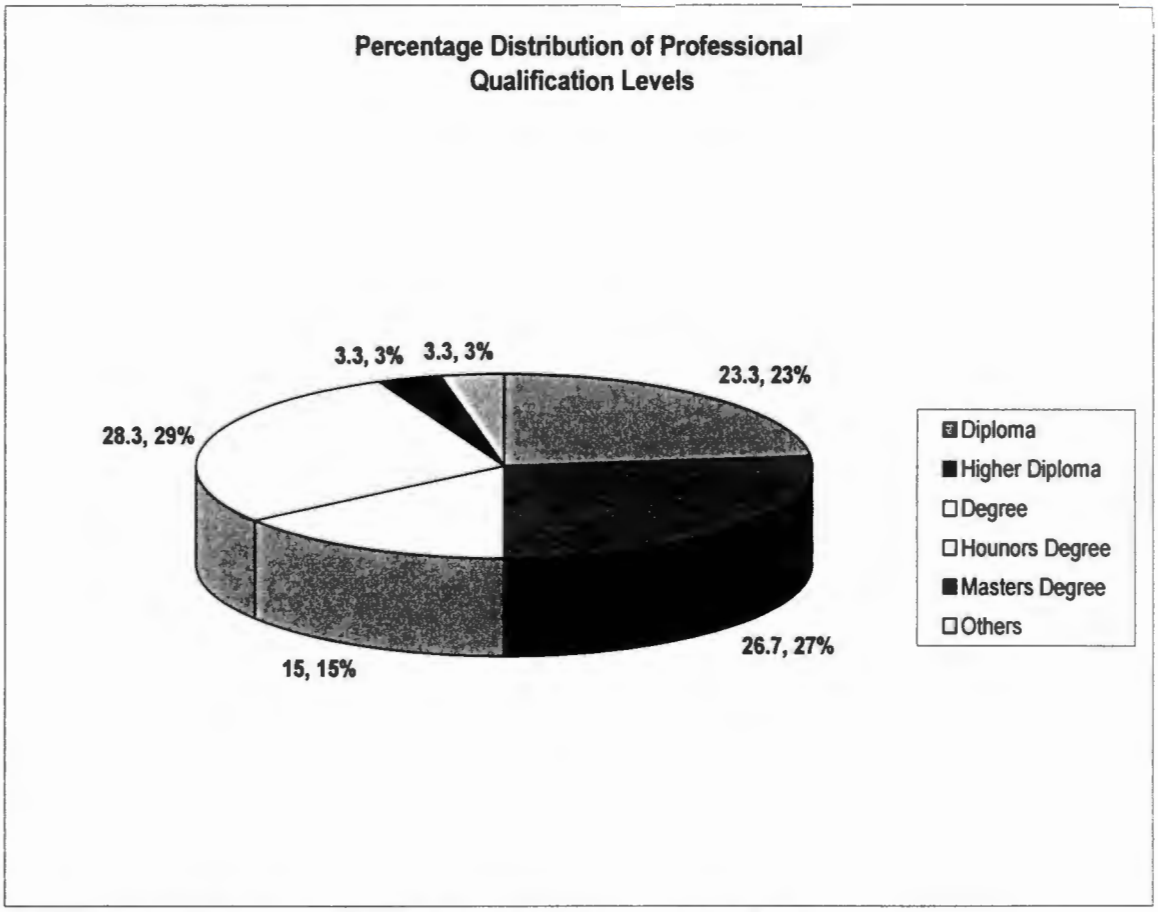


Figure 4.3: Graph showing highest qualification attained

Figure 4.3 shows the level of educational attainment or professional training of the sixty respondents. The highest number of respondents was seventeen (28.3%) with an honours degree, followed by sixteen respondents (26.7%) with Higher diploma, fourteen (23.3%)

with a diploma, and nine respondents with degree qualifications constituting 15% of the total respondents. The least number of qualifications reported was the master's degree level and other qualification that in this case is Primary Teachers Certificate (PTC) with only two respondents (3.3%) each. This showed that the principals of the schools were adequately trained and educated as honours degree level is sufficient for principalship. However a conclusion can be drawn that most of the principals are not motivated in taking up further studies as depicted by the low levels of masters' degree.

5. SETTLEMENT TYPE OF SCHOOL

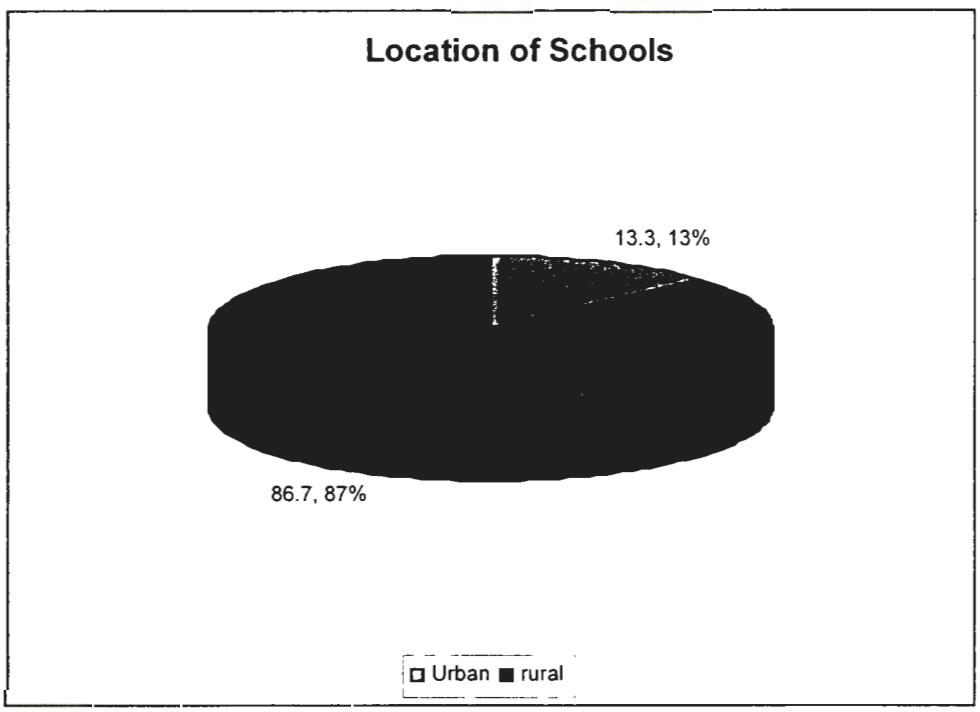


Figure 4.4. Location of the schools

The information in Figure 4.4 shows that among the sixty schools selected the majority, constituting fifty two (86.7%) were from a rural location, while only eight (13.3%) were from urban areas. The demographic background of location of schools was important in this study as it helped in drawing conclusions on the differences in delivery of education related services both in rural and urban schools. This implies that the majority of schools

in the Bophirima region are in rural areas resulting in most of schools falling in quintile 1 and 2.

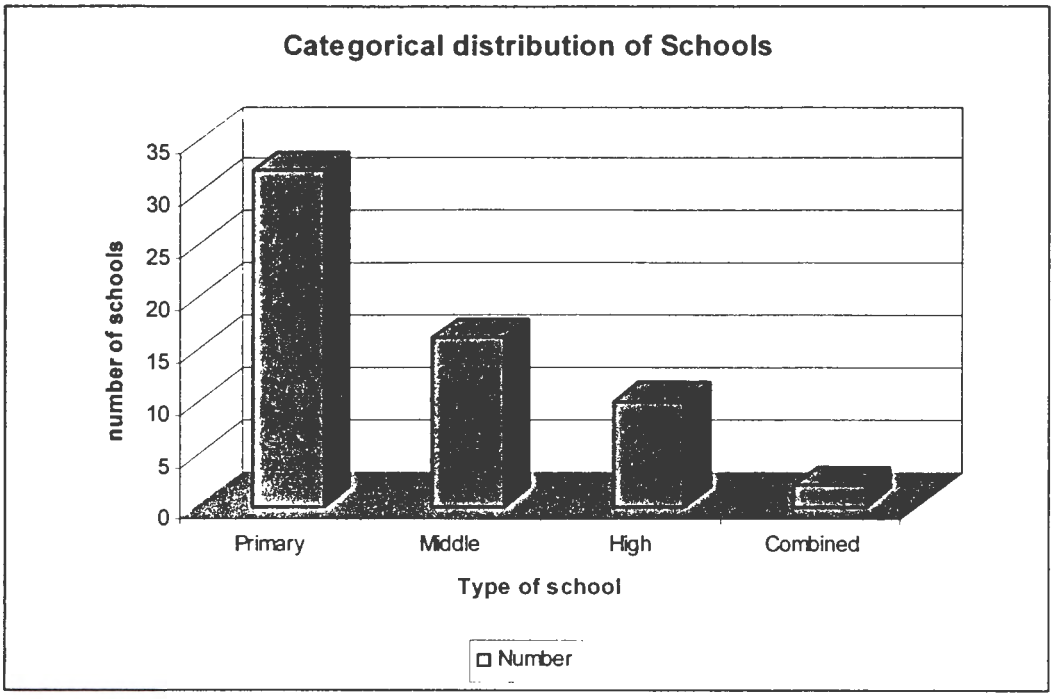


Figure 4.5. School category

The data in Figure 4.5 reflect the distribution of schools selected by category as follows: There were thirty two primary schools out of sixty, constituting 53.3% of the total, sixteen (26.6%) middle schools, ten (16.7%) high schools and only two (3.3%) combined schools. Hence the highest number of respondents for the sample was drawn from primary schools. This implies that there is a shortage of high schools, which would lead to high rate of dropouts and over crowding in high schools.

4.3.2. Quintile details

The school has been allocated section 21 status.

Table 4.2. Section 21 status of Schools

Section 21 Status	Frequency	Percent
Yes	47	78.3
No	13	21.7
Total	60	100

Table 4.2 shows that there were forty-seven section 21 schools selected constituting 78.3% while non-section 21 schools were thirteen (21.7%). This shows the intention of the Department of Education to give the schools money to pay for the services and resources according to their needs and priority. It can be concluded that the Department of Education wants to ensure that all schools are given section 21 status.

What is the quintile number of the school?

Table 4.3. Classification of schools by quintile Level

Quintile Level	Frequency	Percent
Quintile 1	22	36.7
Quintile 2	12	20.0
Quintile 3	12	20.0
Quintile 4	5	8.3
Quintile 5	9	15.0
Total	60	100

The schools were classified in Table 4.3 and the data indicate that twenty two of the schools were quintile one contributing 36.7% of the total sample, twelve were quintile 2 and quintile 3 respectively each constituting 20%, nine were quintile 5 contributing 15% of the schools selected and the least number was five schools (8.3%) from the quintile 4. From Figure 4.4 eight schools were in urban area which implies that at least eight schools

should be in quintile 4 and 5. Now fourteen schools are classified under quintile 4 and 5, which implies that there is a high possibility of wrong quintile classification, since sixty five schools (refer to Table 1.5) from the sampled ones were from rural area, which presumably were in the previously disadvantaged area. Nine schools have been classified under quintile 5, which should be given to better resourced schools. These can be ex-model C schools, which are only two in number. The selected ex-model C and urban schools are six. This implies that three of the rural schools have been wrongly classified under quintile 5. The validity of quintile classification can, therefore be doubted.

I am satisfied with the quintile number allocated to my school.

Table 4.4. Satisfaction with quintile by type of Quintile allocated

	School Quintile Level					
Satisfaction	Quintile 1	Quintile 2	Quintile 3	Quintile 4	Quintile 5	**Total**
Strongly agree	16	1	0	0	3	20
Agree	5	1	0	1	0	7
Uncertain	0	0	1	0	0	1
Disagree	1	6	8	4	1	20
Strongly disagree	0	4	3	0	5	12
Total	22	12	12	5	9	60

Table 4.4 shows satisfaction with the quintile allocated by type of quintile. Among the twenty-two out of sixty schools under quintile one, sixteen respondents strongly agreed to being satisfied, five agreed to satisfaction, one respondent disagreed (was unsatisfied). Among the twelve schools under quintile two, one strongly agreed to being satisfied, one agreed to just being satisfied, six disagreed and four strongly disagreed. As for the quintile three level schools, one respondent was uncertain, eight disagreed to being satisfied, and three strongly disagreed. This shows that quintile three schools are not really satisfied with their allocations. Among quintile four schools four disagreed and one agreed. While with quintile five schools three strongly agreed and five strongly disagreed to being satisfied by their allocated quintile.

Money given to my school is enough to buy the bulk of school needs for improved quality education.

Table 4.5 Perceptions on adequacy of money allocated by type of quintile allocated to the school

adequacy	School Quintile Level					Total
Level of money	Quintile 1	Quintile 2	Quintile 3	Quintile 4	Quintile 5	
Agree	5	3	1	0	1	10
Uncertain	1	2	1	0	2	6
Disagree	7	7	7	5	5	31
Strongly disagree	9	0	3	0	1	13
Total	22	12	12	5	9	60

From sixty respondents, thirty one (51.7%) disagreed, thirteen (21.7%) strongly disagreed and ten (16.6%) agreed that the money given to their schools was sufficient to meet all school needs. Only six (10%) was not certain about whether the money was sufficient to buy the majority of things that they needed at school.

4.3.3. Payment of school fees

How much school fees is charged?

Table 4.6. School fees charged

Fees charged	Frequency	Percent
Below R 100.00 per annum	32	53.3
Between R100.00 and 250.00 per annum	26	43.3
Between 750.00 and 1000.00 per annum	2	3.3
Total	**60**	**100.0**

The data displayed in Table 4.6 it clearly shows the payment of fees structure. Thirty two out of sixty (53.3%) schools charged below R100 per annum. Twenty six schools (43.3%) charged between R100.00 and R250.00 per annum and only two schools out of the sixty selected charged between R750.00 and R1000.00 per annum constituting at least percentage of 3.3%. This, therefore, shows that the fees structure is fair in most schools

as the majority is falling in the category of R100.00 per annum. It also confirms the inability of parents to pay the amount, which will enable schools to meet all their educational needs. This should also influence quintile classification.

Views of respondents on parents' payment of fees

Table 4.7 Parents' payment of fees

Statement	SA	A	U	DA	SDA	Mean	SD
Majority parents can afford fees charged	0	4	1	26	29	4.33	0.816
Parents don't give problem in paying fees	0	2	0	30	28	4.4	0.669
Majority parents pay during first term of year	0	4	3	29	24	4.22	0.825
Majority parents pay during last term of year	19	13	9	16	3	2.52	1.321

The majority of parents afford the charged fees:

Table 4.7 shows the views of the principals interviewed concerning the parents responsibility in payment of fees. All the respondents gave the responses for each particular statement. On the issue of parents affording school fees charged, the majority of the respondents constituting twenty nine (48.3%) strongly disagreed, twenty six (43.3%) disagreed that parents could afford the fees, four (6.7%) agreed, and one (1.7%) respondent was uncertain on the parents affordability. This shows that most parents in this area cannot actually afford the fees as the majority of the responses are stating. The mean for this statement is 4.33 depicting level 4 with a bias towards disagreement of the respondents and standard deviation is 0.816. From Table 4.7 it is reflected that the majority of parents cannot afford school fees. It is clear that the majority of schools will opt for no fee status. However there is also a need for the SGBs to try the strategy employed by the Kenyan parents in helping the SGBs to make parents pay.

On whether Parents do not give problems when it comes to payment of fees: Thirty (50%) of the respondents disagreed with the statement, twenty eight (46.7%) respondents strongly disagreed, and only two (3.3%) respondents agreed to parents not giving problems. The results thus show that the parents of the learners in the sample schools were actually poor at payment of fees as the majority response shows they cause

problems in payment. The mean response gives 4.40 and standard deviation is 0.669, hence the average response is on disagreement.

The majority of parents pay school fees during the first term of the year:

To the statement that majority of parents clear their school fees bills during last term of the year, nineteen (31.7%) strongly agreed, sixteen (26.7%) disagreed, thirteen (21.7%) agreed, nine (15%) respondents were uncertain, and three (5%) respondents strongly disagreed. Hence overall it seems that parents pay their fees during last term as majority of the responses support the statement. Mean response is 2.52 showing an average response agreeing to the above statement while standard deviation of the responses is 1.321 which is quite high compared to other responses.

The majority of parents pay school fees during the last term of the year:

On the statement whether parents pay school fees during the first term of year, twenty nine (48.3%) respondents disagreed, twenty four (40.0%) strongly disagreed, four (6.7%) agreed and three (5.0%) respondents were uncertain. This further reinforces Statement 8.5 above as it shows that indeed parents pay fees during last term rather than earlier during the year. Mean response is 4.22 showing disagreement and SD is 0.825.

4.3.4. Section 21 schools

Table 4.8 Effectiveness of the department of Education in delivering services to section 21 schools

STATEMENT	SA	A	U	DA	SDA	Mean	SD
Dept of education gives schools budget during last term of year to make plans for next year	5	5	5	22	12	3.63	1.253
Dept of education gives schools money at the beginning of each term			1	14	34	4.67	0.516
Whole amount in Paper budget is usually paid out to schools		3	1	18	27	4.41	0.814
Submitted queries by schools on payments are attended to immediately			2	14	33	4.63	0.566
When schools are underpaid, difference is Rolled to following year	1	4	6	14	24	4.14	1.061

Schools are given paper budget during the last term of the year:

The majority of schools stated that the paper budget was not released during the last term of the year. Twenty two respondents (44.9%) from the total of forty nine respondents disagreed, twelve (24.5%) strongly disagreed, five (10.2%) strongly agreed, five (10.2%) agreed whereas only five (10.2%) were uncertain about the release of the paper budget by the Department of Education. The mean is 3.63 and the standard deviation 1.253.

However, it should be noted that although the majority indicated that the department did not release the budget at the end of the year, about 20.4% showed that they received budgets well in advance. This implies that the finance section prepare budget in time and the office responsible for sending such budgets to schools may cause the delay.

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The department pays money to schools every term:

Thirty four (69.4%) strongly agreed fourteen respondents (44.9%) disagreed that money is paid to schools on quarterly basis, while only one (2,0%) was uncertain about the time

of release of money by the department. The mean is 4.67 and the standard deviation is 0,516.

The whole amount in the budget is paid to school:

Table 4.8 indicates that eighteen respondents (36,7%) disagreed, twenty seven (55,1%) strongly disagreed, three (6,1%) agreed that 100% of the budget is paid to schools while one (2,0%) was uncertain about how the department pays schools. The mean is 4.1 and the standard deviation is 0,814.

Queries submitted by schools are immediately attended to:

Almost all the respondents indicated that the education officials never entertained the correspondence from schools since no response were received. Fourteen of the respondents (28,6%) disagreed with the statement, thirty three (67,3%) strongly disagreed, only two (4,1%) respondents were not certain about the response from the department concerning correspondence submitted by schools. The mean is 4,63 and the standard deviation is 0,566.

Balances from underpayment are rolled to the following year:

From forty-nine respondents twenty four (49%) strongly disagree, fourteen (28,6%) disagreed, four (8,4%) agreed, one (2%) strongly agreed while six (12,2%) was uncertain. The mean 4,14 and standard deviation is 1.067. This implies that the respondents were not in agreement with the statement.

In summary, the findings show that the section 21 schools are not satisfied with the service they receive from the Department of Education. For example they receive money late, forfeit the balances or are given wrong quintile classification.

4.3.5. Non-section 21 schools

Table 4.9. Distribution of orders and finances from department of education to non Section 21 schools

STATEMENT	SA	A	U	DA	SDA	Mean	SD
Dept of education gives schools budget during last term of year to make plans for next year		3	1	6	1	3.45	1.036
Order that schools place, department dispatches it immediately	1	1	3	6		4.09	1.375
All the items order are delivered		1	1	4	5	4.18	0.982
The orders are delivered during first term of the year		3		4	4	3.82	1.25
When money is not all used the balance is Rolled over to following year			2	3	6	4.36	0.809

The department gives schools paper budget at the end of the year:

Table 4.9 shows that from the eleven respondents, six (54,5%) disagreed with the statement, three (27,3%) of the respondents agreed that the department released the budget well in advance and only one (9,1%) strongly disagreed and the other one (9.1%) was uncertain as to whether the Department of Education gives schools paper budget on time. The mean is 3.45 and the standard deviation is 1,036. The results correlate with that of section 21 schools. This implies that the Department of Education did not give the schools budget at the end of the year to enable them to prepare for the ensuing year.

The order placed is dispatched immediately:

In table 4.9 shows that there were eleven respondents and six (54,5%) disagreed that the order placed with the Department of Education is dispatched immediately, three (27.3%) were uncertain about the time at which the ordered goods are delivered, one (9,1%) agreed and another one (9,1%) strongly agreed. This implies that the orders are not delivered in good time.

All the items ordered are delivered:

The majority of the respondents signaled that not all the items ordered were delivered. Five (45.5%) respondents strongly disagreed, four (36,4%) disagreed, one (1.9%) agreed with the statement and another one (1.9%) was uncertain.

Orders are delivered during the first term of the year:

Four (36.4%) respondents strongly disagreed and four (36.4%) disagreed with the statement while three (27.3%) agreed that orders placed were dispatched during the first term of the year. This implies that orders are delivered throughout the year making other schools to receive their orders during the first term of the year while the majority overlapped to the other terms.

The balance is rolled over to the following year:

Six (54.5%) respondents strongly disagreed and three (27.3%) disagreed with the statement and only two (18.2%) were uncertain. The mean is 4.36 and SD 0.809. This implies that when there are balances, schools forfeit such moneys. This is also confirmed by the response from section 21 schools in Table 4.8.

It appears schools under non-section 21 are also not happy because the department does not seriously work on orders placed hence delay in delivery and partial delivery of goods ordered. When ordered goods are not all delivered schools will lose their money. Table 2.12 indicates that the North West Education Department under-spent its norms and standards allocations by 38.5% in 2000. This implies that really schools are not given all their norms and standards allocations as per paper budget.

4.3.6. Accounting

Table 4.10. The accountability of both Section 21 and non section 21 schools

STATEMENT	SA	A	U	DA	SDA
School prepares budget which is used as guide for financial management	29	29		2	
A ledger is kept and constantly updated	22	31	1	6	
Financial documents are audited every year	38	16	2	4	
Parents are given financial report on parents day on annual basis	37	20	3		
There is a financial policy	25	31	1	1	2

The schools prepare budgets:

It is evident that schools prepare budget since twenty nine (48.3%) respondents strongly agreed and twenty-nine (48.3%) agreed with the statement while only two (3.3%) respondents disagreed. This implies that only an insignificant number of schools do not budget for their finances. For 100% compliance the APO managers must monitor and support schools in finance matters.

The ledger is kept and constantly updated:

Table 4.10 indicates that the majority of schools keeps ledgers and updates them timeously. The table shows that thirty one (51.7%) agreed with the statement, twenty two (36.6%) strongly agreed, six (10%) disagreed while one (1.7%) was not certain as to whether there is a ledger at the school.

The financial documents are audited every year:

The information in Table 4.10 shows that thirty eight (63.3%) respondents strongly agreed, sixteen (26.7%) agreed with the statement, two (3.3%) were uncertain and four (6.7%) disagreed with the statement. This implies that not all schools but a significant number is auditing their finance books, which is a sign of a splendid financial management.

Parents are given financial report on annual basis:

Out of sixty respondents thirty seven (61.7%) strongly agreed, twenty (33.3%) agreed while three (5%) were uncertain about presenting report to parents every year. The majority of schools gave parents financial report, which is a policy issue of the Department of Education as entrenched in South African Schools Act, Act 84 of 1996.

There is financial policy:

Table 4.10 indicates that thirty one (51.7%) agreed that they developed finance policy that will guide them in financial management at their schools and twenty five (41.7%) respondents strongly agreed. However two (3.3%) strongly disagreed, one (1.7%) respondent was uncertain, and another one (1.7%) disagreed. This implies that although the majority of schools have finance policies there is still few that do not have policies.

4.4. ANALYSIS OF QUALITATIVE DATA

Both the principals and the officials of the department, at regional and APO level, were interviewed and the results are as follows:

4.4.1. Interview of principals

Five principals were interviewed and their responses are given hereunder:

Item 1: NNSSF is a policy to redress the past imbalances:

The respondents were asked to give their understanding of the national norms and standards for school funding. From their responses it was evident that they understood the policy as: addressing the past imbalances, making it possible for children to attend school. One of the respondents stated that:

> It is the policy of the department to enable children to access education by building schools, providing learner support material and giving school money under section 20 and 21.

Item 2: How was the policy communicated to schools?

The majority of the interviewed principals indicated that the policy was communicated through meetings and workshops to the principals and the school governing bodies. One interviewee responded by saying:

> Initially the departmental officials convened principals meeting to brief principals on national norms and standards for school funding. Documents regarding national norms and standards for school funding (NNSSF) were distributed to schools on that day. Formal meetings of principals and school governing body (SGB) were convened.

Item 3: Are schools happy about the implementation of NNSSF?

The majority of principals showed dissatisfaction on the implementation of the NNSSF as a policy due to the fact that they received the money late yet they could not receive the whole amount. On the other hand the money as budgeted by the department was not sufficient to meet the majority of the school needs. One respondent said:

> One cannot be satisfied when his/her father gives him empty promises. The policy is good but the implementation part of it is totally not going on well. Learner support material supplied is not enough for all the learners and thus impacts badly on effective teaching and learning. Money promised is not forthcoming.

Item 4: What are the anticipated consequences of NNSSF?

The respondents indicated that parents were reluctant to pay even those who were able to pay. In addition the commitment of learners to schoolwork has been eroded. The learner support material is also not well looked after since the learners know that their parents have not contributed in purchasing those books. One interviewee commented that:

> Parents do not pay school fees despite the number of reminders sent. Schools are run without funds.

Item 5: Do section 21 schools receive money in time?

The respondents signaled that at no point was money received in time. One respondent said:

> Money normally comes towards the end of semesters for example the money for first and second term would come in June while that of the third and forth come in November or December if it would come.

This implies that the money is not completely used for the target learners in a particular academic year and do not benefit them at all. The schools obviously struggled with the school fees that parents, like the department, have problems in paying.

Item 6: Suggest possible solutions to NNSSF problems.

The respondents indicated that the only remedy is to appoint committed individuals in the finance section who would be responsible for national norms and standards for school funding. One respondent said that:

> The department needs to enhance the skills of the officials at regional level since they seem to lack capacity and commitment. The appointment of such officials also needs to be looked into.

For the successful policy implementation there must be adequate resources, both human and capital. Well-trained committed staff should be assigned responsibilities within their potentialities

Item 7: Do schools use the allocated funds according to the departmental specification?

The majority of the respondents agreed that they used the money according to the departmental specification. One respondent stated:

When we have received the paper budget there would be direction on how the money should be spent, but if the department does not send us the budget we normally use it according to how we think it should be used.

Item 8: Does the SGB play its role in financial management?

The views of the respondents were that the school governing bodies played their role since they involved the parents when they determined school fees, established finance committees, called parents to discuss the finance problems such as lack of payment by parents and held meetings to approve payments. An interviewee said:

> The school governing bodies (SGBs) are really doing their work because they attend meetings where major decisions are taken either with parents or within the SGB itself. The chairperson and the treasurer are cheque signatories.

Item 9: Do schools budget?

All respondents showed that they do budget for their schools and use the budget so that they are in the right way. One respondent said that:

> I doubt whether there can be any school at this time which does not budget. Budgets help principals to use the public funds accordingly.

4.4.2. Departmental officials

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Item 1: What do you understand by national norms and standards for school funding?

The interviewed officials understood NNSSF as the policy to redress the past imbalances; an attempt of the department to ensure education for all and to furnish and equip classrooms, libraries and laboratories. One interviewee said.

> It is a policy of national department to make contribution towards payment of fees and also with one thing in mind to alleviate poverty in schools.

Item 2: How are schools classified under different quintile?

The majority of the interviewees described quintile classification as considering the physical condition and infrastructural development of the school. Schools are also given quintiles according to the municipality wards in which they are situated. One respondent said:

> Firstly they look at situational condition of each school in a particular area and poverty levels, in levels they are looking at income, unemployment and other social issues such as orphanage. This will determine what kind of quintile the school will get. We have got the poorest of the poor, the mediocre and average. Poorest of the poor is quintile 1 and quintile 5 are self-sufficient schools.

Item 3: How do schools qualify for section 21 status?

It was indicated by the majority of interviewees that schools had to apply for section 21 status and meet a number of requirements. They must also have to appoint chartered accountants or auditors and have a certificate of good governance that is an evidence of good financial management. One stated that:

> Section 21 is captured in policy, if a school wants to become section 21 it has to apply by filling in application forms and appoint an accountant. They have to comply with the principles of management of finances and resources.

Item 4: Why are principals not happy about the implementation of NNSSF?

The respondents indicated that the principals are unhappy about the implementation of NNSSF because the budget is restricted to minor renovations and maintenance issues and does not give the schools the prerogative to direct the funds to their institutional needs.

Secondly, the funds are insufficient per the needs of the school. The budget tend to be exhausted by services and bills of water and electricity. The money arrives late when some schools were already stuck. One interviewed official commended that:

> The policy is there but the department has not been flexible in ensuring that, firstly, those schools applying for section 21 functions are not given response within the specific time. They have to apply several times before they are given the answer. Secondly, the funds will not be enough. And what makes the matters even worse, the money will come very late or will not come at all. There will be no money for transport, curricular and extra-curricular activities at the beginning of the year. This creates tension for principals and SGBs.

Item 5: How does the policy of no fee school operate?

The respondents indicated that no fee school is directed to schools located in the poorest areas, targeting learners with poor social and economic levels. Quintile 1 and 2 schools benefit R605.00 and R554.00 respectively. The money will become available at once. Schools will spend money according to the budget allocations. One interviewee said that:

> It is a policy whereby schools under section 21 apply for no fee status. Schools are sent budget templates and the paper budget. They fill in the budget templates and submit them to the APOs. The budget templates completed are the school budgets for the academic year and have to consult them whenever they use money.

Item 6: How can the NNSSF problems be addressed?

The respondents suggested that the department officials should trace the outstanding payments instead of school principals going to head office themselves. One interviewee said that:

There is only one workable strategy, which is to pay the exact amount into the school account at the beginning of the academic year.

4.5. CONLUSION

From the questionnaire and interview data it is evident that both the principals and departmental officials see implementation of the school funding policy as problematic. This study revealed that the provinces in general do not give schools all their moneys for norms and standards, thus returning huge amounts to provincial treasury. Failure to exhaust the budget reflects incapacity. This implies that the provincial heads failed to implement their plans fully. Failing to give schools their moneys have negative impact on learner achievement and effective schools. Principals struggle with the budget, which is cut dismally, to purchase learner teacher support material and to transport educators to workshop venues which are key factors in learner achievement. It is also revealed that the little amount (norms and standards) paid out to schools arrive late, leading to schools not using it to benefit learners in the current academic year.

Lack of commitment and capacity by the departmental officials is high and according to section 16 of the Educators Employment Act No 76 of 1998:

> If it is alleged that an educator is unfit for the duties attached to the educator's post or incapable for carrying out those duties efficiently, the employer must assess the capacity of the educator and may take action against the educator in accordance with the incapacity code and procedure for poor performance as provided in Schedule 1.

Lack of commitment in this study is characterised by:

- Failure to acknowledge receipt of correspondence from principals or SGB and even to investigate the query submitted;
- Lack of proper record keeping at both the APO and region, which indicate which schools have received norms and standards allocation and which have not. This

record will show to whom have the cheque been given. After the schools have received the cheques they will issue receipts to the head office. The cheque number should be entered against the name of the school;

- Lack of record for paper budgets which will guarantee that all schools receive the budgets in good time for their financial planning; and
- Lack of monitoring strategy by the National Department of Education hence realising the under spending when the state's financial year lapse.

CHAPTER 5

SUMMARY, FINDINGS AND RECOMMENDATIONS

5.1. SUMMARY

Although the purpose of this study was for professional improvement, it is however hoped that its outcome would assist the officials responsible for finances, both at school and departmental level.

The national norms and standards for school funding is divided into two main categories, which are capital cost allocation and recurrent cost allocation. Capital cost allocation is meant for capital goods like erection of educational buildings, provision of major equipments for library and laboratory, and school fencing. On the other hand recurrent cost allocation is responsible for:

- Immovable capital improvement and repairs;
- Recurrent cost easily separable from other costs;
- Other current and minor capital equipment costs; and
- Hostel costs.

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Schools are divided into two categories, namely section 21 schools and non section 21 schools. Schools have to apply for section 21 status. Section 21 schools are given money while non-section 21 schools are given budget. They place orders with the Department of Education, taking into consideration their budgets.

The sample for this study was drawn from the entire region of Bophirima, that is, from Gasegonyane, Greater Taung, Kagisano-Molopo, Moshaweng and Taledi area project offices. Proportional stratified sampling method was used to ensure fair distribution of subjects.

Data was collected through the usage of questionnaire as a common instrument that most people are familiar with. The researcher delivered copies of the questionnaire personally.

Interviews were also conducted using principals and departmental officials knowledgeable in national norms and standards for school funding such as institutional support coordinators, area project office managers and finance officials at regional level.

5.2. RESEARCH FINDINGS

Since both quantitative and qualitative research was conducted, the findings were categorised into literature and empirical study.

5.2.1. Findings from the literature

- It is the responsibility of the Provincial Education Department (PED) to give schools money according to NNSSF principles. The quintile classification and the number of learners guide PED in determining how much to give each school (cf 2.4).
- The member of executive council for education department has an obligatory function of ensuring that there are enough school places to enable each child in the province to attend school during the compulsory phase (cf 2.4.1).
- Schools that have been given section 21 status have to ensure that they use the allocated funds according to the departmental specification. For monitoring purpose such schools have to submit budget and variance report as required by the department (2.5.1).
- Parents who cannot afford payment of the stipulated school fees must be allowed to apply for exemption depending on the national fee exemption schedule (cf 2.7.5).
- The government introduced "no fee" policy and schools are not given this status automatically, they have to apply. Parents must decide in a parent meeting, which formed quorum, whether they want to be no fee schools or not. Once they have taken a decision the SGB must then submit an application to the department of education. However only section 21 schools can apply for no fee status (cf 2.7).

5.2.2. Findings from the empirical study

- The majority of parents can only afford payment of school fees not exceeding R250.00. This is caused by the high unemployment rate whereby the majority of parents do not have jobs and those working earn meager salary that cannot allow them to pay high fees (cf 4.3.3).
- Schools (both section 21 and non-section 21) are not given all the money as appearing in the paper budget. That is why there are moneys returned to treasury causing schools to lose what was due to them (cf 4.3.4).
- When schools submit queries to the area project offices or regional office regarding problems they encounter on the implementation of national norms and standards for school funding, they never receive any feedback (cf 4.3.4).
- Schools that have exempted parents from paying school fees are not compensated in any form to replace the gap left by exempted parents (cf 4.3.5).
- Schools audit their financial books annually and give parents finance reports (cf 4.3.6).
- The school governing bodies develop the financial policy and use it for effective school finance management (cf 4.3.6).

5.3. RECOMMENDATIONS

Based on the findings from the literature and empirical studies it is recommended that:

Recommendation 1

The department should appoint the procurement coordinator who would be responsible for norms and standards for school funding and learner support material at the area project office (APO) level.

Motivation

It is evident that when schools send correspondence to APO they are hardly ever responded to. This might be caused by the fact that area project office managers have a lot of work to do. This officer will be responsible for keeping record of all the schools in the APO. He/she will have the first hand information regarding the payment made to schools, number of schools that have not been paid, orders that have been dispatched, and outstanding orders.

Recommendation 2

The Department of Education should pay schools on semester basis, that is only two installments should be made in a year.

Motivation

When the first payment is made in January the procurement officer will be in a position to attend to queries from schools regarding wrong quintile classification, following up the non-payment with the provincial office, update his/her procurement records, correspond with schools that have not received payment before they even submit queries.

Recommendation 3

All school governing bodies (SGBs) should be trained to gain section 21 status.

Motivation

There are governance coordinators at regional level whose responsibilities among others include inducting, mentoring and empowering the newly elected SGBs. The purpose of having governance structure is to ensure effective school governance. If the SGBs do not meet the requirements for being given section 21status, they cannot apply for no fee

status. Non section 21 schools, even though they would like to apply for no fee, they cannot be given no fee status unless their application for section 21 has been approved.

Recommendation 4

The Area Project Office Manager should cause the procurement coordinator to report on monthly basis.

Motivation

Without reports no progress can be reached and the officer responsible works at his/her own pace. If no progress is registered the procurement coordinator should give thorough explanation to the Area Project Office Manager (APOM) regarding retarded progress in service delivery.

Recommendation 5

The whole amount budgeted for a particular year should be given to schools.

Motivation

The intention of the state to fund schools is solely to improve and sustain learner achievement. The money is intended for the learners in that academic year, if it is not paid the learners for which the money was intended to serve shall not benefit from such fund. The schools will not be able to purchase all the items they have budgeted for, which were intended to improve teaching and learning.

Recommendation 6

The Department of Education should commission research to get in-depth information why it failed to implement the NNSSF policy successfully.

Motivation

The empirical data collected shows that the Department of Education has failed dismally to provide quality service in the implementation of the NNSSF policy. The structures in the area project office and regional level intended to support school principals are virtually non- existing. The question is why the Department started with the policy while it was not yet ready to implement it.

5.4. FURTHER RESEARCH IMPLICATION

Little has been done in researching the national norms and standards for school funding. This policy is not yet fully implemented and problems are encountered in its implementation. No fee school is introduced, which will add up to the existing problems. Further research is needed to find out how can implementation problems of national norms and standards for school funding be addressed.

5.5. CONCLUSION

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This research has revealed that huge problems are facing the Provincial Education Department policy implementation. It has shown that there is a gap between policy intentions and implementation. If the policy is implemented in ad hoc unsatisfactory manner, the department will not be able to address past imbalances. In conclusion this research shows that failure to take immediate action could lead to the collapse of the school system, and threaten the social fabric of the society.

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ANNEXURE A

RESEARCH QUESTIONNAIRE

QUESTIONNAIRE NUMBER

SECTION A

BIOGRAPHICAL AND DEMOGRAPHICAL DATA

Make a cross (x) in an appropriate column

1. AGE GROUP

1.1. 30 years and below	
1.2. From 31 to 35 years	
1.3. From 36 to 40 years	
1.4. From 41 to 45 years	
1.5. From 46 to 50 years	
1.6. 51 years and over	

2. GENDER

2.1. Male	
2.2. Female	

3. EXPERIENCE IN PRINCIPALSHIP

3.1. 3 years and below	
3.2. From 4 to 6 years	
3.3. 7years and over	

4. HIGHEST PROFESSIONAL QUALIFICATION

4.1. Diploma	
4.2. Higher diploma	
4.3. Degree	
4.4. Honours degree	
4.5. Masters degree	
4.6. Doctoral degree	
4.7. Others (specify)	

5. SETTLEMENT TYPE OF SCHOOL

5.1. Urban	
5.2. Rural	

6. SCHOOL CATEGORY

6.1. Primary	
6.2. Middle	
6.3. High	
6.4. Combined	

SECTION B

7. QUINTILE DETAILS

To be filled in by both section 21 and non-section 21 schools. Give reasons for your response on the space provided.

7.1. My school has been given section 21 status.

Yes	
No	

7.2. My school is classified under the following quintile.

Quintile 1	
Quintile 2	
Quintile 3	
Quintile 4	
Quintile 5	

7.3. I am satisfied with the quintile allocated to my school.

Strongly agree	
Agree	
Uncertain	
Disagree	
Strongly disagree	

7.4. The money given to my school enables the school to meet the bulk of its needs for improved quality education.

Strongly agree	
Agree	
Uncertain	
Disagree	
Strongly disagree	

8. PAYMENT OF SCHOOL FEES

8.1. School fees charged at my school is:-

Below R100 per annum	
Between R100 and R250 per annum	
Between R250 and R500 per annum	
Between R500 and R750 per annum	
Between R750 and R1000 per annum	
Above R1000 per annum	

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KEY : SA – strongly agree, A – agree, U – uncertain, DA – disagree, SDA – strongly disagree

STATEMENT	SA	A	U	DA	SDA
8.2. The majority of parents of learners at school are working and can afford school fees charged.					
8.3. Parents do not give any problem in payment of school fees.					
8.4. The majority of parents pay school fees during the first term of the year.					
8.5. The majority of parents pay school fees during the last term of the year.					

SECTION C

9. SECTION 21 SCHOOLS

To be filled in by schools under section 21 only.

STATEMENT	SA	A	U	DA	SDA
9.1. The Department of Education gives schools paper budget at least during the last term of the year so that they can make appropriate plans for the ensuing year					
9.2. The Department of Education gives the schools their money at the beginning of each term.					
9.3. The whole amount as indicated in the paper budget is usually paid out to schools.					
9.4. When schools submit queries with regard to payments made, it is immediately attended to.					
9.5. When schools are under-paid the difference is rolled to the following year.					

SECTION D

10. NON-SECTION 21 STATUS

To be filled in by non-section 21 schools only.

STATEMENT	SA	A	U	DA	SDA
10.1. The Department of education gives schools paper budget at least during the last term of the year so that they can make plans for the following year.					
10.2. The order that the schools place, the department dispatches it immediately.					
10.3. All the items order are delivered					
10.4. The orders are delivered during the first term of the year					
10.5. When the money is not all used the balance is rolled over to the following year					

SECTION E

To be filled in by both section 21 and non-section 21 schools.

11. ACCOUNTING

Make a cross in an appropriate column.

STATEMENT	SA	A	U	DA	SDA
11.1. The school prepares the budget which is used as a guide for financial management.					
11.2. A ledger is kept and constantly updated.					
11.3. Financial documents are audited every year.					
11.4. Parents are given financial report in a parents' day day on annual basis.					
11.5. There is financial policy					

ANNEXURE B

INTERVIEW SCHEDULE

SCHOOL PRINCIPALS

1. What is your understanding of the national norms and standards for school funding?

2. How was this policy communicated to schools?

3. In your view are schools happy about the implementation of NNSSF? Elaborate on your response.

4. What are the anticipated consequences of NNSSF?

5. Do section 21 schools receive their monies in time? What are the problems?

6. Suggest possible solution to the problems of the NNSSF.

7. Do you use the allocated funds according to departmental specification?

8. Does the governing body play the role it should in school financial management?

9. Do you budget for your school and use the budget as the guide for financial management?

ANNEXURE C

INTERVIEW SCHEDULE

DEPARTMENTAL OFFICIALS

1. What do you understand by national norms and standards for school funding?

2. How are school classified under different quintiles?

3. How do schools qualify for section 21 status?

4. Why are principals not happy about the implementation of this policy?

5. How does the policy of no fee school operate?

6. What remedial strategies can you suggest for problems such as late payment, under-payment and wrong quintile classification?

ANNEXURE D

REQUEST FOR PERMISION TO CONDUCT RESEARCH

YUNIBESITI YA BOKONE-BOPHIRIMA
NORTH WEST UNIVERSITY
NOORDWES UNIVERSITEIT

FACULTY OF EDUCATION
School of Postgraduate Studies

Tel: +27 18 018 3892270

The ~~Principal~~/ District Official
GASEGONYANA APO
MOTHIBISTAD

REQUEST FOR PERMISSION TO CONDUCT RESEARCH

You are hereby requested to allow our postgraduate student MOSIMANEGAPE DM., to conduct research in the school or district under your jurisdiction.

TOPIC NATIONAL NORMS AND STANDARDS FOR SCHOOL FUNDING IN BOPHIRIMA REGION: DOES IT ACHIEVE ITS OBJECTIVES?

The findings of this research will be made available to you at your request. Furthermore, all data collected from schools will be kept confidential, and no identification of specific school will be given when the report is completed.

Thanking you in anticipation

Prof MW LEGOTLO
Educational Planning & Administration

APO Manager
24/08/2006

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