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INVESTIGATING THE EXTENT TO WHICH THE IMPLEMENTATION OF THE NO-FEE POLICY IMPACTS ON ACCESS TO QUALITY EDUCATION IN GAUTENG, SOUTH AFRICA

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ABSTRACT

This study aims to investigate the extent to which no-fee schools policy affects access to quality education in Gauteng, South Africa. Literature points out that since 1994 South Africa has passed laws that created favorable conditions for policy development and implementation. After 1994, the newly elected government made conceptual commitments to a number of principles, one such notable commitment being the principle of free basic education. In 2002, the Minister of Education, Professor Kader Asmal, expressed his concern over reports about poor learners who were being forced to pay school fees. He directed the Department of Education to conduct a review of all policies and systems that related to school funding, with special attention being given to learners from disadvantaged backgrounds. This review culminated in the Department of Education's Plan of Action, which gave guidance on how to initiate the non-fee-paying policy. This was done after reviewing the impact made by the South African Schools Act of 1996, the National Norms and Standards for School Funding of 1998 and the National Education Policy of 1996.

In this mini-dissertation, it is argued that the successful management of the processes and resources of no-fee schools policy is dependent on effective and efficient policy implementation. This culminates in debates illuminating how the policy players at the school level implemented the no-fee policy. A qualitative research design using semi-structured interviews was used. The researcher employed an interview guide, observer status in meetings of school governing bodies, and an analysis of official school documents to collect data for the study. The study was confined to three Ekurhuleni South District public schools in Gauteng, using purposive sampling to select the participants. The researcher distils several main themes from the three case studies that vary according to the unique nature of the contextual factors affecting each school. Findings revealed that the no-fee schools policy could not be implemented in isolation, but that numerous aspects have to be considered. Some of the more important aspects

impacting on the implementation of the no-fees policy are: the role played by the schools' systems and procedures as underpinned by the macro-legislative framework and education policies; the role played by stakeholders' awareness and participation; and the role played by leadership strategies.

DECLARATION

I declare that this research report is my own work. It is being submitted for the degree of Master of Education at the University of the Witwatersrand, Johannesburg. It has not been submitted before for any degree or examination in any institution, and it is original.

Signature: _____

on this _____day of February, 2010.

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LIST OF ACRONYMS

ACE	Advanced Certificate in Education
ACESS	Alliance for Children's Entitlement to Social Security
ANC	African National Congress
ANNSSF	Amended National Norms and Standard of School Funding
CALS	Centre for Applied Legal Services
CREATE	Consortium for Educational Access, Transition and Equity
DCES	Deputy Chief Education Specialist
DoE	Department of Education
DoF	Department of Finance
EFA	Education for All
ELP	Education Law Project
EMIS	Education Management Information System
FET	Further Education and Training
GAS	Gauteng Audit Service Centre
GDE	Gauteng Department of Education
GIS	Geographical Information Systems
HOD	Head of Department
HSRC	Human Sciences Research Council
IQMS	Integrated Quality Management System
LTSC	Learner Teacher Support Committee
LTSM	Learning and teaching support material
MEC	Member of the Executive Council
MLMMS	Mathematical Literacy, Mathematics and Mathematical Sciences
MTEF	Medium Term Expenditure Framework
NASGB	National Association of School Governing Bodies
NCS	National Curriculum Statement
NGO	Non-governmental organisation
NNSSF	National Norms and Standards for School Funding

NPNC	Non-personnel non-capital inputs
OSD	Occupational specific dispensation
PED	Provincial Education Department
PGP	Personal Growth Plan [of educators]
PMDS	Performance Management Development System
RCL	Representative Council of Learners
RDP	Reconstruction and Development Programme
SASA	South African Schools Act
SDP	School Development Plan
SGB	School governing body
SIP	School Improvement Plan
SMT	School Management Team
UK	United Kingdom
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNICEF	United Nations Children's Fund
WSE	Whole School Evaluation

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Chapter One
INTRODUCTION

1.1 Topic

The topic of this research report is an investigation of the effects made by the implementation of the no-fee schools policy on access to quality education for all public schools in Gauteng, South Africa.

1.2 Background

According to the Gauteng Department of Education (GDE) Circular 56/2006, dated 2 November 2006 (Appendix A), all public ordinary schools were informed about:

- policy changes regarding the Norms and Standards for School Funding;
- the process and procedures for declaring "no-fee schools"; and
- indicative resource allocations for public ordinary schools 2007/2008.

The background related to the implementation of the no-fee policy in schools is that a funding allocation for South African public ordinary primary and secondary schools was established through the 1998 legislation of the National Norms and Standards for School Funding (NNSSF). The Norms were first implemented in 2000 by Provincial Education Departments (PEDs), and represented a major innovation in South African school funding, in terms of both the financing system and pro-poor resourcing.

The Education Laws Amendment Act of 2005 amended Section 35 of the South African Schools Act (SASA) of 1996, whereby provision was made for some schools serving the poorest communities in the country to be declared "no-fee

schools" from 2006. All parents in such schools would be exempted from the payment of compulsory school fees. This implies that no compulsory school fees would be charged in the poorest schools that receive adequate school allocations from government. The policy of no-fee schools forms an integral part of the government's strategy to alleviate the effects of poverty and to redress the imbalances of the past. Part of the strategy is to ensure that the majority of the learners in this country are not compromised, but that they are able to exercise their right to basic education as determined by the Constitution of the Republic of South Africa (RSA, 1996a).

1.3 Aims and objectives of the study

The study is aimed at investigating and understanding the extent to which the policy implementation nexus of no-fee schools ameliorates access to free, quality public education at schools in the Ekurhuleni South District of Gauteng.

Secondly, the researcher seeks to understand the process and procedure followed to declare the no-fee schools. After this, the report appraises the extent to which the Plan of Action, the strategy employed by the Department of Education to implement the no-fee policy, succeeded in ameliorating access and how the resources allocated to no-fee schools translated into quality education.

1.4 Problem statement

In the light of the above aims and objectives of the research study, the problem that this mini-dissertation investigates can be summarised by the following major questions:

- What are the policy implications for a school with a no-fee status?
- How can the no-fee schools policy be implemented effectively?
- What is the effect of the no-fee policy on a school's admissions and access?

- Do the guidelines used to design the school financial policy of a no-fee school have any impact on the delivery of quality education?

1.5 Rationale of the study

Even though there are limitations, this study is significant in a number of ways. Firstly, the concept of free universal primary education is an ongoing debate, globally and locally. The United Nations Children's Fund (UNICEF) issued a challenge to the countries of the world to provide free access to education as an essential step towards reducing poverty and underdevelopment in Africa. Thami Mseleku, former Director-General of South Africa's Department of Education, responded in a panel discussion to UNICEF by saying,

> What we should all be talking about is not that we should abolish school fees, but we should be saying how we should ensure that school fees do not act as a barrier to access to quality education for the poor and the poorest of the poor. Because abolishing school fees means subsidising the rich.

In the same debate, it was stated that according to South African law no student should be turned away from a public school for inability to pay school fees. Itano (2003:1) states that the government is also planning to implement programmes to subsidise poor schools with low fees and high numbers of students who are unable to pay. If the plan is approved, school fees may be reduced or eliminated at the poorest schools (http://www.warmafrica.com/index/geo/5/cat/3/a/a/artid/432). Concomitant to this premise, the National Association of School Governing Bodies (NASGB) lodged a proposal to discourage an exodus of poor learners to rich schools where they could enjoy free education; rather, they demand a complete and radical transformation of the resourcing of education that would ensure access and translate to free, quality education for all, especially for the poor. Their view is that the fundamental aim is to redress the imbalances that were created by the previous apartheid system of government (NASGB, in Vally, 2007:11).

Secondly, since the Amended National Norms and Standards for School Funding was enacted (Department of Education [DoE], 2006a), this research may be regarded as the first empirical study in ordinary public schools Ekurhuleni, Gauteng, to investigate the effect made by the implementation of the no-fee schools policy.

Thirdly, this is a new policy in South Africa, and it has not been tested whether there is compliance in Ekurhuleni. However, if this study meets its objectives as intended, it will add to the existing literature on no-fee schools.

Lastly, the reason why the researcher was prompted to explore this topic is that she occupies a position as Deputy Chief Education Specialist (DCES) in the Directorate of Strategic Policy Development Implementation, Monitoring and Evaluation in the Gauteng Provincial Education Department. In this sub-directorate, the researcher's main role is to review, monitor and evaluate whether the schools in the province do implement national education policies.

It is within this context that the researcher advances the argument that the topic under investigation is not only important and relevant, but also justifiable to study.

1.6 Chapter review

In this chapter, the researcher explains the research topic and its background. The aims and objectives of the topic are to investigate and understand how schools implement the no-fee policy, and what its effect is in Ekurhuleni South District.

In the next chapter, the researcher will review the literature on the policy conceptualisation and implementation nexus. The literature review examines both international and national perspectives on the no-fee policy as an aspect that affects access to quality public education for all, as well as critically discusses the debates related to constitutional mandates about education for all and school

access. The understanding of past arguments and findings shall then inform my study and develop a conceptual framework.

Chapter Two
LITERATURE REVIEW

2.1 Debates related to education policy implementation

The literature on policy implementation can have different meanings for different people. However, for the purposes of this mini-dissertation a binary distinction to policy implementation is utilised. Firstly, policies can be implemented for distributive or redistributive purposes – that is, according to how resources or benefits are allocated by the state. The implementation of distributive policies involves straightforward allocation of resources, benefits or entitlements – for example, when an allowance is provided for pro-poor funding meant to educate indigent learners. If means testing is used to target poor learners, the policy implemented could be said to be redistributive in character. An example of redistributive policies is the additional resources granted to schools under pro-poor education funding, as described by the Amended National Norms and Standards for School Funding. Other redistributive policies include special allowances made available for funding the basket of services that enable vulnerable poor learners to attend basic education in public schools (Van Wyk, 1999:171). However, Rein (1983, in Van Wyk, 1999:171) makes a distinction between the symbolic and material reference which is the extent of commitment to implementation of a formulated given policy. Regarding this distinction, Rein has written that the implementation of a given policy is affected by three factors, namely:

- the clarity of the goals of the policy;
- the complexity of the implementation process; and
- the extent of the resources committed to the policy.

Therefore, the above case explains the intentions of the South African government regarding the implementation of various educational policies that are meant to restructure and transform the education system (Sayed, 2001:189). These intentions have been communicated through various policy implementation processes. However, according to Sayed (2001:189), many frustrations came with these policy intentions. This is so because these policies are symbolic in nature, and therefore tend to be broad, vague and ambiguous, with abstract goal statements with little or no resource commitment and little thought given to implementation strategies. Contingent to this view, Hess (1997, in Jansen, 2001:49) indicates that non-implementation of government policy is due to the fact that reform policies tend to be symbolically attractive but are not intended to "improve the cost required by significant change". Jansen (2004) further argues that sometimes policies serve as a rhetorical and symbolic device, rather than, as claimed, a policy-structuring device.

In the light of this premise, in 2007 the Minister of Education declared some of the schools ranked under quintiles 1 and 2 as no-fee schools. However, the reality on the ground indicated that this principle, while theoretically sound, could be misconstrued on a practical level. Inadequate state resource allocations resulted in some schools continuing to charge school fees, disguised as collection of voluntary contributions (GDE, 2008a,b). Motala and Sayed (2009:3) argue that unless the overall costing for education is addressed, including subventions for fee-free schools, the no-fee policy will not achieve its aim. For this reason, De Clercq (1997) sees this as a problem because, when a discrepancy occurs between intended policies and implemented policies, it is blamed on the state bureaucrats who are said to lack institutional and resourcing capacities, or on insufficient control systems. The bureaucrats defend themselves by pointing out that the education departments are overwhelmed by policy overload, unfunded mandates, lack of prioritisation plans and strategic planning, as well as severe inherited backlogs, insufficient provincial resources and managerial capacity (De Clercq, 2000). Jansen (2001:47) concurs, although he qualifies this view by asserting that the policy failure is squarely on the shoulders of the government, which does not

ensure that the good intentions of the policy are implemented effectively enough in order to address the critical issues of education at institutional level. Therefore, this suggests that the role of the implementers should be to concretise policies into action that would promote and strengthen the policy objectives.

Hence, Barrett and Fudge (1981) argue that when the policy programme is in a process of implementation, it is important that policy makers not be remote from the concrete situation and dynamics on the ground. Otherwise, such policies would be deliberately made vague, broad and ambiguous by the policy actors, as argued in the earlier premise by Sayed (2001:189). Therefore, because of this premise, the role of the implementers should be to concretise these policies into action, producing the intended results.

Putting it differently, Galvin and Fauske (2000:43) introduce a significant concept that tries to explain the non-implementation of education policy as intended. According to them, the main reason is the difference in approach by policy makers and policy implementers. The essence of Galvin and Fauske's argument is that policy makers do not take into account the context of policy implementation, nor do they take into account the theories behind their practices.

Lastly, another problem that is prevalent during policy implementation is that of interpretation of the policy. Policy implementation is represented by text, and this introduces another area of policy contestation (Bowe & Gold, 1992:13). For Enver Motala (2001), critical discourse analysis is necessary if the limits and possibilities of policies are to be understood. He (2001:242) indicates,

> Often the false assumption is made that because of ostensible agreement in the policy arena and niceties of the consensual statement about the goals to be achieved, there is no likelihood of conflicting interest in regard to the implementation of … policies.

Motala's argument points to the issue of participation or consensus. He argues that consensus on policy statement does not mean there cannot be problems when the policy is implemented (E. Motala, 2001:242). All stakeholders during the

policy-making process have vested interests for their constituencies. They participate in the process of policy development in order to serve the interest of their respective constituencies. Lungu (2001:92) indicates that the assumption that stakeholders who participate in the policy-making process have the requisite knowledge and skills about policy development and implementation is not necessarily correct. The essence of Motala's argument is that representatives of stakeholders may agree with a policy statement made during policy making, but because the participant has no knowledge and no expertise, problems could arise when implantation has to take place.

Although people at the implementation stage have the challenge of putting policy into practice through grappling with new ideas, programmes and activities, the researcher will try to find out the reasons behind the different policy interpretations of the stakeholders in different schools.

2.2 Debates related to Education for All and school access

With the advent of democratic government in South Africa in 1994, education was and is still undergoing a process of dynamic, radical change and reformation. This reform is influenced by the fact that it is high on the agenda of the international community. The primary goal is ensuring that every society provides equal opportunities for all its citizens, with quality education that respects and promotes dignity and optimum social development (Motala, Perry, Sujee & Fleisch, 2003:2). Central to this transformation is the thrust to seek out ways that will strike a balance between increasing and providing the right to access to free basic education for all and the scale that will not tip against quality (Dieltiens, 2006:2). McKay and Romm (1992:10) concur with this view, positing that the literature on funding education is dynamic and broad. This is so because it is profoundly influenced by a specific socio-economic, political and global pressure, which strives to make schooling accessible to the masses.

Firstly, a body of evidence in the international literature purports that fees are a major cause of non-enrolment among the poor. Most governments are keen to achieve universal education and therefore anxious to avoid obstruction to enrolment and attendance. Hence, at the World Conference that was held at Jomtiem, Thailand, in 1990, goals were set on Education for All (EFA). At this conference, pledges were made by the international community and national governments to achieve the goal of universalising access to free basic primary education by the year 2000. A paper by Oxfam International (2002), among other things, draws correlations between school fees and access to basic education. When the government of Malawi, for example, abolished fees for education in 1994, enrolments increased from 1.9 million to 3 million pupils within the first year. This illustrates a huge demand for education, which is blocked by school fees. Another example was in Tanzania, where schools experienced an influx of hundreds of children when the government introduced free primary education. The Oxfam study gave a clue on how fees put education out of reach of the very poorest families. However, despite the efforts made by some countries at the World Forum in Dakar to meet the EFA goal, this did not happen. Statistics from the United Nations Educational, Scientific and Cultural Organisation (UNESCO, 2006) indicate that 77 million children were estimated to be out of school in 2004. There were also many other reasons for the disappointing progress including, for example, reluctance by some governments to prioritise expanded enrolments. In an endeavour to ensure that this goal becomes a reality by 2015, the Department for International Education of the United Kingdom (UK) commissioned three research programme consortia to develop new insights into educational access, quality and other related aspects. The Consortium for Educational Access, Transition and Equality (CREATE) was formed to pursue this initiative. It drew together partners in South Africa, sub-Saharan Africa and the UK with expertise and commitment to the goals of Education for All (Lewin, 2007:1). Among other findings, CREATE confirmed that education access is strongly determined by household income and related issues in all poor countries (Lewin, 2007:8). In addition to this view, CREATE also identified six zones that contributed to exclusion in the education system. One of these zones is explained as containing

those learners excluded from school because they are unable to afford costs or who drop out before successful completion of primary education due to poor household background. This zone is described as a very significant cause of exclusion (Lewin, 2007:24). These findings were supported by another report presented by UNESCO (2006:1), which indicated that since the schools in several other nations in sub-Saharan Africa have instituted free education, the action has led to many poor youngsters now crowding into government schools. UNESCO further reported that what has influenced the change is that the expenses that were hindering access to education – such as textbooks, transportation, uniforms, and other costs – were reduced.

Given the centrality of the foregoing imperatives, it becomes evident that from a review of both international and national literature, as well as the policy text on the notion of accessing free basic education, one can deduce that in South Africa the recent advent of the no-fee concept is long overdue. A number of studies including that of Carim and Keet (2005), cited in Motala, Dieltiens *et al*. (2007:22), support this view and maintain:

> Undoubtedly, the government is keen to meet its obligation to provide education access to all by 2015. Hence, South Africa as a signatory to the Dakar Framework for Action 2000 and to a number of other international agreements had to share a common approach just like a number of developing countries, particularly Asian countries. Given that education access is a human right, the denial thereof could lead to litigation, an outcome that any government would want to avoid.

Veriava (2005:3) takes this premise further, citing that within the South African context, the state has a positive duty to provide basic education. However, in order to assess whether the state has met its obligation it is necessary to define the content of the right to basic education so that it is possible to measure the actual level of achievement against the standard of the right. This entails taking into account international law as well as South African constitutional imperatives, in their social and historical context.

The prominent idea conveyed by the preceding discussion is that both the international and national perspectives culminate in a point of convergence, as shall be explained below. Firstly, it is understood that all the states which are signatory to the UNESCO declaration are obligated to develop and establish specific education policies and a legislative framework aimed at realising the right to education for every child. In addition to this, measures, together with sufficient resources, need to be introduced that address the fulfilment of the right to quality education and to provide learning environments that are respectful of the human rights of children. Secondly, the state must provide the infrastructure that will create a positive learning environment and opportunities for each child. Provision of a school place or learning opportunity, together with appropriately qualified teachers and adequate and appropriate books, resources and equipment, should be a fundamental prerequisite. In addition, the level of provision of primary education must not only be consistent with the numbers of children entitled to it but also be sensitive to and respectful of the different circumstances of children, particularly the most marginalised. Lastly, education must remove all barriers that impede children's access to education.

In linking the foregoing debates with the conclusions of Roithmayr (2002:302), it is the researcher's view that there is a strong contestation that challenges the issue of paying school fees, as it is constitutionally incorrect. It is maintained that it violates the rights of indigent learners to access basic education. Roithmayr (2002) asserts that the African National Congress (ANC) government claims that Section 29 of the South African Constitution endeavours to make political settlements that eradicate the injustices of the apartheid regime by stating, "Everyone has a right to basic education including adult basic education and further education, which the state through reasonable measurers must make progressively available and accessible". In the same vein, Section 9(3) of the Constitution stipulates,

> The state may not unfairly discriminate directly or indirectly against anyone on one or more grounds, including race, gender, sex, pregnancy, marital status, ethnic or social origin, colour,

> sexual orientation, age, disability, religion, conscience, belief, culture, language and birth (RSA, 1996a).

However, the equality clause does not argue about discrimination *per se*, but rather unfair discrimination (De Waal & Erasmus, 1999:201, in Maile, 2007). The concept of unfair discrimination implies that not all differentiation is discrimination. Unfair discrimination essentially means treating people differently in ways that impair their fundamental dignity as human beings who are inherently entitled to be treated equally.

From this perspective, then, it becomes controversial for schools to name and shame at assembly, make learners sit on the floor or deny poor learners access to an educational institution based on the following:

- inability to pay school fees
- inability to buy a school uniform;
- inability to buy textbooks;
- inability to participate in school-related activities such as excursions or fundraising;
- inability to be punctual due to the distance between home and school, which may be caused by the lack of taxi fare;
- a perpetual problem of lateness in cases where a child has to walk long distances before reaching school (in some cases this may be because that school is the nearest one offering the child's home language);
- persons receiving grants on behalf of learners were not exempted from paying school fees because the school did not inform them of the right to apply for exemption.

In addition, media reports and certain civil society organisations – such as the Alliance for Children's Entitlement to Social Security (ACESS), the Global Campaign for Education, and the Education Law Project (ELP) of the Centre for Applied Legal Studies (CALS) – have highlighted some of the difficulties faced by poor learners and their parents. According to these sources, some children of non-fee-paying parents experience discrimination by having report cards and

transfer cards unlawfully withheld. They are prevented from writing examinations. Some are labelled as children of delinquent parents who are unwilling to pay their dues to the school. Parents are also sued for outstanding school fees in spite of the fact that they are legally exempted from paying school fees. Consequently, they have their household goods attached in respect of debts for which they are not liable and, worse, school authorities even send these learners home (ELP, 2007).

In similar vein, the same sentiment led to the emergence of robust scholarly debates among many other proponents who hold different views to this premise. Reschovsky (2006:7), for instance, points out that the size of the exemption depends on the level of the family income relative to the size of the fee. However, Reschovsky also states that the National Treasury cites unspecified evidence that learners whose parents cannot afford fees have either been denied exemptions or been excluded from schools, and this ought not to be so. Augmenting this premise are Gustafsson and Patel (2006:75), who firmly question the degree to which the fee exemption rules are being correctly applied. Motala *et al.* (2007:21) take this view further by pointing out that, the exemption process was cumbersome for school governing bodies (SGBs) to manage, and its bureaucratic procedure was daunting and time-consuming for parents, who risked the indignity of being means-tested. No blanket exemption was provided for, and if parents failed to apply to the SGB for exemption and subsequently did not pay school fees in full, the SGB could take legal action to recover the fees. Given that schools were never compensated for fees not paid by exempted parents or guardians, many did not advertise the possibility of exemption. Again, this becomes evidence that poor learners were compromised.

Arguably, the studies of other constitutional scholars such as Roithmayr (2002), Karsloon (2002), Maile (2006), Motala *et al*. (2007), and many others sharply critiqued the considerations that these malpractices occurred because governing bodies in township schools have flouted the school policies on funding and this has perpetuated historical inequalities and illegal discrimination. This is so

because when SGBs set school fees, they did so only to fulfil the performance of their responsibility as stipulated in Section 36(1) of the South African Schools Act (RSA, 1996c). Critical aspects – such as high levels of unemployment, child-headed families, orphans, children living in foster homes, some of them receiving state grants such as the child support grant – were never seen as contentious in the sense that the learners` rights to access free basic education were violated. This premise is seen as an inherent gap in that it does not cover the aspect of the management and governance of the resources allocated in a way that will ensure that resources translate into producing quality education for all. This is what eventually produces unintended consequences as far as policy is concerned. This gap is what De Clercq (2001:36) sees as a challenge affecting policy implementation. The primary cause is the lack of capacity and resources, both structurally and in skills, and the results lead to mismanagement, corruption and flouting of policy (Booysen & Erasmus, 2001:242).

Veriava (2005) reveals that, because of such malpractices, in April 2003 CALS launched an application on behalf of Mr and Mrs Sorsa – Case No. 2759/02, 29 May 2003, Sorsa v Simontown School Magistrates Court. This case was about enforcing the law and protecting families who could not afford to pay school fees. At the end of this case, it was revealed that the school had deliberately flouted the South African Schools Act and the Exemption of Parents from the Payment of School Fees Regulations (DoE, 1998). However, the outcome of the case was that the school had to completely withdraw its claim against them because CALS challenged the claims of schools where such claims suggest that schools use the existing laws relating to school fees selectively.

It is because of these reasons that Roithmayr, in Woolman and Fleisch (2004:115), asserts strongly that the system of school fees fundamentally impairs the access of a large number of learners to basic education. Lastly, Roithmayr (2002:116) maintains that the existing system of school fees causes or contributes to the inadequacy of the basic education of a constitutionally meaningful class of learners. Motala *et al.* (2005:55) take this view further, positing that, according to

the adequacy approach, an equitable education financing system would assure that each school had sufficient resources to provide an adequate level of education to a school serving large numbers of disadvantaged learners.

According to Motala *et al*. (2007:12), the primary requirement is that education should be both physically and economically accessible to those who were previously denied access. From this perspective, they assert that the focus should be on a battery of statutory legislation, regulations and policy directives that will ensure that children get into schools and that, once they are there, the environment is learner-friendly and they receive quality education, as outlined in UNICEF's (2007) Education for All document. Finally, Motala *et al.* (2007) conclude that for learners to gain access and receive quality education, a basket of services should be granted to indigent learners, and this encapsulate factors such as hunger, textbooks, uniforms, transport, language, and emotional and psychological problems. These must be seen as contributing to a smaller number of learners accessing education, since these aspects bear a fiscal obligation and pose a serious challenge to the indigent. Hence, the researcher shares the sentiments of the Dakar Framework that such a situation cannot be a lamentation that continues forever, but it has to be curbed and improved**.**

Motala *et al.* (2007) cite views on the opening up of access to marginalised groups, paying particular attention to pro-poor education. In response to the ongoing debates, Motala *et al.* (2007) cite several researchers who address the issue of whether education policies in themselves reinforce inequalities and increase the gap between rich and poor schools, or whether school fees on their own lead to exclusions from schooling, and whether indicators of poverty are adequate. However, the response of Motala *et al*. (2007:21) is that the Plan of Action gave further credence to improving free and quality basic education for all. It detailed a number of reforms intended to facilitate access to schools. These included regulating the cost of uniforms and books, improving the school budgeting system, taking over school nutrition schemes from the Department of

Health and facilitating better transport facilities so that the poor, especially in rural areas, have easier access to schools.

Most importantly, this Plan of Action gave birth to the Education Laws Amendment Act of 2005 and changes to the Amended National Norms and Standards for School Funding (DoE, 2006b), and subsequently functioned as an umbilical cord to address these issues and also to pave the way for fee-free schools in the lowest two quintiles (40% of schools). Later in this dissertation, the Plan of Action shall be discussed, depicting the manner in which it translates access to education into quality public education by means of the resources allocated to a particular school, as determined by the poverty scores.

The school resource allocation refers to the state funding to public schools, which is provided in two forms, namely personnel expenditure and non-personnel expenditure (Motala & Sayed, 2009:9). The school allocation is developed using five considerations. These include the rights of learners, a minimum basic package to ensure quality education, prices of goods and services, national distribution of income difference and poverty, and finally the state budget (RSA, 2006:25). The poverty score of each school assigns it to a quintile rank which, based on a pre-determined formula, governs the amount of funding the school receives.

The quintile system is a pro-poor mechanism used to determine amounts of funding for individual schools. Quintile 5 represents the least-poor schools and quintile 1 the poorest schools. Quintiles are now determined nationally (not provincially, as previously), and the national Department of Education determines the amount that provinces ought to allocate per learner in each quintile category. Quintile ranking was effected with the aim of redressing and improving equity and public spending on schools, and was specifically targeted to the needs of the poorest (Bisschoff & Mestry, 2003).

While South African discourse on the financing of education is not at a stage at which benchmarking in terms of adequacy can take place (Amsterdam 2006),

Motala and Sayed (2009) raise questions about whether the costing per learner is adequate and correctly channelled. The works of the other proponents and opponents who are for and against quintile ranking proves that there has been little investigation of whether the quintile system is an effective pro-poor mechanism. Specifically, critics argue that the policy misclassifies schools, giving them incorrect quintile scores, and thus the current costing per poor learner is underestimated; worse, poor learners are found in schools with different quintiles, since the poverty scores are based exclusively on the geographic area within which schools are located (Roux 2003; Wilson, 2004; Veriava, 2005). The national department also sets an "adequacy benchmark" – a minimum amount considered necessary for schools to provide adequate basic education – which was R527 in 2006 for non-salary expenditure, with the poorest quintile receiving R703 per learner and the least-poor R117 per learner. Schools that receive "adequate" funding will be listed as no-fee schools for the poorest learners. Finally, the Plan of Action began to give expression to the idea that schools in the poorest national quintiles should be discouraged from charging school fees. This was of course the beginning of the idea of no-fee schools (Wildeman, 2008:10).

According to Maluleke (2005), White Papers and Green Papers facilitate policy implementation in South Africa. White and Green Papers articulate the intentions of government in terms of policy implementation. According to Maluleke (2005:51), once policy documents are in place, a plan of action must be developed to ensure that the objectives as stipulated are in play and are being given consideration. Given the complexity, ambiguity and comprehensiveness of the concepts of fee-free and education access issues, the researcher shall now attempt to explicate the unique debates that relate to the legislative procedure followed to declare some institutions as no-fee schools and to explain what exactly the no-fee schools are according to policy dictates.

2.3 No-fee schools policy as a concept

The preceding section critically discussed how South African legislation was amended to reflect the constitutional mandate to have education for all and school access in relation to no-fee schools policy. This section discusses the development of the no-fee policy in greater detail.

Firstly, on 14 June 2003, the Department of Education presented the Plan of Action that describes free and quality education for all, as follows: Public funding of schools, especially where learners are poor, must be sufficient to cover the cost of all the basic inputs required for a quality education. Schooling must provide all learners with meaningful knowledge and skills that will empower them to take part fully in the economic, political and cultural life of the country. The Plan concludes by saying that no learners, especially those of compulsory school-going age, should experience any economic, physical or other barriers to attending school.

Secondly, the Economic and Public Finance Guidelines (2005:109) postulates that most public schools in South Africa charge school fees. Schools are expected to raise fees so that they can supplement the money provided by the government in order to provide the best possible education for learners (SASA Section 36). In this way, the cost of education in each school is shared as a partnership between the government and the school community. Partnership is a fundamental principle within the South African Schools Act. Parents in school committees and the government share this responsibility. It is parents within each school who decide whether or not school fees will be charged and, if so, how much.

However, the contentious area is that some families cannot afford to pay school fees. The government has a clear policy mandate, which is that no child should suffer or be deprived of education because his or her parents cannot afford to pay school fees, and government policy allows the poorer parents to apply for exemption from payment. However, the empirical research proves that school governing bodies deliberately flout this policy. Because of this challenge, it was decided that certain schools should not levy compulsory school fees (RSA, 1996c:

Section 1). No-fee schools are an integral part of the government's strategy to alleviate the effects of poverty and redress the imbalances of the past (DoE, 2006a: paragraph 155).

Thirdly, in 2006 the Gauteng Department of Education (GDE) commissioned the Human Sciences Research Council (HSRC) to conduct a study that would identify, examine and analyse poverty pockets within Gauteng. This study used data from the 2001 census, which have been statistically reworked to bring the information down to the sub-place level – that is, a level appropriate to communities, which are often very small (smaller than ward area). The average of the percentage values for individual indicators was calculated for every sub-place with five or more persons or households.

The HSRC study used small-area estimation statistical techniques, thereby enabling the GDE to identify poor schools quite precisely. The results were then displayed through the Geographical Information Systems (GIS) mapping work using ten poverty indicators. The results of this study also indicated that the level of poverty being experienced in Gauteng is influenced by migration.

In terms of poverty indicators, the following indexes were analysed at sub-place level:

- dwelling type (proportion of households in dwellings classified informal or traditional);
- electricity (proportion of households that do not have electricity for lighting purposes);
- female-headed households (proportion of households headed by women);
- household income (proportion of households with an annual income of R9 600 or less);
- illiteracy (proportion of population [15+] who have not completed Grade 7);
- refuse removal (proportion of households whose refuse is not removed by the local authority);

- sanitation (proportion of households that do not have a flush or chemical toilet);
- unemployment rate (proportion of the "economically available" population – i.e., all persons aged 15-65 years who are unemployed);
- crowding (proportion of households sharing a room with at least one other household); and
- water (proportion of households that have no tap water inside dwelling or on site (GDE, 2008).

All indicators were given an equal weight of one, and schools were ranked according to the average of the above ten poverty indicators using data from Census 2001 and Statistics South Africa. Based on these indicators, schools were ranked according to the index score of the area in which they were situated. The number of learners was totalled and the national cut-off point was used to allocate each school to a quintile. The index of Gauteng wards allowed over 98% schools to be ranked accurately in terms of poverty. Initially a number of schools were incorrectly categorised by the Provincial Education Department. This mistake led to the implementation of GDE Circular 56 of 2006 – that is, the application of a quintiles to be re-ranked – resulting in schools being allowed to object and to request to be re-ranked through their District Offices. The schools did this by providing the reasons in writing, but this was later rescinded by GDE Circular 24 of 2008 (Appendix B). Some 159 schools across all districts were considered for re-ranking and these were placed under the new quintile ranks ranging from the poorest to the wealthiest. A revised relative quintile was thus allocated (bearing in mind that only the first 10.46% of learners can be in quintile 1, refer to table 2.1).

Table 2.1 Percentage of Gauteng learners per quintile

Quintile	1	2	3	4	5	Total
	10.46	11.44	27.37	27.17	23.56	100.1
		10.46	21.9	49.27	76.44	

Source: GDE EMIS 10th day Headcount Survey of 2006.

Given all of the imperatives discussed above, initially GDE Circular 56/2006 informs all public schools about the Education Laws Amendment Act 24 of 2005, which amends Section 35 of SASA. This amendment stipulates:

> Despite subsection(1), the Minister must by notice in the Government Gazette annually determine the national quintiles for public schools or part of such quintiles which must be used by the Member of the Executive Council to identify schools that may not charge school fees (Department of Education, 2006a:6).

Harrison (2006:173) and Vally, (2007) further qualify this clause by adding that, in line with this amendment, the Minister of Education has to identify schools that may not charge school fees. Harrison stresses that, according to the Act, the Minister was required to have published a list of no-fee schools in the Government Gazette before 30 September 2005 to enable the schools to know their funding allocation, and to plan a three-year cycle in line with the Medium Term Expenditure Framework (MTEF). Harrison argues that the President signed the Act in January 2006, too late for publication. Notwithstanding this flaw, GDE Circular 43/2007 (Appendix C) was finally released on 27 June 2007, identifying a first list of all schools ranked between quintile 1 and quintile 2 that were to be declared no-fee schools; this comprised 21.9% of the total number of schools in the province. This is a drop from the current 40% of learners. In addition, GDE Circular 43/2007 simultaneously introduced the roll-out of the Bana Pele Programme. The programme was launched in June 2005, providing a basket of services to vulnerable children such as orphans, children heading families, and children not receiving a state support grant. These children can be between Grades 1 and 12, and receive the child support grant, free food in schools, and free scholar transport if they live more than five kilometres from their school. These children are also entitled to free health care and free screening for psychosocial support by social workers. This Circular further articulates the manner in which the schools are to implement the committees that would enable the learners who fall into this category to benefit from the programme. Among other benefits that are derived from the programme is the distribution of school uniforms to destitute children of school-going age. To date, the GDE and the Department of Health and

Social Development have ensured that 234 339 Grade 1 children in quintile 1 schools have received free school uniforms, and benefit from a feeding scheme and fee-free education (www.banapele.gpg.gov.za).

Fourthly, consistent with the legal requirements, the Minister of Education published the list of national quintiles where school fees may not be charged (Wildeman, 2008:44). Table 2.2 depicts the annual determination of no-fee schools for 2007 made by the Minister of Education.

Table 2.2: Percentage of learners per quintile

Province	National Quintile 1	National Quintile 2	Total percentage of learners in no-fee schools in 2007
Eastern Cape	34.85	21.58	56.43
Free State	30.83	14.90	45.73
Gauteng	10.46	11.44	21.90
KwaZulu-Natal	24.19	18.76	42.95
Limpopo	33.96	22.34	56.30
Mpumalanga	16.68	20.17	36.85
Northern Cape	26.28	17.69	43.97
North West	22.70	15.24	37.94
Western Cape	6.54	8.02	14.56
Total	20	20	40

Source: Government Gazette 29179, 31 August 2006.

Without exception, poor provinces have the majority of their learners in the poorest, no-fee quintiles. Eastern Cape and Limpopo have 56.4% and 56.3% respectively of their learners in the first two quintiles. KwaZulu-Natal has 43% of its learners in the two poorest national quintiles. On the other hand, provinces such as Gauteng and Western Cape have relatively small percentages of their learners in the poorest quintiles. This indicates that the median incomes in these

provinces are much higher than the national averages. Gauteng has approximately 22% of its learners in the poorest no-fee quintiles, while Western Cape has only 15% in the corresponding quintiles. However, it is important to note that the Members of the Executive Council (MECs) of some other provinces took extra-policy decisions to declare schools in quintile three as no-fee schools. This happened because the MEC of Gauteng saw a poor rate of 21.9%, which is comparatively low compared to other provinces; hence, this decision became a possibility. In addition to that, some schools that were designated farm schools are now located in townships, but because they have "farm" in their official registered name, their past designation as a farm school is retained. Such decisions have obvious implications for the declaration of the remaining poor schools as no-fee schools.

Fifthly, subsequent to these imperatives, GDE Circular 24/2008 dated 12 March 2008 was released. This gives credence to the process and invited quintile 3 schools as no-fee schools as of April 2008, bringing to 27.37% the proportion of learners no longer required to pay school fees. However, this was not automatic; the SGBs of the schools ranked under quintile 3 had to convene an urgent special general meeting and notify the full parent body of the GDE decision to declare the no-fee status of certain schools. SGBs had to explain to parents at these meetings that they were no longer obliged to pay compulsory school fees, and that the school would receive an allocation of R775 per learner for 2008. The allocation represented a maximum adequacy benchmark that would not only enable a school to run smoothly and productively but provide all learners with their entire learning support requirement. SGBs were also required to review what needed to be done according to the budget adopted at the previous annual meeting of parents. In addition to these directives, in such a meeting it was expected that an attendance register should be kept as proof that the parents had attended the meeting, read the minutes of the annual general meeting, reviewed the 2008 budget, taken a resolution on school fees and reviewed the school financial policy. Such meetings were expected to reveal the parents' wishes – that is, whether the school should be a no-fee school or a fee-paying school. However, the consequences of whichever

choice was made were to be explained in detail and minutes were to be taken. Each school had to complete Annexure A of GDE Circular 24/2008 not later than 30 April 2008 if it wished to acquire official no-fee status from the provincial education department. Parents in such schools would be exempted from the payment of compulsory school fees, but such a school was not precluded from requesting voluntary contributions for funding special projects. This implied that no compulsory school fees would be charged in the poorest schools but it did not mean that schools could no longer prepare a school budget in accordance with Section 39(2) of SASA.

Lastly, the Education Law Project (2007:3-4) defines no-fee schools as schools that are poor, even though they might be physically situated in wealthier areas. These schools may have a majority of poorer learners from nearby areas – for example, where there are informal settlements without their own schools. These schools should fall into the category of poorer schools. If a school is a no-fee school, parents do not have to pay any fees, including registration or activity fees. At present, the government's contributions cover the learners in all grades, but the Minister of Education could decide that only learners up to Grade Nine will not have to pay school fees. Where a school is incorrectly categorised, it can apply to the provincial education department to be re-categorised (see GDE Circular 53 of 2007 in Appendix D). This clause is outlined in paragraph 105 of the Norms and Standards for School Funding.

The number of institutions and learners in 2008 for the three quintiles is illustrated in Table 2.3 Currently schools in quintile 3 will continue to receive R581 per learner until the provincial department finalises the process of declaring quintile 3 schools to be non-fee-paying schools.

Table 2.3 Number of schools and learners per quintile, Gauteng

Quintile	Number of Schools	Number of Learners
1	254	195 060
2	174	193 413
3	626	488 831
Total	1054	877 304

Source: GDE EMIS, 2008.

2.4 Procedure followed when determining the monetary target allocations to no-fee schools

For the 2008 academic year, the new targets were published in the Government Gazette, Notice No. 883, 2007. The criteria determine the resource allocation or target table according to the poorest national poverty quintile, which establishes target per learner amounts for school allocation (Table 2.4). Column A provides the percentages that underlie the pro-poor funding approach. For example, the first national quintile (or one-fifth) of learners should receive 35% of funding, which is six times more than the 5% of funding which should go towards the least-poor quintile. Columns B, D and F specify the target per learner school allocation in Rand for each of the years 2007, 2008 and 2009. The table also specifies what the average per learner target value would be for the country as a whole. The no-fee threshold amount appearing in Columns B, D and F indicates the per learner amount that government considers minimally adequate for each year – R554 for 2007, R581 for 2008 and R605 for 2009. Columns C, E and G indicate the maximum percentage of learners in each national quintile that could be funded to the no-fee threshold level. This provides an indication of both the possibility of adequate resourcing without school fees, and the percentage of learners who could be exempted from the payment of school fees. For example, in 2007 in quintile 5, if school fees were used to finance the needs of 78% of learners, then 22% of learners could be financed through the state's school allocation; in other words

22% of learners could be fully exempt from the payment of school fees. Below are the two target tables from the ANNSSF (DoE, 2006a: Paragraph 109:31).

Table 2.4 National target table for school allocations (2007-2009)

	% of Funding Available to Quintile	2007		2008		2009	
National Quintile	**A**	**B**	**C (%)**	**D**	**E (%)**	**F**	**G (%)**
1	30.3	R738	100	R775	100	R807	100
2	27.5	R677	100	R711	100	R740	100
3	22.5	R554	100	R581	100	R605	100
4	15.0	R369	67	R388	67	R404	67
5	5.0	R123	22	R129	22	R134	22
Mean allocation per learner	Overall 100.0	R492	89	R517	89	R538	89
No-fee threshold per learner		R554		R581		R605	

Source: DoE, 2006a.

A = percentages that underlie the pro-poor funding approach.
B = the target per learner school allocation in Rand for 2007
C, E, G = maximum percentage of learners that could be funded to the no-fee threshold level
D = the target per learner school allocation in Rand for 2008
F = the target per learner school allocation in Rand for 2009

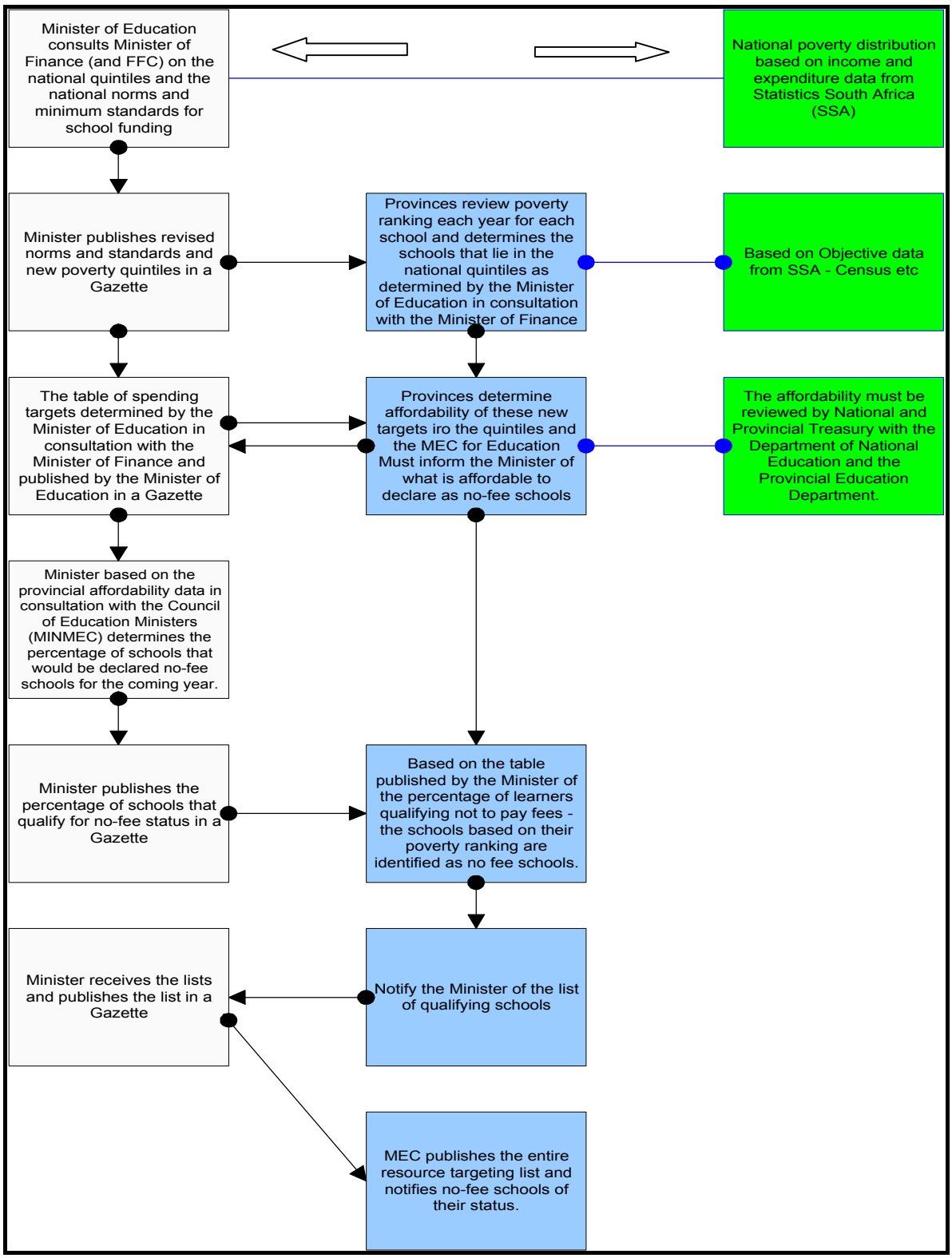
Table 2.5 Target table for school allocations (2008-2010)

		2008		2009		2010	
	A	**B**	**C**	**B**	**C**	**B**	**C**
NQI	30.3	R775	100%	R807	100%	R855	100%
NQ2	27.5	R711	100%	R740	100%	R784	100%
NQ3	22.5	R581	100%	R605	100%	R641	100%
NQ4	15.0	R388	67%	R404	67%	R428	67%
NQ	5.0	R129	22%	R134	22%	R147	22%
Overall	100.0	R517	89%	R538	89%	R571	89%
No fee threshold		R581		R605		R641	

Table 2.5 covers the school allocation targets to 2009 only. The Minister of Education, in consultation with the Minister of Finance, will release targets relating to years beyond 2009, and may change previously released targets, depending on circumstances.[1] The purpose for publishing these figures annually is to create an enabling environment for better medium-term planning in the schooling system. Additionally, this will enable both Ministers to revise the no-fee school threshold amounts, and this will obviously be determined by new research into costs of schooling in different socio-economic contexts (Department of Education, 2007

Figure 2.1 depicts the procedures followed by the GDE to identify no-fee schools.

[1] Note that this text was written prior to 2010.



Source: GDE, 2008a..

Figure 2.1: The procedure followed by the GDE to identify no-fee schools

2.5 Appraising the extent to which the no-fee schools policy enhances the efficacy of the delivery of quality public education for all

2.5.1 Overview

Having established the principles and mechanisms by which the adequacy benchmark for the no-fee schools is determined, this document shall now turn its attention to the two-pronged questions posed globally – that is, how to strike a balance between increasing access to education for all with state-allocated resources, and realising sustained quality public education. Pertinent to these considerations, the researcher finds it of cardinal value to investigate the efficacy of mechanisms put into place by the Department of Education and their impact in terms of addressing the questions that are often asked but not answered in most of the empirical research. As argued in most of the literature, once children enter school the level and nature of the education they receive is often questionable. This is manifested by the low level of skills and knowledge that both dropouts and school leavers possess. The contestation is always attributed to the assumed level of education that is extremely poor. As a result, these learners cannot lift themselves out of poverty.

Concomitant to these concerns, Motala and other proponents of this view strongly maintain that the DoE policy makers should acknowledge the fact that increased access to education does not automatically translate into better quality of education; hence, they need to formulate their policies and programmes to address these concerns (Motala *et al.,* 2007:22).

Based on the preceding discussion, a tension develops. However, there are few significant starting points that were raised to address this concern and to establish an alternative way forward. Firstly, on a macro level the 1999 Medium Term Expenditure Framework Review noted that the earlier debates revolved around issues of access to schooling, classrooms backlogs, infrastructural deficiencies and inefficient procurement processes, which ultimately stifled the delivery of quality public education for all. However, with all the concerns cited in the preceding

paragraph, the Department of Finance (DoF) (1998), came up with a different strategy which pointed out that the level of expenditure in education was not only limited by the fiscus, but represented a response to an essentially inefficient system of education. The Department of Finance argued that education spending was proportionately more than adequate; it motivated for redress using funds released from system of education. While there were no disagreements that the education system was characterised by deep inefficiencies, the debates were ongoing about whether more resources should be injected or whether it was necessary to seek a more efficient use of existing resources that would improve systemic quality (Donaldson, 1992; Motala, 1997; DoF, 1998; Fedderke et al., 2000; Motala & Porteus, 2001 – all cited in Motala, 2005:40). It was in the light of these considerations that one of the aims of this document seeks to understand the Department of Education programme that will ensure that the state-allocated resources in public schools are utilised in a way that will translate into the delivery of quality public education for all.

Secondly, in the same vein, the micro-level approach alludes to the premise cited in the preceding paragraph. Moloi (2003:31) takes this debate further and posits that a school is a learning environment that has to be continuously improved to produce quality education and gain a competitive edge in the new knowledge economy. In furtherance of this view Nonaka and Takeushi (1995, cited in Tsoukas and Knuder, 2005) contend that common-sense understanding can run no organisation, and that research and theory of knowledge management is fundamental. Grant (1996, in Tsoukas and Knuder, 2005) further argues that to avoid organisation failure, it is very fundamental for the management of an organisation to be aware about the environment in which they operate. This can be achieved in many ways, among other things, though not limited to these, by seeing to it that daily operational action plans, systems and measures are in place. These should be in line with the strategic vision of the Department of Education, which is intended to bring about transformation and thus make it practically possible to deliver quality public education for all in schools. Bush (2003:4), on the other hand, maintains that school improvement is not a technocratic science,

but rather a process of seeking ever-better ways of embodying particular educational values in the working practices of a particular school. In furtherance of these views, Moloi (2003), Bush (2003), and Van Deventer and Kruger (2003) jointly advocate that the viable schools are those that stringently comply with the macro legislation, policies, circulars and programmes provided by the Department of Education. This is so because everything starts with the implementation of such formal structures, procedures, processes, measures and systems, roles and relationships that will strike the balance between increased access without tipping against the scale of quality education.

As previously mentioned, the researcher aims to investigate and appraise the extent to which the efficacy of these mechanisms increases access to free education and to ascertain if this translates into better-quality public education. Therefore, for the purposes of this study, in the upcoming discussion the researcher will discuss the manner in which the Department of Education responds to such arguments.

2.5.2 Plan of Action

2.5.2.1 Overview

The strategic Plan of Action presented on 14 June 2003 by the Department of Education was devised with several aims in mind. Firstly, it was meant to show the manner in which the translation of resources would ensure quality education for all learners (or, to put it differently, channelling the inputs correctly to produce the required outcomes). In addition, it was meant to remove multiple barriers that impeded children's right to education. Secondary to this, would be to strategically align and comply with the imperatives of the Dakar Framework for Action and to achieve the broader vision and mission of the Department of Education. However, the degree to which these factors could be responsive may include but are not limited to the following:

Through the MTEF, the Department intends to discharge its full mandate for public schooling, consistent with its wider goals in education, by linking efficiency and quality, and by improving the education budgets with the pro-poor funding mechanism. In pursuit of this goal, the Department has adopted the construct of economic principle, which pertains to the production process. It refers to employing three cost-effective inputs – educators (that is, personnel inputs), learner support material and other non-personnel items, and physical infrastructure – that will measure the optimum production outputs of skills, knowledge and learner performance acquired at a particular point of exit. By attaining this goal, it is believed that these resources will not only inevitably translate into quality teaching and learning, but also that meaningful economic, political and cultural empowerment of the country's citizens will be realised.

The three chief inputs are discussed below.

2.5.2.2 Personnel inputs and the curriculum

Firstly, as pointed out in the literature review, the government approach in ensuring the delivery of quality public education is a two-pronged mechanism that aims to work at issues related both to educators and to the curriculum.

It is envisaged that the implementation of the following educator-related factors will promote quality education:

Adequate expenditure for state-paid educators was budgeted for as a strategy to tackle the problem of unacceptably large class sizes in poor schools, a clear barrier to quality schooling. This was followed by planning proportional class sizes with acceptable learner-teacher ratios. This also applies to the post provisioning of poor and non-poor schools that offer scarce subjects such as music, technical subjects and so on. It is important to point out, however, that this rule becomes impractical to apply in certain schools. In addition, the utilisation of non-educators as support staff for educators was addressed, though on a limited scale. The government and educators also took a joint initiative to contribute to

teacher productivity through extensive in-service training programmes by reskilling, improving existing skills and increasing knowledge. The reason for this endeavour was to minimise the gap caused by crash-courses, to reduce the number of educators with inadequate training, and to be on a par with international standards. Such a programme is currently pursued through the new multi-year *Funza Lushaka* Bursary Programme launched in 2007 to promote quality teaching in public schools. The Ministerial Committee on Teacher Education further set up in 2003 provided incentives for districts and schools to strengthen their teacher skills development programmes to improve their performance. The government also planned to introduce an occupational specific dispensation (OSD) – a strategy aiming at introducing educator assistants to enhance teaching in the classroom when there are temporary pressures, such as pressures arising out of the HIV/AIDS pandemic. This requires the provisioning of additional support for educators. Educators as nation builders are likened to midwives to education. Curriculum specialisation should provide full capacitation and an understanding of the Constitution and its implications. Hence, the Revised Curriculum Statement provides generic principles in all subjects, which address the issues of human rights, language, religion, diversity and inequality because the purpose is to redress the injustices of the past such as discrimination, particularly against the indigent. In order to maximise teachers' potential, since they are accountable to the government and the community, the best teachers who deliver their services beyond a level of expectation are positively reinforced by being granted a high profile at the Annual Teachers' Awards. On the other hand, punitive measures are applied to those educators who indulge in and are reported in acts of misconduct such as inebriation, sexual abuse of learners, pilfering of school funds and excessive absenteeism – actions that bring the teaching profession into disrepute.

An endeavour is also made to improve teacher identity and job satisfaction through an improved remuneration system. Lastly, enforcing and improving good management in schools yields a team of educators who have a sense of purpose, and are self-driven in performing their duties. This will create a culture of punctuality, prompt attendance at teaching periods, optimum lesson preparation, high levels of professionalism, and so on.

Quality education encapsulates the implementation of the following curriculum-related factors:

- Raising teacher awareness through capacitation in managing learning and teaching support material (LTSM) is fundamental in ensuring quality education. This refers to having good systems, processes and procedures of retrieving textbooks, proper storage and keeping of an inventory of school resources, as this will increase durability and thus ensure that the LTSM never drops below minimal levels. Research results have proved that many schools do not have proper policies in place to sustain their LTSM resources, and this deficit has adverse implications for learner performance. This is extensively explained in the Asset Management policy provided by the Provincial Education Department.

- Greater curriculum diversity in historically disadvantaged schools and, linked to that, the scaling down of state resourcing in terms of posts for scarce curriculum offerings in middle-class schools, has resourcing implications related not only to educator posts, but also to physical infrastructure and LTSM. Implementation plans for the roll-out of the new Further Education and Training (FET) school curriculum took this into account. It is important to establish a careful balance between bringing diversity into the curriculum of all schools and the efforts to enhance quality across the curriculum, because the expectation is to have quality in diversity.

2.5.2.3 Non-personnel non-capital inputs

The Plan of Action provides that the non-personnel non-capital (NPNC) inputs include consumable items such as exercise books, pens, water and electricity as well as items that are at least partly capital items, in the sense that they last more than one year, like textbooks, furniture, equipment such as computers, fax machines, photocopiers, et cetera. Therefore, the availability of NPNC variables is

indispensable, has a significant impact in terms of realising quality schooling, and can be instrumental in removing the pressures schools at present experience to charge school fees.

It is important to point out that the systems to support the manner in which schools are to take responsibility in managing the non-personnel funds received from the state are fundamental in ensuring the regulation of translating financial resources into physical resources that will most cost-effectively promote quality education. This refers to the Section 21 and non-Section 21 status of schools.

As promulgated in the Amended National Norms and Standards for School Funding (DoE, 2006a:40), the Provincial Education Department remains committed to capacitate Section 21 schools with the measures and functions that will ensure the translation of inputs into optimum learner performance. To this end, the GDE released General Notice 1157 of 2008 referring to the criteria relating to the allocation of and withdrawal of Section 21 functions of schools. The purpose of this draft document is to provide a checklist and criteria to determine the capacity and capability of SGBs to effectively and efficiently perform the Section 21 functions applied for and allocated, in ensuring that state resources are translated into producing quality public education for all.

The Plan also frames the poverty targeting of the school nutrition programme in primary schools. This provision allows schools to apply for funding to provide lunch for poor learners. In this case, eligibility for poverty-based welfare grants will be used as a criterion for eligibility for a publicly funded lunch programme.

Another mechanism in the Plan is the capital investment budget framework aimed at providing physical infrastructure in order to eradicate the backlogs bequeathed by the apartheid regime, especially in poor and rural areas. Contingent to this point is the issue of scholar transport. Schools should be not only structurally accessible but also physically accessible to all school-going learners. This implies

that no poor learner should be more than an hour away from the closest public school.

In as much as a school uniform is perceived to engender a sense of pride in the traditions and identity of the school, it has a critical implication because it may pose a barrier to attending school, especially for poor learners. To overcome this adverse effect, the Minister of Education has provided National Guidelines on School Uniforms (DoE, 2006).

Finally, the GDE has issued circulars to ensure that schools put into place a host of administrative systems in order to deliver quality education to learners. They require, to quote but a few: application forms for admission of new learners, detailed records of learners and parents, attendance registers, learner assessment records, inventories of textbooks, records of learners relying on scholar transport, records of learners receiving state grants, children from child-headed families, et cetera. In light of the amount of administrative work to be performed at school level, the GDE has to provide various training courses that will assist in minimising pressure to computerise the various administrative systems of schools, and to link school administration computers to larger network systems. The rationale behind these considerations is that reliable data will assist the GDE's policy makers to close policy gaps and to make informed decisions that will assist schools to deliver quality education.

2.6 Chapter review

From the preceding discussion, it can be concluded that no-fee schools cannot be implemented in isolation, but that successful implementation is connected to the other, already existing policies of the Department of Education. It has to be noted that increased access to education versus quality education has not been discussed, as it is peripheral to this research report, warranting a study on its own. So, for the purposes of this study, the researcher will confine the discussion of this topic within the boundaries stipulated above. Furthermore, it is important to mention that some of the aspects, which the researcher did not mention in this plan, include those that have already been implemented. These aspects still undergo a continual process of review, and this comes in the form of general notices, circulars, regulations, bills, amendments and new Acts. Hence, in this chapter only the three prominent areas were discussed, namely: policy implementation, no-fee schools policy as a concept, and the Plan of Action. Together these give a background to the roll-out plan of action of the no-fee schools policy.

The next chapter will explain the implementation of the research methodology and describe the research design in detail.

Chapter Three
RESEARCH DESIGN AND RESEARCH METHODOLOGY

3.1 Introduction

The literature study in the preceding chapter forms a framework on which to firmly base the empirical study. This has to be done because it is important to contextualise the phenomenon under study within a particular theoretical foundation (Vockel and Asher, 1995:435). As was indicated in Chapter One, the aim of this study is to critically investigate the manner in which the implementation of no-fee schools policy impacts on access to quality public education in three schools in Ekurhuleni South District in Gauteng.

Therefore, a qualitative research design is apposite. In this chapter, the researcher shall explicate the research design and focus on the methodology to provide clarity on the following aspects of research:

- purpose of qualitative research methodology;
- sampling;
  - research instruments (limited participation, interviews, observation at SGB meetings, document analysis);
- data collection;
- data analysis;
- study limitations and potential.

3.2 Research design

A research design is a flexible set of guidelines that connect theoretical paradigms to strategies of inquiry and methods for collecting empirical data.

Researchers used the research design to answer the research question or questions. According to McMillan and Schumacher (1997:162), a research design refers to a plan and structure of the investigation that is used to obtain evidence in order to answer the research question or questions. Following Saunders, Lewis and Thornhill (2000:92) indicate, therefore, that it is important that researchers outline a clear strategy on how they will go about answering the research question or questions. Denzin and Lincoln (1994:212-215) posit that when using the qualitative research method, the researcher should incorporate space for triangulation (the use of several kinds of methods of data) – namely, data triangulation, investigator triangulation, theory triangulation, methodological triangulation and interdisciplinary triangulation.

Methodological triangulation is a relevant practice in qualitative research because different perspectives unfold when more than one method or strategy is used. Qualitative researchers can use various approaches to capture the meaning that people bring to their world – phenomenology, ethnography and auto-ethnography, narrative research, case studies and grounded theory. They use these research designs to answer their research questions in the most relevant and economical way (Terre Blanch & Durrheim, 1992:29).

This researcher has made use of the case study to conduct the research. The case study as strategy is used because it is characterised by the ability to allow the researcher to look deeply into an issue through one or more cases within a setting or context. That is, one is able to get a holistic picture into why certain schools are successful in implementing the no-fee schools policy while others are not. Through a case study, one is able to discover the success, failure and unintended consequences during the period of policy implementation since the no-fee schools policy is in its third year of implementation. Therefore, since the researcher wants to understand whether or not the policy is being successfully implemented, a case study approach is particularly appropriate because it provides the opportunity for one aspect of a problem to be studied in some depth within a limited period (Bell, 1993).

3.3 Research methodology

3.3.1 Qualitative research method

There are two main methods that can be used to conduct social research, namely, qualitative and quantitative research methods (MacMillan & Schumacher, 2006). In order to meet the aim of this study, the researcher investigated the topic by employing the qualitative research paradigm.

The definition of qualitative research is usually approached from many different angles. Qualitative research is an attempt to understand people in terms of their own definitions of their worlds. Research activities are thus centred on an "insider perspective on social action" with sensitivity to context in which participants operate in their frame of reference and history (Babbie & Mouton, 2001:271). Researchers study the phenomenon in its natural state and try to make sense of it, while at the end they interpret the data collected from people who are supplying it in terms of their understanding. A qualitative study is characterised by personal experience, interviews, observation, history and a case study, and is associated with complexity, contextual exploration, discovery and inductive logic (Mertens, 1988). An inductive logic system needs the researcher to use the situation without imposing preconceived ideas on the phenomena under study. In addition, Neuman (1997:328) reiterates that data may also be obtained by studying specific documents and through observation.

Maykut and Morehouse (1994:45) define a natural setting as a place where the researcher is most likely to discover and uncover what is known about the incident of interest. This indicates that qualitative researchers should conduct their research in places where they are most likely to investigate the subjects in the context of the problem. Straus and Corbin (1990:17) describe the qualitative method as any type of research that produces findings or results by not using statistical methods or other means of measuring quantity, and, in this instance, this premise can be used for gathering information about schools with a no-fee status. This method has been used because it has allowed the researcher an

opportunity to explore in detail the type and the quality of responses, as it acknowledges the social and behavioural context in which the phenomenon occurred. Some authors try to define qualitative research by using data collecting strategies as the basis for their definitions, while others base theirs solely on contrasting it with quantitative research. According to Golafshani (2003:560), for instance, qualitative research is "any kind of research that produces findings not arrived at by means of statistical procedures or other means of quantification".

This study deviates from a quantitative approach to research where researchers focus on measuring the degree to which certain policies have been implemented or to verify certain claims in research. This decision to use a different approach is informed by the fact that quantitative studies often measure technical compliance of policy implementation without grappling with the issues of why implementation is the way it is. Therefore, the qualitative approach is more appropriate in order to understand why policy implementation is the way it is.

3.3.2 Quantitative research method

For the purpose of the study, the researcher preferred not to use the quantitative research method. Creswell (1994:2) defines quantitative research as an inquiry into a social or human problem based on testing a theory composed of variables, measured with numbers and analysed with statistical procedures in order to determine whether the predictive generalisation of the theory holds true. In addition, there is quantitative use of statistics to interpret and make sense out of data.

3.4 Sampling

In qualitative research, sampling occurs subsequent to establishing the circumstances of the study clearly and directly. Sarantakos (2005:156) describes sampling in qualitative research as relatively limited, based on saturation, not representative, the size not statistically determined, involving low cost and not

being time-consuming. On the other hand, Ary, Jacobs and Razavieh (1990:169) explain sampling as a small group to be observed to represent a larger group. The researcher conducted the empirical research using purposive sampling. Purposive sampling is regarded as a strategy that chooses a small group of individuals likely to be knowledgeable and informative about the phenomenon the researcher is investigating without needing or desiring to generalise the findings to all such cases (McMillan & Schumacher, 2006:319). The decision to choose these participants was further influenced by the fact that they experience issues around implementation at a practical level. The interview targeted three ordinary public schools with no-fee status in Ekurhuleni South District. The selection constituted six participants from each school – the school principal, the School Governing Body (SGB) chairperson, two educators (one of them a member of the Learner Teacher Support Committee [LTSC]), a parent and, where it is a secondary school, a member of the Representative Council of Learners (RCL). The sample included both genders.

3.5 Research instruments

3.5.1 General

The researcher used a participation observation method that McMillan and Schumacher (2006:346) describe as "a combination of particular data collection strategies: limited participation, field observation, and interviewing and artifact *[sic]* collection".

3.5.1 Limited participation

The researcher believed that it was necessary to conduct a pilot study with the schools selected as a sample prior to the actual data collection. The purpose was to obtain acceptance of the researcher's presence; later the researcher used field observation without interacting with the participants, directly observing and later

transcribing verbatim. Lastly, official school documents were reviewed in only two schools, as they were made available as according to the request.

3.5.3 Interviews

Bless and Higson-Smith (1995:106) describe an interview as involving direct personal contact with the participant who is asked questions. On the other hand, Neuman (1994) describes an interview as a process that represents a direct attempt by the researcher to obtain valid results in the form of verbal responses from one or more respondents. Denzin and Lincoln (1994:361) describe types of interviewing such as face-to-face individual interviews and face-to-face group and telephone interviews. Since an interview is an inherent instrument of a qualitative method, the researcher conducted individual face-to-face interviews as one of the methods for collecting data because the resulting quotes clearly articulate what the researcher intends to do. In addition to this premise, Cohen and Manion (1989:307) describe the interview as a two-person conversation initiated by the interviewer (researcher) for the specific purpose of obtaining relevant information, and focused on content specified by the research objectives. In other words, an interview is a planned conversation with specific objectives that must be achieved at the end of the interview.

In this regard, a pre-determined semi-structured schedule was prepared and was used to elicit in-depth information and clarity (Appendix E). MacMillan and Schumacher (1997:447) call this schedule an interview guide. Probing was also used during the interview to clarify certain responses. According to MacMillan and Schumacher (1997:450), probing is a characteristic of in-depth interviews. The researcher transcribed the responses.

3.5.4 Observation

Bless and Higson-Smith (1995:105) state that observation is a technique used to collect data and that there are four types of observation – non-participant, simple, participant and laboratory observation. The researcher preferred to use the non-

participant observation method because it makes it easy to record the required information. However, its weakness is that people become biased when they are aware they are being investigated. In participant observation, the researcher participates openly but hides the objective of participation, and it can be easy to lose objectivity. The researcher also intended to attend one SGB meeting as an observer in all the schools. However, this was possible only in one school. In the other two schools the time of visiting coincided with the time when the SGB's term of office was coming to an end, and schools were preparing for elections of the new SGBs.

3.5.5 Document analysis

The researcher collected official documents from two schools, which helped to provide more data. This method is non-interactive but very instrumental in an event where the researcher triangulates the data. According to Easton (1997:175), documentary or artefact analysis entails careful examination of the many types of material produced by participants or stakeholder groups in direct or indirect relation to the programme. This was done after conducting the interviews; the viewed documents included the School Development Plan, resource allocations of the current financial year, minutes of SGB meetings, school budget, school financial policy and annual financial statements for 2006 and 2007.

The data from observation and analysis of official school documents will serve to augment and verify some of the data collected during the interviews.

3.6 Data collection

Arrangements were made, including seeking permission from the GDE to gain access to the three schools to collect data. The researcher phoned the schools prior the visit. When the interview started, the researcher introduced herself to the participants and explained the purpose of the interview, and throughout the study the principles of ethics were upheld. When transcribing the data collected, no specific names were used, to maintain confidentiality. The researcher kept the

field notes safe in a place only she could access. The data was always captured immediately on computer to ensure that it was safe; it was also saved on a memory stick.

3.7 Data analysis

This study is conducted by means of a qualitative method. McMillan and Schumacher (2006:364) posit that this is a concept of "inductive process of organizing data into categories and identifying patterns (i.e. relationships) among the categories". Neuman (1998) takes this premise further by stating that a qualitative researcher may analyse data by means of organising information into categories derived from similar features, concepts and themes. The researcher may also develop new concepts within categories and examine them in an orderly manner; these new concepts are formed in a process known as inductive analysis.

This process proceeds as follows: The researcher transcribes data verbatim during the interview, and allocates codes and categories – themes and patterns are formed which were captured in a narrative fashion. This process can be computerised but still involves the cognitive ability of the researcher. Merriam (2005:159) takes this premise further and explains that the context of what each participant provides is compared with every other participant. Then the researcher will have to finally analyse the problems experienced by the no-fee schools in the implementation of the no-fee schools policy.

The researcher was guided by Thorne's (2002:2) assertion that researchers usually use computer programmes to organise and manage large quantities of data, particularly qualitative data. This requires intellectual and conceptualising processes that are essential to transform raw data into meaningful findings. The researcher may also develop new concepts within categories, using inductive analysis, and examine them in an orderly manner.

3.8 Study limitations and potentials

One of the advantages of the study was that the researcher interacted with most of the informants, who were better informed about the no-fee schools policy implementation. The informants had detailed knowledge of the subject under study and this made them excited about being part of the study. The researcher learned that, despite the teething problems, the participants gained a lot of information through the stakeholder workshops organised by the District office on Friday afternoons, where the implementation of the no-fee policy was elaborately discussed. This proved to be an advantage for the researcher since most of the responses were relevant and concise, and this made the interpretation and analysis of the data easier.

On the other hand, a limitation of this study was time. One month was too little to gain an in-depth understanding of whether or not the implementation of no-fee schools policy increased access to quality education. Due to the diverse nature of the three schools and their different contexts, the nature of study does not allow generalisation. However, the study provides insight and an explanation as to how schools in different contexts have reacted to the no-fee policy, and this may be related to other situations. Another important limitation was that the contextual factors of some schools had a negative bearing on the proposed plan of the study, to the extent that the researcher had to deviate from the original plan. The reasons were as follows. Firstly, initially the researcher intended to interview 17 respondents but eventually only 12 people were interviewed. In School A, there were no deviations and all the respondents were interviewed as per plan. In School B, only the principal was interviewed. This was because the interviews were scheduled at a time when the outgoing SGB had been dissolved because its term of office had expired, and elections had not yet been conducted for the new SGB. It was also explained that the school had a rapid change of staff members. Therefore, even if one of the educators had been interviewed, that person would have been a passive participant due to lack of knowledge about the history of the school. The contextual factors of School C were similar to those of School B, but there was a rapid turnover of both principal and educators. This problem also

influenced the way in which the researcher conducted the study in as far as observation and documentary analysis was compromised.

In conclusion, the manner in which the different schools were interviewed differs due to these reasons. For example, the researcher could not observe the SGB meetings of Schools B and C as she had done in School A. In addition, the principal of School C was new, and could not supply detailed information on certain aspects required during the interviews and most of the school documents were not furnished. It was unclear whether the previous school principal had taken the documents or whether they never existed or were lost due to the burglary problems that were experienced in this particular school.

3.9 Credibility of findings

Despite all these limitations, the researcher puts in place one measure that ensured the credibility of the findings, namely triangulation methods and sources of data. Firstly, triangulation means a cross-validation among data sources, data collection strategies, time periods and theoretical schemes. To find regularities in the data, the researcher compares different sources, situations and methods to see whether the same pattern keeps recurring (McMillan and Schumacher, 2006:374).

The researcher checked the consistency of findings generated by the limited participation through observations, analysis of official documents and interviews. The responses from the different principals, educators, learners, parents and from documents were compared and contrasted. During the interviews, some participants were asked the same questions, and sometimes phrased in a slightly different way, in the different stages of interview. This was helpful to check the validity and reliability of their responses. In some instances, for example, participants in the beginning of the interview said their schools were implementing the no-fee policy and had adequately disseminated the information to all the stakeholders, and at a later stage in the interview they changed and said

their schools did not do so. For this reason, Thorne (2000:5) encourages researchers in qualitative research to

> articulate their findings in such a manner that the logical process by which they were developed are accessible to a critical reader, the relationship between the actual data and the conclusions about the data is explicit, and the claims made in relation to the data set are rendered credible and believable.

The researcher would also paraphrase what the participants said if their answers were not very clear. The purpose of checking with a particular participant was to ensure that if the researcher had misinterpreted some information during the data collection process it could be rectified, and then the correct version of events could be incorporated into the data. This was done by means of follow-up telephone calls to verify and get clarification of some responses.

In the presentation of the findings, the researcher frequently phoned the participants for clarity, using direct quotes from the recorded transcripts, to let the participants speak for themselves; this would enable the reader to agree or disagree with the researcher's conclusion. Key (1997:7) terms this process *transferability*. Transferability refers to dense descriptions of processes and procedures used in the study to try to answer the research question.

McMillan and Schumacher (2006:470) define credibility as the extent to which the results of a study approximate reality and are thus judged trustworthy and reasonable. Patton (2002:552) posits that the credibility of the researcher is dependent on training, experience, record of accomplishment, status and presentation of self. At the time of conducting the fieldwork, the researcher had been promoted to the GDE's Chief Directorate Policy Development Monitoring and Evaluation as a Deputy Chief Education Specialist in the Monitoring and Evaluation sub-directorate. One of the projects undertaken by the sub-directorate was to conduct an internal audit review of the no-fee policy process, and the researcher spearheaded it in conjunction with the experienced research committee of the Gauteng Audit Service Centre (GAS). The researcher gained hands-on

experience of interviewing different people in different positions at the time of conducting situational analysis research. All the stated experience was useful in conducting this study, especially in ensuring authenticity in the areas of credibility and trustworthiness.

3.10 Trustworthiness of the study

Trustworthiness is defined as the believability of the researcher's findings – that is, all the steps that the researcher has taken and all measures employed in designing, carrying out and reporting the research to ensure that the result is as trustworthy as possible. Smit (2001) says that there are competing claims as to what constitutes good-quality research in social science. According to Smit, (2001) validity and reliability may be regarded as measures of quality. The trustworthiness of this study will be based on the principles of reliability and validity, and the researcher will strive to be objective and impartial.

MacMillan and Schumacher (2006:374) emphasise that the researcher should be able to depict solicited versus unsolicited data, subtle influences, vague statements and accurate information from the selected sample. This is the cross-validation among data sources, data collection strategies, research periods as well as theoretical schemes. This will be done with the aim of cross-checking whether the same patterns keep on repeating themselves.

3.11 Reliability and validity of interviews

The qualitative methodology includes reliability, which refers to the consistency of the research and to the extent to which the findings can be replicated. Jaeger (1990:378) describes the construct of reliability as a measurement concept that represents the consistency of an instrument measuring a given performance or behaviour. A measurement instrument will be reliable only when it provides consistent results when a given individual is measured repeatedly under near-

identical conditions. In this study, there was a documented audit trail of data collection and data analysis throughout the study. Verbatim transcripts were made of the interviews. Analysis strategies were employed and follow-up telephone calls were used to verify the transcripts of the interviews in order to confirm the reliability of the study.

Validity, on the other hand, can be explained as a result or a piece of information that can be trusted or believed. To validate something, such as a statement, means that one has to prove or confirm it is true, correct or worthwhile. In addition, the researcher must be able to ensure that the data collected is appropriate, meaningful and useful by ensuring that the questions are phrased according to the participants' language proficiency. The ability to apply this strategy is what McMillan and Schumacher (2006:324) describe as a strategy to enhance validity, and this will ensure that the issues of feasibility and ethics are fulfilled.

3.12 Ethical standards

Ethics comprises the general standards of belief of what is right and wrong, proper and improper, and good and bad (McMillan and Schumacher, 1993:182). In McMillan and Schumacher (2006:333) this concept is further reiterated as ethical guidelines which include policies regarding informed consent, deception, confidentiality, anonymity and caring.

For the purpose of this study, the researcher ensured that these guidelines were met, as she has obtained permission from the Gauteng Department of Education to conduct the study. Permission was also obtained from the principals of the three participating schools. The consent of the entire sample – that is, the SGB, principal, educators, parents and RCL – was acquired through a letter seeking their permission to participate in the study.

Participation remained optional and the participants were assured of the strictest confidentiality, with respect shown to their expressed views and their identity. No

names are mentioned in this report in order to protect the privacy of the participants. McMillan and Schumacher (2006:334) further assert that the confidence of the individuals has to be protected by the researcher. The legality and anonymity was explained to the participants.

The researcher informed the participants in advance about all aspects and procedures of the study, including any sensitive issues that might arise, so that voluntary informed consent was given (Mertens, 1998:24). Participants were informed that they were free to withdraw at any stage of the process, without penalty or victimisation.

Openness is a pre-requisite for research ethics. Therefore, this value could not be bridged. Hence, the schools and the participants involved in the study were informed that they would be apprised of the findings. McMillan and Schumacher (2006:334) further maintain that the officials and participants should review a report before it is finally released.

The researcher strived to be honest, objective, open-minded and empathetic towards participants, and no deception was used in the study. McMillan and Schumacher (2006:335) assert that deception violates informed consent and privacy.

The researcher also had the dual responsibility of ensuring that the study was trustworthy by being impartial and by reflecting on the phenomena that were observed during the investigation (McMillan & Schumacher 1993:214). All the participants were given an equal opportunity of being selected for the study, and this eliminated any bias. Although McMillan and Schumacher (2006:334) cite the possible dilemmas that might surface in fieldwork, it is still within the power of the researcher to protect participants from any form of abuse, including mental and physical discomforts like anxiety, harm or danger. Though these dilemmas seldom occur in qualitative research, some persons may experience humiliation and loss of trust. Hence, McMillan and Schumacher (2006:335) maintain that

researchers should have a sense of caring and fairness in their thinking, action and personal morality. This can be possible by encouraging and promoting open discussion between participants and the researcher.

3.13 Data interpretation

Qualitative analysis is considered an important activity in the research process in order to be able to make sense of, interpret and theorise the collected data (Smit, 2001). According to Smit (2001), data analysis is a crucial process that precedes data interpretation in research. According to Nieuwenhuis (2006), qualitative data analysis is usually based on an interpretive philosophy. This means the researcher will interpret the data using her own knowledge of no-fee schools and a particular philosophy related to the literature reviewed in the study. Interpretation in qualitative research aims to establish how informants attach meaning to a particular social phenomenon.

3.14 Chapter review

This chapter gave an overview of the research design and qualitative method that was used to collect data for the study. The chapter provided a short description of how the data was collected, and briefly explained the instruments and sampling that were used. The description concerning the study limitations, credibility of the findings, trustworthiness, reliability and validity of the interviews and the ethical rights of the respondents was also given.

The next chapter will explain the analysis and interpretation of the findings of this research study.

Chapter Four
ANALYSIS AND INTERPRETATION OF A SELECTED SAMPLE OF EMPIRICAL DATA

4.1 Introduction

In this chapter, the researcher focuses on the presentation and analysis of data collected during the research study using observer status in SGB meetings and interviews, as indicated briefly in Chapter Three. First, the findings of each school are presented, using the major questions of the study as themes. This is preceded by a short description of the context of the particular school. There follows the analysis of the findings across the schools.

To establish the importance of the study and the role played by the school community, an interview guide was used (Appendix B). Interviews were conducted with the school principal, members of the school governing body, two educators (one of which was a member of the Learner Teacher Support Committee), a parent and a member of the Representative Council of Learners at each school. The purpose of analysing data has been to integrate all the information gathered from all the interviewees and to gain more knowledge about the topic.

4.2 Findings in School A

4.2.1 School A profile

The school is a combined school, situated at the far end of Germiston East and Boksburg West. It was established in 1994. In the area surrounding the school, there are residential flats, four-room tile-roofed houses and some industries. The school has two separate premises that are not old but dilapidated due to vandalism. The first site has eight classrooms used for Grade R; the main site has

37 classrooms that are used as the main school, from Grade 1 to Grade 12. The school has a hall and an administration block used by the principal, deputy principals and administrators; there is also a sickbay as well as a staffroom where meetings are held.

The school is in the process of erecting a concrete wall to curb vandalism, and is refurbishing the walls and furniture of the administrative block. An application letter send to the GDE requesting the refurbishment of the entire school building and sporting grounds has not been answered yet. However, the toilets for both boys and girls are in good working condition because a parent from the school governing body maintains them on a voluntary basis.

Due to the diverse social, historical, cultural and economic characteristics, the school uses English Second Language as a medium of instruction; Afrikaans is taught as a third language from Grade 3. The learner enrolment was 1 200 in 2005, but in 2006 there was a drastic drop to 1 014, and a rise in 2007 to 1 650. The exact reason for this drop in 2006 is unknown however; the assumption is associated with the rapid change in the employment of the executive management and this yielded to instability of the school. Largely, the admissions accommodate African and coloured learners of both genders coming from the informal settlements of Germiston, Reigerpark, Vosloorus, Tokoza, Spruitview and Dawn Park. The ironic part is that the learners who reside further from the school, in areas such as Spruitview and Dawn Park, use scholar transport, and these are affluent areas. Those who are pedestrians, walking up to eight kilometres, contribute to the high rate of late arrivals, and this is difficult to control. Most of the learners come from the family backgrounds ranging from poor with no income to low-income households, to child-headed households and orphans. Some families depend mainly on social grants.

The school is presently under the leadership of a new white school principal and two new African deputy principals, one female and one male. The School Management Team (SMT) consists of twelve members, and there are 41 staff

members, including one SGB-paid educator and 11 staff; this number includes the administrators. The interviewed educators revealed that the results used to be excellent under the leadership of the former principal, but after her retirement, the matric pass rate began to fall from 78% in 2005 to 52% in 2006 and 43% in 2007**.** They further stated that the school's results were largely affected by the resignation of the previous SMT members who were the veterans of the school since inception. The SMT and staff share the same sentiment alleging that the new executive management was appointed by the SGB not on meritorious basis but wanted to displace the former SMT members by appointing their own favourites. This factor affected the matric results due to ill relationships, which caused the school stakeholders not to share a common goal.

According to the area where the school is located, the school should be under quintile ranking 3 or 4. However, the Department of Education ranked the school under quintile two due to the large number of the indigent learners admitted into the school. The former principal and the former SGB were operating under Section 21. Nevertheless, such functions were withdrawn by the district because prior the employment of a permanent principal, the SMT members were rotating acting as principal and this practice led to mismanagement of school funds and affected the matric results negatively. The current SGB and executive SMT are considering applying for Section 21 status but the district official indicated that no new Section 21 applications are being presently approved in the province. The present principal has established good relationships with companies, and that makes it easier to get sponsors and to fundraise. For example, a sponsor funds the feeding scheme for all the learners, and this means that the school is not entirely dependent on state resource allocation. Additionally, although this happens on rare occasions, the school also manages to acquire donations in the form of money.

4.2.2 The sample of the interviewed people

Interviews were conducted with the school principal who has been teaching Afrikaans for the past 30 years. The principal started two years ago, but has joined

the school not as a new principal; she was a principal in her previous school and stated that she was appointed due to her meritorious performance in the area of effective school management. The chairperson of the SGB is a self-employed plumber and has passed matric. One of the educators is responsible as a member of the Learner Teacher Support Committee and has been a commercial teacher for the past eight years, and the other educator is a co-opted SGB member based on his school financial management expertise. The parent member is a foster parent to a child in the school, and is working for the Provincial Education Department. The Representative Council of Learners (RCL) member is repeating Grade 11.

4.2.3 The school governing body

4.2.3.1 SGB overview

Present at the SGB meeting were five parents, two educators, one administrator and the principal, who is serving as an ex-officio member. The members of the SGB attending the meeting were all males, and the explanation was that this is because females were afraid to participate because the SGB meetings were held in the evenings, and it was dangerous to travel at night.

The SGB has a Finance Committee that has co-opted the Mathematical Literacy, Mathematics, and Mathematical Sciences (MLMMS) Head of Department (HOD), who holds an ACE diploma. This HOD was considered to be very good, an all-rounder and is kept abreast with contemporary school management issues. It was hoped that he was going to mentor other committee members in management, monitoring of school finances and budgeting that would ensure that state-allocated resources were channelled in a learner-centred manner.

The chairperson and other respondents' confirmed that the optimum attendance at SGB meetings is attributed to the weekly meeting of the principal, chairperson and the secretary prior to the date of the actual meeting to set up an agenda and issue invitations. The IsiZulu language is dominantly used, as all the members understand it. The researcher attended as an observer at a meeting in which the

no-fee policy was being discussed. The researcher's purpose in attending this particular meeting was to get an impression on how the no-fee schools policy was conceptualised in their discussion. The researcher confines her findings to the parameters of the sub-categories discussed below.

4.2.3.2 Observing the SGB meeting

Several matters were discussed at the meeting, including the school budget for 2009, the socio-economic background of the learners, the medium of instruction, and school fees.

- **The school budget for 2009**

The respondents discussed the Budget Preparatory Forms. These forms require every official responsible for a department or activity in the school to determine its financial needs for the following year. Bischoff and Mestry (2003) refer to these departments and activities as "cost centres". The SGB expressed satisfaction that all the budgeted items from the various Learning Areas and school sub-committees were learner-centred, except for a few items that were not in line with the vision and mission of the school; they declined to fund the "nice to have" items. These findings confirm what Bischoff and Mestry (2005) assert – that the school budget must always address learner-centred needs. The meeting confirmed that the budgeted items were all within the resources allocated by the state and the funds that had been raised. This was done as a measure to avoid exceeding the budget limit.

Another crucial factor that was mentioned at the SGB meeting was that the current term of office was about to expire. The new SGB that will start after the elections will be expected to change and align the School Development Plan (SDP), school policies and the school budget according to the dictates of the advent of no-fee schools policy. According to Blandford (1997:81) all schools should have a School Development Plan which provides a framework for strategic planning, in which the school can identify long-term and short-term objectives to manage itself

effectively. An SDP should relate clearly to the vision and mission of the school (Bischoff and Mestry, 2003).

Members of the SGB expressed their appreciation to be working with the Mathematics HOD, who was an asset and played a pivotal role in guiding the committee to operate according to the provisions of Sections 35 and 38 of the South African Schools Act. By this gesture, the SGB was confident that being a no-fee school would not be difficult for the school community, but saw that as an opportunity to lift poor children out of poverty. The respondents shared the sentiment that transparency was the SGB's strength in ensuring that there would be no misappropriation of the school funds.

- **Socio-economic background of the learners**

It was mentioned during the SGB meeting that in some cases concerned learners had approached the RCL to inform it about some of their classmates whom they knew from the township who were either from a child-headed household, orphans, or poor learners who were without school uniform and food during lunchtime. That report helped the RCL, together with some of the parents from the SGB, to play a vital role in seeing to it that they implemented the *Bana-Pele* programme, which was discussed at the District while attending one of the workshops. However, the respondents pointed out that the Life Orientation Head of Department had conveyed the impression that SGB members were interfering with her duties. Nevertheless, they were not intimidated and they took up the matter of the poor learners with the Department of Social Services, and the support received was enormous. In fact, it emerged that a majority of the learners did not have birth certificates or identity books, but with a team effort such learners' problems were resolved.

The RCL learner added that the learners who were perpetually coming to school late were those who were pedestrians. They were affected by the fact that there was no taxi route around the school, and therefore they walked long distances. In this regard they approached the principal to ask if scholar transport could be

organised to cater for all the learners, whatever their proximity to the school, because presently only a few learners benefited from scholar transport. The principal alluded to this problem and confirmed that it did not only affect late-coming but it also encouraged a high rate of absenteeism, especially on cold and rainy days. The principal added that, in one of the quarterly reports of the Deputy Principal responsible for administration, it had emerged that the learners who dropped out of school were those who had a problem of late-coming. Because these learners had been reprimanded, that affected their self-esteem, and this in turn had led them to play truant and eventually drop out of school.

The SGB stated that, as we are aware that every person has basic needs such as food, love, care, clothing, et cetera, so do the poor learners. They need to be treated with respect and dignity.

Concerning the feeding scheme, the respondents explained that the school principal was very good at obtaining sponsorship from different businesses – donors from which the poor learners were being fed. However, because the poor learners became shy to receive food parcels, the responsible committee tried to solve the problem by disguising this by trying to feed even the matriculants who stayed after school for study periods, to encourage poor learners not to feel stigmatised. By applying such a strategy, everything worked well.

- **Medium of instruction**

The educators felt that the school was admitting too many learners who had previously attended township schools and who had come from the rural areas where African languages were taught. The major challenge was that these learners, including foreigners, found it difficult to suddenly adjust to English as a medium of instruction. Moreover, it was ascertained that the majority of these learners came from other provinces, especially from the rural areas. The educator responsible for the LTSM highlighted that there were not enough literature books to supply all the children, and that there were problems when they shared books. The chairperson further explained that this problem was worsened by the fact that

the school had too many learners, and that these extra learners, who had registered late, meant that the schools no longer fell within the resource allocation budget from the state. The respondents were concerned that the language problem might affect the school's overall learner performance, and felt that drastic measures were needed to curb the problem.

- **School fees**

Finally, the administrator reported that he had received school fees from the newcomers and other learners because some teachers told them that if they did not pay their school fees they would not be allowed to participate in extramural activities, would not receive their year-end progress reports, and would not be re-admitted the following year. When the matter was investigated, some learners explained that some teachers had said that it was not school fees but fundraising, which would help the school to buy computer software and library books, and enable the school with its day-to-day running expenses. The general impression was that the respondents did not seem to be very clear about the issue, and it was resolved that the matter be deferred to the next meeting. It was suggested that the matter had to be sorted out as a matter of urgency, and that parents and learners be informed that this money was not for school fees but for fundraising.

- **General matters**

Comment one:

One of the teachers acknowledged that the school principal had a very good network with powerful companies to acquire sponsors and donations aimed at enriching the school in order to enhance the delivery of quality education. However, the teacher felt that problems emerged when the principal began to be too autocratic – for example, always reminding the staff that the school was where it was because of her efforts. Such comments meant that the school tended to become a one-person show, and decisions became unilateral and could not be challenged. Therefore, they moved that she should leave certain work to the

delegated school committees; otherwise such a tone would tend to influence the delivery of teaching negatively, because even some of the other school resources were not easily accessible – the principal demarcated too many boundaries.

Comment two:

Importantly, however, the parent representative echoed that there was a dire need for the school to work hard and share a common goal as a team. Despite increased funding from the government for no-fee schools, he reiterated that it was of cardinal importance that all the school's stakeholders received holistic training about this new policy, otherwise little would be achieved in terms of the delivery of quality education.

Comment three:

One of the respondents further asserted that the lack of SGB training had always been problematic when recommending individuals for senior management positions. He argued that this surfaced if, for example, a principal failed to train the SGB adequately; he felt that incapacity makes an SGB mere window-dressing. In addition, this flaw would eventually become a vicious cycle, and that such a practice would compromise schools in poor communities and prevent them from performing effectively. Even if the government could allocate double the amount of resources, if the management is poor the entire school will become dysfunctional, yielding poor results and exacerbating the poverty of poor communities. A key focus should be on strengthening leadership skills and capacity-building programmes that develop the key stakeholders from a perspective of managing learning through the effective governance and school management. The training should include all the school's stakeholders, focusing on enabling SGBs, RCLs and educators to run the sub-committees that exist in a school in a professional manner. The administrator also stated that he was battling to understand why some of the money was not banked but kept loose in the school, when this was not regarded as petty cash. Moreover, when urgent money was required, there was no proper procedure followed such as drawing a cheque.

He always got the same comment, that this problem would be corrected and accounted for in the financial records.

The educator respondents agreed with the previous speakers, adding that some educators still did not understand that education for our children was the only way to eradicate illiteracy and poverty. Some teachers still had an "I do not care attitude" when handling the school's resources. Examples were careless textbook retrieval, poor classroom management which encourages vandalism to furniture, science laboratory apparatus are left lying around carelessly, and so on. This was attributed to the prevailing tone of poor and unilateral decision making by the principal, resulting in educators being disinterested and not striving for a common goal in the school.

4.2.4 Perceptions and practices of the implementation of the no-fee schools policy

The general feeling of the respondents about the advent of a no-fee policy was that the school financial committee had to maximise the efficient management of school funds. They had to take into account that school fees would no longer be chargeable and that the school would have to depend on voluntary contributions, and it was uncertain if there would always be a good response. Therefore, this meant that extreme precautionary measures had to be taken not to overspend because that could adversely affect the smooth running of the school.

The move was also good since it would ease poor families and place them in a better financial position.

However, some felt sceptical, and some were worried that sometimes the Department of Education might deposit the allocation very late, and that might compromise the delivery of quality education. The respondents reiterated that it must be emphasised to the parents that "voluntary contributions must be compulsory"; the parents who could not afford to pay should barter their services. It was essential that the school avoid a situation where funds ran dry due to late

deposit by the Department of Education. It was also acknowledged that the school was still in its infancy, and they admitted that there was still a lot to be learned. It was clear that different people understood or interpreted the policy differently, hence gaps could not be avoided in the implementation process. This was he Department of Education's fault, since it had promised to provide an operational manual prescribing how no-fee schools should be effectively managed but had not done so.

In addition, the principal pointed out that at this stage it was difficult to implement the no-fee policy due to the timing factor. Firstly, when the no-fee schools policy was introduced in this school in 2007, the SGB was still using the old School Development Plan, which did not speak to the implementation of the policy and which still had to meet its existing priorities. Because of that, there were clashes with the current school budget, which was not in line with the no-fee policy, and that posed a serious policy blind spot. Secondly, in principle section 8.3 of GDE Circular 27 of 2008 posited that no-fee schools would be supplied with guidelines to effectively implement the no-fee policy, and that had not been done except for a one-day crash course workshop conducted by the District Office.

The respondents also pointed out that the roll-out plan of the no-fee policy was stifled by overcrowding since children migrated from fee-paying schools. On the one hand the policy has good intentions to increase access to free education, but on the other hand GDE Circular 30 of 2008 dictates that no school can be declared full except by the District Director. Nevertheless, once there is over-admission, the Department does not consider increasing the resource allocation for extra children which the school was forced to admit. This became problematic and a major hindrance to the delivery of quality education because such a problem also affects staffing and LTSM.

4.2.5 Analysis of official school documents

4.2.5.1 School Development Plan

The SDP was due to expire in mid 2009, at the same time as the term of office of the outgoing SGB expired. The following were the school priorities:

- buying computer software, including the Pastel programme for each learner studying Accounting;
- employing a computer specialist who would be paid by the SGB;
- buying special consumables for the computer centre;
- buying library books.

4.2.5.2 2006 and 2007 audited financial statements

Tables 4.1 and 4.2 depict the status quo of the financial affairs of the school before and after the introduction of the no-fee policy. The purpose of these two tables is to highlight the patterns of spending in order to ascertain the advantage or disadvantage of the no-fee policy.

Table 4.1 School financial position before no-fee status, 2006

2006 State Resource Allocation	Actual School Fees Received and Other Income	Actual Budgeted Costs	Annual Financial Statement
Actual amount received R902 647.81	Actual income received R321 063.50	R1 300 060.00	Total income on hand R1 223 711.31
R541 588.68 60%	School fees received R209 450	LTSM spending R483 228.40	Total Expenditure R1 300 060.00
R252 741.39 28%	Rent income R34 868	Municipal services R203 492.10	*Writing off bad debts & school fee exemption R53 100
R108 317.74 12%	Fundraising and other income R76 745.50	Building repairs and maintenance R220 131.65	Deficit (R23 248.69)
		Administration R141 000	
		SGB posts and miscellaneous expenses R252 207.85	

NOTES:

1. Total number of learners in 2006 from Grade R to Grade 12 was 890; at R295 per child = R262 550.
2. Total learners who paid school fees were 710 at R295 per learner, including Grade R = R209 450.
3. Which means: R262 550 - 209 450 = R53 100.
4. Total learners who did not pay school fees were 180 x 295 = R53 100.
5. Total income on hand R1 223 711.31(R 902 647.81+ 321 063.50 = R1 223 711.31)
6. Total spending R1 300 060.00
7. Total over-spending R23 248.69
8. NB: The resource allocation was ring-fenced as reflected in the year 2006 (60%, 28% and 12%) but amended in 2007 to (55%, 33% and 12%)

Table 4.2 School financial position after no-fee status, 2007

2007 State Resource Allocation	Actual School Fees Received and Other Income	Actual Budgeted Costs	Annual Financial Statement
Actual amount received R1 036 013	Actual income received R1 498 433	R2 216 689	Total income received R2 534 446
R569 807.15 55%	School fees received R1 491 880 (including computer lessons, bad debt recovered)	LTSM spending R242 809	Expenditure R2 216 689.00
R312 357.92 33%	Rent income R4 486	Municipal services R316 344.82	No indication of non-payments
R153 847.93 12%	Fundraising and other income R2 067	Building repairs and maintenance R748 452.88	Surplus R317 757
		Administration R483 228.40	
		SGB posts and miscellaneous expenses R425 853.90	

NOTES:

9. Total number of learners in 2007 from Grade R to Grade 12 were 988.(R1 491 880).
10. Which means, (R1 491 880). It is not clear how much each learner contributed voluntarily, as this amount includes the bad debts recovered and computer fees.
11. Total learners who paid school fees were 988 at R1 510 per annum per learner, including the Grade R learners = R1 491 880.
12. Total learners who did not pay school fees were zero.
13. Total income on hand R2 534 446 (R1 036 013+ R1 498 433 = R R2 534 446)
14. Total spending R2 216 689.00
15. Total surplus R317 757

4.2.6 Overview of the effective implementation of the no-fee schools policy

4.2.6.1 Poverty alleviation

The parent representative's general attitude to the no-fee schools policy was that the target of poverty alleviation had not been yet achieved; he was pessimistic that poor families would eventually benefit. His view was that in the years to come, with the general inflation rate changing from year to year, poor families would not

have to contend with school fees but would redirect the school fees into other necessities of life.

4.2.6.2 Voluntary contributions

The chairperson of the SGB held that there should be no payment of voluntary contributions at all, and that the policy should fend for itself and prove whether or not it was working. He argued that in the near future all parents should cease to make voluntary contributions, although the Department did not seem to have a clear policy on how should that be done. Hence, he emphasised that the non-payment of voluntary contributions would give a clear indication as to whether the pro-poor funding to no-fee schools was adequate or not, because to him the "voluntary contribution" was the same as paying school fees and exempting some learners. He believed that this caused unnecessary administration of such funds. Therefore, his feeling was that the school's financial policy would maintain the status quo. The only solution would be to let the school operate purely on the state grant.

The RCL representative's response was that the present policy was confusing as to whether or not a school fee was payable. This was because some teachers insisted that parents had to pay "fundraising"; sometimes they used the word "fees". They said that learners must tell their parents to make arrangements for paying small amounts in instalments rather than not paying anything at all. Alternatively, if learners' parents could not afford to pay anything, then they had to come and clean the classrooms.

4.2.6.3 Impact on admission

The school principal explained that the school was automatically declared quintile 2 with a no-fee school status in the listings made in GDE Circular 43 of 2007. Her feeling was that the school had been wrongly ranked because the area in which it was located indicates that the school should in essence be categorised under quintile 4, which would allow the payment of school fees. She further explained

that the parents welcomed the new status of being a fee-free school. She also confirmed what the chairperson had mentioned, that unless one works very hard it is not easy to get voluntary contributions from parents. She assumed that maybe that was the reason why teachers were persuading newcomers to pay, although admitting that the use of terminology would be rectified.

In addition, the principal's view was that the no-fee policy had good and bad attributes. On the one hand, learner enrolment rose. On the other hand, learners from affluent areas migrated into their school in pursuit of fee-free schooling, and this meant the rich were subsidised at the expense of poor learners. In addition, as a school they had no right to declare the school full, and the District Office continued to send learners staying nearby. Furthermore, the Department did not own up to the fact that each child should be admitted on the basis that there would be enough educators, desks, chairs, space and textbooks. In addition, what was not considered was the language problem. Most of these learners came from schools and rural areas where they were learning African languages, and suddenly they had to do English and Afrikaans from Grade R. That was a big challenge to contend with because even the foreigners – that is, learners from Maputo – had to be admitted and they could only speak XiTsonga or Portuguese. The other major problem was that new learners were admitted up until the end of the first term, and that negatively affected learner performance.

4.2.6.4 Adequacy benchmark

The teacher representative firmly responded that the major problem was that the auditor had a personal relationship with the chief accounting officer of the school. That created an element of bias, even though the auditor was a registered accountant. Another problem was the exorbitant auditor's fees charged to the school to get the school's financial statements audited. Due to that flaw, it was hard to give a true reflection of whether or not the state grant was adequate. He also mentioned that sometimes the budget was not adhered to because variances were not accounted for.

In response to this assertion, the principal stated that it was hard to agree or disagree as to whether or not the allocated state grant was enough, and so it became hard to stick to the budget and thus account for the budget variances. This problem was caused by the fact that the amount for the Target Indicative Financial Resources was determined in the previous year, excluding the learners who came late for admission, thus causing overcrowded classes because the surplus learners were not budgeted for.

The LTSM co-ordinator expressed that it was clear that the state resource allocation should be used for non-personnel costs, including LTSM, services and maintenance. However, since the advent of the National Curriculum Statement (NCS), the GDE has supplied all learners with textbooks. Therefore, as a school, they used some of the LTSM money to pay SGB-employed educators while waiting for the Department to grant the school extra posts. If they did not take that action, there would be no educators to teach the extra learners, and that would negatively affect curriculum delivery. In addition, they also spent more money on transporting learners to excursions and educators to workshops, and that money used to be generated from the school fees. This tended to be very problematic because the R24 000 for day-to-day expenses was not adequate. Taking all this into account, it could be concluded that the resource allocation is inadequate. The SGB chairperson reiterated this point by claiming that, instead of R803 per learner, the government should at least allocate R3 000 per learner considering the high cost of living**.**

4.2.7 Summary for School A

In this school, the researcher collected data by means of observing an SGB meeting, analysing official school documents (AGM and SGB minutes, the school budget, annual financial statements, School Development Plan), and individual interviews. The following discussion is a summary of the main findings about School A.

4.2.7.1 The policy implications for a school with no-fee status

Firstly, in my opinion, despite the advent of the no-fee policy, the South African Schools Act still places the responsibility for managing school funds in the hands of the SGB. In this particular school it is evident that the SGB and its sub-committees seem to understand their roles, but they have gaps in their knowledge of no-fee schools policy. A possible explanation for the differences in responses is that some managers and governors have little or no exposure to new legislation passed by the Department of Education. Section 19(1)(b) of SASA posits that the principal has an obligation to provide continuing training to governing body members to promote the effective performance of their functions and to assume additional functions.

However, it can be concluded that the stakeholders' knowledge of the no-fee schools policy is still fragmented. Because of this problem, the impression is that implementation of no-fee schools is deliberately flouted. This motivation is justified by the following:

Finding 1

The school's stakeholders conveniently use the phrase "voluntary contribution" interchangeably with the words "fundraising" and "school fees". It is difficult to interpret why these words are used like that. On the one hand, one can conclude that the school causes deliberate confusion in order to manipulate the situation by indirectly demanding money from the learners, which defeats the policy objective. To put it differently, they are creating their own policy. To qualify this view, the 2007 annual school financial statement showed income received from the payment of school fees. This is apart from fundraising. However, there is no mention of voluntary contributions. In addition to this deviation, this is qualified by the total amount collected from school fees:

There is no clear explanation as to how much is charged for computer classes. Further, since the classes are available from Grade R to Grade 12, there is no specific amount shown as to how much is charged per learner and it is not specifically stated how much was recovered from bad debts. Lastly, there is no explanation as to how much was collected from voluntary contributions.

However, the main point to highlight is that in 2006, when the school was still charging school fees, it had a deficit of R23 249, and in 2007, when the school gained non-fee-paying status, it had a surplus of R317 757.

On the other hand, the issue of voluntary contributions creates a grey area, eventually becoming a two-tier loophole. The researcher views this as a policy blind spot because Section 36(1) of SASA provides that the SGB must take any reasonable measure within its means to supplement the resources supplied by the state to improve quality education. This creates a grey area because the school capitalises on this clause, hence applying tactics that exert pressure when they use language that urges the learners to pay and implies that reports will be withheld or non-paying learners will be refused admission the following year. On the other hand, the parents are adamant that they do not have to pay the so-called "voluntary contribution", capitalising on the fact that if a school is fee-free then Section 39(1) does not bind them. This is a clear indication that the parents in this school do know their rights, but they were still made to pay school fees. This supports the argument made by Mathonsi (2001) that principals do intimidate and dominate SGBs by portraying themselves as the custodians of knowledge and information on governance issues. Because some SGB members are illiterate, they choose not to challenge the principals.

This finding confirms the assertion made by Barrett and Fudge (1981) that says, when a policy programme is in the process of implementation, policy makers should not be remote from the concrete situation and dynamics on the ground because otherwise such policies will be made deliberately vague and ambiguous by the policy actors.

Recommendation 1

Firstly, there is a need for adequate dissemination of information about the construct of no-fee schools. This can be done in the form of parent meetings, newsletters and even by organising training programmes. The SGBs should insist that the principal should clearly explain what the no-fee schools policy entails. For instance, GDE Circular 24 of 2008 and other related directives do demystify the confusion. Secondly, the principal must explain the concept of voluntary contributions within the context of the provision of the Amended National Norms and Standards for School Funding (DoE, 2006a:44); Paragraph 163 states,

> When a no-fee school does not receive a school allocation that is at least as high as the no-fee threshold then in terms of Section 37(11) of SASA the school may ask for voluntary contributions up to an amount equal to the difference between no-fee threshold and the allocation actually received.

4.2.7.2 How can the no-fee schools policy be implemented effectively?

Finding 2

The construct of free education does not refer only to non-payment of school fees but it encapsulates a basket of services. Firstly, some learners still drop out of school because of the distances they have to walk. Secondly, these learners may be labelled as truant and because of that they become stigmatised and fear being reprimanded. If there is no immediate and appropriate intervention, this becomes an emotional and psychological problem, and may eventually lead to dropping out of school. Thirdly, the school community does not have an official Bana Pele committee, as stipulated in GDE Circular 43 of 2007. This conclusion is based on the grounds that there is no list categorising the various needs of indigent learners. Despite the non-existence of a functional Bana Pele committee, the other learners and a few parents jointly with the Department of Social Welfare support poor learners who do not have school uniforms and go without food, although this support is limited.

Recommendation 2

For this problem to be solved, the researcher concurs with the assertion of Motala *et al*. (2007:12) that the primary requirement is that education should be both physically and economically accessible to those who were previously denied access. From this perspective, there should be a focus on a battery of statutory legislation, regulations and policy directives that will ensure that children get into schools and that, once they are there, the environment is learner-friendly and they receive quality education (UNICEF, 2007). Furthermore, no child should be turned away from a school on the grounds of poverty (Motala *et al*., 2007:15). Dieltiens, Kgobe and Buchler (2006:17) support this view as they maintain that poor learners are dropping out of school because their parents are unable to pay school fees and other related educational costs. As a result of this, such learners are criticised, humiliated and stigmatised as they are named and shamed at assemblies by educators, and principals even turn them away or force them to sit on the floor instead of at a desk.

Reschovsky (2006:7) points out that the size of the school fee exemption depends on the level of the family income relative to the size of the fee. However, Reschovsky also states that some students whose parents cannot afford fees have either been denied exemptions or excluded from schools, and this ought not to be so. Hence, on 14 June 2003 the Department of Education presented its strategic Plan of Action, which it devised with the aim of showing the manner in which multiple barriers that impede children's right to education can be removed. Hence, the Department of Education, jointly with other departments such as the Department of Health and the Department of Social Welfare and Development, gave birth to the Bana Pele programme, which looks at the needs of all children. It means putting children first. It is on this basis that the researcher concludes that the focus should not only be on access, but that poor schoolchildren should receive a basket of services that will enable them to benefit from quality education. This includes offering psychological and counselling services. GDE

Circular 43 of 2007 addresses how the basket of services offers support to poor learners. The implementation of the Bana Pele programme in all schools should not be optional, as is the case in this particular school, but it is an imperative that has to be realised for the sake of giving support to poor learners so that they can benefit from the delivery of quality public education for all. Therefore, it is imperative that the GDE ensures that paragraph 6.4 of this circular is fully implemented. Furthermore, the department should ensure that all GDE circulars are read and fully implemented because they are the carriers of legislation.

4.2.7.3 What is the effect of the no-fee policy on the school's admissions and access?

Finding 3

By virtue of being a fee-free school, School A has to contend with multiple problems such as late admission resulting in overcrowding, admission of foreigners, inability to declare the school full, shortage in the supply of learner textbooks and language diversity. All these problems affect the state grant allocated for resources, which is calculated based on the previous year's tenth-day statistics, which showed a lower learner enrolment.

Recommendation 3

The incoming school governing body has a massive task of reviewing the school's policies, which should be in harmony with the dictates of the no-fee schools policy. These include but are not limited to the following: admissions policy, language policy, LTSM policy, School Development Plan, and financial policy. Obviously, this aspect deserves priority in the School Improvement Plan (SIP). The SIP is not the same as the School Development Plan, but includes the educators' Personal Growth Plans (PGP) linked to the Integrated Quality Management System (IQMS), the Performance Management Development System (PMDS) and Whole School Evaluation (WSE) forms, which indicate the areas where the school stakeholders are to be workshoped by District officials.

Secondly, it is the researcher's opinion that principals should make it a practice to access the Department of Education's website. In this way, they can contribute to the call for comments. They could address issues such as the following:

- At least two deposits of the resource allocation should be made in the same year to address the problem of greater-than-expected admissions.
- The government should review and address the problem of foreign learners who can understand neither English nor Afrikaans.

As McMillan and Schumacher (2001:548) assert, every case study shall reveal a complex situation with unintended consequences.

4.2.7.4 Are the guidelines used to design the school's financial policy as a no-fee school affecting the delivery of quality education?

Finding 4

There is a problem with the management and administration of school funds. This refers to the loose money not being properly administered and accounted for. In addition to this area, one can ask why the educators would demand payment from the learners, because this is a form of intimidating the learners – for example, if you do not pay, your year-end reports will be withheld.

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Recommendation 4

The researcher maintains that educational failure and problems are due more to the failure of school systems than to the shortcomings of individuals. Therefore, the assertions made by the educator respondents are a good bottom-up strategy – that the school should have proper systems for financial management. In light of this view, the researcher recommends that the school should do the following:

Firstly, the school should put into place a management tool in the form of a watertight school financial policy encapsulating all the relevant legislation and giving expression to how the school's financial matters should be managed. A school financial policy plays an essential role in any school as it ensures that there is firm financial control as it provides rules, regulations and procedures that eliminate the mismanagement of school funds (Mestry, 2006:44). Ryan (1994:25) and Mestry (2005:131) emphasise the need for the SGB to draw up and implement a school financial policy. If the process of implementing the financial policy is clearly articulated, there shall be no instances where financial matters are haphazardly managed, but all the stakeholders shall take full cognisance and ownership of the policy and thus strive to deliver quality education. It is on this basis that De Clercq (1997:48) describes a policy as a regulatory tool limiting the behaviour and actions of individuals. Secondly, Section 37(1) of SASA, which informs GDE Circular 13 of 2000, is very clear about the administration and management of school funds and should be adhered to without deviation – for example, banking all the cash received every day. This includes the management of petty cash, which should be used mainly for the payments of small amounts. Thirdly, the school's financial policy should define the procedure of how and by whom school funds should be collected. Finally, the school should always adhere to the dictates of GDE Circulars 79 and 27 of 2008, which explain that the department deposits the state resource allocation only if the school has submitted its annual financial records within six months after the end of the financial year. This explains that the delay of deposit by the department is a result of late submission on the side of the school itself.

4.2.7.5 Official school documents

Finding 5

Lastly, the data collected during the SGB meeting, the document review and the interviews gives an impression on the following aspects:

- **School Development Plan from mid 2006 to mid 2009**

  The purpose of the school development plan is to ensure that the vision and mission statement are defined. These give an expression to the school's objectives and priorities that link to the school budget. Currently, the SDP is written in isolation; it does not correlate to the dictates of the no-fee schools policy whatsoever.

- **School budget and annual financial statements for 2006 and 2007**

  School budgets do exist in principle and as a formality, but are not adhered to. This is based on the deficit of R23 248.69 incurred by the school. The respondents who felt that there was no proper administration of the school fund raised this concern. Additionally, the lack of explanation of the budget variances is an issue of serious concern.

- **Income for 2006 and 2007**

  School fees were collected, in the amount of R209 450 for 2006 and R1 491 880 for 2007. The surplus in 2007 was R317 757.

- **Expenditure for 2006 and 2007**

  The percentages allocated for services and LTSM were not followed as prescribed by the GDE financial management prescriptions. To this effect, a decision was taken to direct the LTSM money towards SGB educator posts without formal application to do so.

Recommendation 5

The school principal, the SGB and the school financial committee must prepare a School Improvement Plan and ask the District to provide training on their requirements that are in line with national education policy. In terms of the

financial management in their school, this could include the powers of the principal and parents to approve spending, the structure of budgets and financial statements, and auditing procedures. According to Mestry (2006:95), schools need principals who will lead them successfully in financial management, and this can be done by activating, directing, guiding, motivating and showing leadership and taking joint decisions with the school financial committee. Applying this principle would minimise the chances of exercising authoritarianism and unilateral decision making. In addition, this would also minimise the problem of random employment of SGB educators, but would ensure that requests are forwarded to the Department of Education.

The Department of Education once promised that it would provide guidelines to ensure that the no-fee schools policy is effectively implemented. This promise still has to be fulfilled as an endeavour to minimise all the financial management problems encountered in School A.

School A experiences a variety of problems relating to financial stability and instability such as mismanagement, deficit and surplus in different years, misappropriation, and lack of budget variance accountability. It is recommended that the Department of Education provide a Financial Handbook to managers and governors to use as a guideline in the control of school finances. This handbook must offer various templates that give guidance to the overall manner of handling the school's finances.

4.2.8 Concluding remarks about School A

Since the study is aimed at investigating, appraising and understanding the extent to which the no-fee schools enhance access to free quality public education at schools in Gauteng, the researcher seeks to understand the process and procedures followed to declare no-fee schools.

The researcher found that the school was automatically declared as a no-fee school by the Department and has partially implemented the no-fee schools

policy. On the one hand, the school is admitting learners as per the dictates of GDE Circular 65 of 2008 – that is, accepting learners without denying anyone access – and that has increased the learner enrolment. However, this increase in access is not necessarily benefiting poor learners joining the school. The other controversial issue is that "rich" children – who migrate from relatively more affluent areas in pursuit of free education – benefit from the scholar transport due to the distance they travel to school, whereas poor learners must walk to come to school. Sadly, these latter learners are more likely to drop out of school due to the problem of perpetual lateness. One can say that this is an unintended policy consequence.

In terms of the quality of education in this school, one may conclude that this aspect is seriously compromised, based on the following grounds:

- Essentially money – state resource allocation plus school fees and/or voluntary contributions – is the lifeblood which any organisation needs to run smoothly. As Mestry and Dzivimbo (2009:14) assert, "adequate school funding secures essential resources for the provision of quality education". Therefore, in School A, according to the financial statement and budget for 2007, it does not appear that there is enough money to enhance the quality of the school's results. That is to say, there is no correlation between surplus money and the matric results (78% in 2005, 52% in 2006 and 43% in 2007).
- Learners migrating from schools where they were learning the African languages to a school where English is the medium of instruction is a problem. In addition, late registration, perpetual late-coming, and shortage of LTSM supply, desks and space are serious problems that affect quality education delivery.

However, the contentious area in this school is that, although the parents have welcomed the idea that their school is a fee-free school, the principal and the educators feel that their school was incorrectly ranked. Because of that, they still believe that the parents are not poor; hence, "fees" are charged and there is a high

surplus of R317 757. In addition, the researcher concludes that this grey area of collecting money as "voluntary contributions" is only a disguise to attract newcomers. The school's financial documents showed that the school fees received amounted to R1 490 071, but in the interview it was not clear whether this was voluntary contributions or fundraising or school fees. The school's books reflect that the money was obtained through fundraising. It was resolved that the matter would be investigated.

The researcher concludes that this school is still charging fees. It cannot be concluded that poverty is being alleviated. In addition, the school's financial records for 2007 show that it had a surplus of R317 757. The question arises, is this school poor?

Finally, the interviews revealed that the principal tends to make decisions alone. It also came out clearly that, in as much as the parents understood their right not to pay school fees, they were not assertive enough to question the principal about the issue. The chairperson emphasised that the state resource allocation must prove if it adequate or not.

4.3 Findings in School B

4.3.1 School B profile

This primary school is situated east of Boksburg, in an area that used to be a very big informal settlement. Previously, this area had no schools. However, there are now proper Reconstruction and Development Programme (RDP) houses that are occupied by both coloured and African persons. One section of the area has small, affluent houses, although it was stated that no learners in the school came from that area.

Most of the school's learners come from this area but there are some learners who travel from as far as Vosloorus, Dawn Park, Villa Lisa and Wattville. The longest distance travelled by these learners is 17 kilometres. The school is not sure why these learners are attracted to them, because there are schools nearer to them, but it could be due to three reasons – (i) free education, (ii) the belief that when a school is racially integrated there is quality education, or (iii) a combination of the two.

The socio-economic conditions around the school are so negative that effective learning and teaching are adversely affected. Firstly, crime is rife. It is commonly known that every Monday there are reported cases of stealing and burglaries in the school. Computers, chairs, small furniture items, water taps, netball poles, soccer poles, portions of the fence, shrubs, flowers and food for the feeding scheme are among the items stolen. The principal mentioned that to date the school has replaced the computers six times, and this has become a problem for the smooth running of a school because the administrative information is repeatedly lost. The school eventually resorted to buying laptops, but they also disappeared. If a court case is opened, it takes forever, which eventually stifles the core duties of the school.

Secondly, another adverse condition is the lifestyle lived by the parents of the children in this school. Many of them are unemployed, and many have been to

prison. They drink alcohol, and smoke cigarettes and dagga with their own children.

Thirdly, there is a high rate of early pregnancy, and it has been discovered that these young girls are involved with unemployed men from the local area. The parents of these girls are afraid to take the matter to court because the men involved are their neighbours. Violence is a big problem in this area.

Fourthly, the learners skip classes to stand on street corners carrying boards on which are written, "WE ARE POOR. WE ARE COLLECTING R10, R20, R40 FOR SCHOOL FEES. GOD WILL PLEASE YOU. PLEASE GIVE US." (The researcher was actually shown one of the boards confiscated from these learners. The principal said the learners who did this belonged to a gang, and these children were forced to take turns doing such an act.) The school was helpless to enforce discipline. These learners have even convinced some of their schoolmates not residing in the area to join them. They dodge classes and go into the shebeens to play dice, smoke and drink during the day, to a point that the educators are no longer keen to chase after such learners. What makes things difficult is that when they are found in such places, the parents of some learners are involved. In addition, when the parents are called to the school to address ill discipline, late-coming, absenteeism or other learner-related issues, these parents swear at the educators and defend their children from being reprimanded. In addition, in the history of the school, there has hardly been a proper school governing body. Membership is changed every now and then because the parents in this area are hardly sober.

The school started in 1999 using old prefabricated containers as school buildings. A new school building was built two years ago. It has a library, a science laboratory and 27 small classrooms, but no hall and no kitchen. There is an administration block with a staff room for 46 staff members. There are also offices for the principal, two deputy principals, four HODs, four administrators, five general workers, and a sickbay, strong room and photocopying room. The

feeling is that one primary school is not enough because the area is too big and the school is overcrowded. As a result, there is no Grade R in the school, and neither is there a crèche in the area. The principal explained that this was problematic because when the learners start Grade 1, they are not school-ready.

The teacher-learner ratio ranges from 48:1 to 60:1. In some of the grades, the classrooms are extremely full, to the extent that some of the learners share chairs and the teachers cannot move around freely.

The school is partially Section 21 under quintile 1. The state resource allocation is shown in Table 4.3. However, the principal complains that these amounts do not cater for the learners who register late. In many instances, the learners who join the school late are orphans coming from the homelands; they hardly have school uniforms and some of them are HIV-positive. The school must take care of them in every way.

Table 4.3 State resource allocation, 2006 to2009

Year	Number of Learners	State Allocation
2006	1 202	R808 800
2007	1 269	R936 522
2008	1 299	R1 006 725
2009	1 311	R1 057 977

Every class has a list of the most vulnerable learners affected by abject poverty. In order to supplement the state allocation, the parents are asked for a voluntary contribution of R50, which is contributed by the first-time comers. However, the school does not refer to “voluntary contributions”; instead in their budget statement they have termed this as a registration fee and in brackets “donation”. The school raises funds by asking children to contribute R1 every Friday, but they normally never reach the target.

4.3.2 The sample of interviewed people

The principal stated that the outgoing SGB consisted of one deputy principal, two parents (one of whom was the chairperson), one HOD, one administrator and one educator (who was the treasurer and co-coordinator for the Bana Pele committee). However, the parents were not committed and most of them were illiterate, making it hard for the school to rely on them. The researcher only managed to interview the principal because the other members were on study leave. Despite this, the researcher collected most of the information about the phenomena that are being investigated from the documentary review – School Development Plan, school budget, SGB minutes, school policies including the Admissions Policy and Financial Policy, audited financial statements and copies of the State Resource Allocation for a period of three years.

The principal was the sole manager of the school from its inception in 1999. She pointed out that managing this school in such an environment had never been an easy task. The overall progress of the school was hindered by the factors mentioned in the preceding discussion. Among the issues she highlighted was that was a rapid turnover of educators. For that reason, the researcher was told that nobody had better information about the history of the school than the principal. Even if others were to be interviewed, she still answered all the questions. This made it difficult for the researcher to attend the SGB meeting for observation purposes, but the SGB minutes were reviewed and the principal went with the researcher to witness some of the cases around the school. The documentary review and witnessing the pertinent issues around the school confirmed and augmented data from the interviews.

4.3.3 Perceptions and practices of the implementation of the no-fee schools policy

4.3.3.1 Overview

The principal supported the concept of the no-fee schools policy and stated that it was an effective way to alleviate poverty. The school was automatically declared

as a no-fee school, and she believed that the quintile ranking was accurate. She stated that managing a school in an environment like theirs would not be possible if they had to rely on school fees, as was the case prior the no-fee policy. Although she admitted that the policy had its flaws, nevertheless there were notable good points that made implementation practical and effective.

The discussion below examines both good points and bad points associated with the implementation of the no-fee schools policy. Perceived to be useful were:

- the Bana Pele programme;
- the school financial policy;
- the School Development Plan;
- the school vision;
- the budget;
- resource allocation for public schools; and
- the school's audited financial statements.

On the negative side, admissions were perceived to be problematic.

4.3.3.2 Bana Pele programme

It is good that the government introduced a Bana Pele programme to take care of vulnerable learners. The principal explained it as a three-tier programme that included the Departments of Education, Social Development and Health. The programme offered a basket of services (sub-programmes) that made it easier to give support to children who were orphans, from child-headed families, emotionally and physically abused and psychosocially affected, had unemployed parents, were staying with grandparents or foster parents, under-age pregnant girls, HIV/AIDS-affected, earning child support grants, et cetera.

This school had an educator who was sitting on the provincial Bana Pele Desk of the Social Development Department. With the extensive knowledge and expertise of handling Bana Pele issues, this educator played a vital role in screening

vulnerable children, which was almost the entire school. He has compiled a Bana Pele list categorising the different needs of the children so as to know how to give the necessary support in a professional manner. With such expertise, this educator managed to form and train a committee that reports to the District on any matters that affect the poor learners. In addition, during the period of budgeting, this committee ensures that all the critical scholastic needs of the poor learners are fully budgeted in the school's budget preparatory forms. This educator has the capacity to refer the worse cases that are beyond the scope of the programme in the school to the Department of Social Services and Development. Because the District only offers help to learners in the Foundation Phase, he can outsource sponsorships from non-governmental organisations to strengthen and provide additional school uniforms, counselling programmes, transport for excursions, food parcels, and feeding schemes for all learners who are severely challenged by poverty.

In conjunction with the Bana Pele programme of this school, the researcher reviewed the following documents to ascertain if there was an alignment to the status of the school since it is under quintile 1 and non-fee paying. These documents were the School Financial Policy, School Development Plan, Vision and Mission Statement, School Budget and Audited Financial Statements.

4.3.3.3 School financial policy

The preamble of the school financial policy states:

> Parents in this entire school will be exempted from the payment of compulsory school fees. This implies that no compulsory school fees would be charged in this school due to indigence. The school shall be funded from the resource allocations received from government because "No Fee Schools" is an integral part of the government strategy to alleviate the effects of poverty and redress the imbalances of the past.

Therefore, no school fees should be charged, but voluntary contributions can be collected. The flow then leads and ties harmoniously with the manner in which the School Development Plan is compiled.

4.3.3.4 School Development Plan

Paragraph 122 of the Amended National Norms and Standards for School Funding states, "The school must explain how the spending of the school allocation supports the school development plan" (DoE, 2006a:35). The SDP must provide a framework for strategic planning in which the school can identify the long-term and short-term financial objectives to manage itself effectively. A school development plan should relate clearly to the school's vision and mission (Blanford, 1997:81). This should tie in with the overall objectives of the provincial education department. In the light of this explanation, the SDP of this school states that, among other long-term goals, they need to build a big kitchen because currently the container that is used is too small to facilitate the feeding scheme programme. The principal asked the researcher to see how small the container kitchen was. It had a big three-cylinder gas stove, no sink, and no cupboard for storing the food and kitchen utensils. She complained that the container was too small and untidy to be used in serving the approximately 1 400 learners. The SDP also showed a need to build a school hall for various school activities, including fundraising. The principal stated that another reason they needed a school hall was to allow the community to use the hall; the school sees this as a way to build a stronger relationship with the community in an endeavour to curb burglaries. She stated that they would allow the community to use the school hall as a community hall, charging a small fee that would contribute to fundraising.

4.3.3.5 School vision

Ryan (1999:25) stresses that no school financial policy can be valid if it does not include the school vision and mission statement. Bisschoff and Mestry (2003:123) refer to this as "from a mission to a budget". The vision and mission statements of

the school are in harmony with the status of the school and the budget of being a no-fee school. That is, the school envisions eradicating poverty through delivering quality public education.

4.3.3.6 Budget

The researcher reviewed school budgets for the years 2006, 2007 and 2008. The principal said that they always ensured that the budget reflected what was in the school financial policy and the SDP – that is, they budget only for educational and learner-centred items. She stated that such a practice helps the financial committee to refrain from including the "nice to have" in their budget. As van den Westhuizen (1991:377) states clearly, a budget is in essence the financial policy by means of which the educational aims and objectives are realised in monetary terms.

4.3.3.7 Resource allocation for public schools

The Education Laws Amendments Act of 2005 amended section 35 of the South African Schools Act of 1996. Provision was made for schools serving the poorest communities in the country to be declared no-fee schools as from 2006. The principal stated that a good point about having the status of a no-fee school was that the resources allocated to them were adequate, making it possible for the school to strive to ensure that the learners' rights to quality basic education for all were realised. She added that they were now able to budget for holistic learner education, and they could even include other items such as a school bus for learners' outings, which the quintile 4 and 5 schools could not do. However, she pointed out that it takes a principal with broad skill and knowledge on school financial management to master this. She firmly pointed out that the amounts allocated by the state should be on par with the Consumer Price Index and the rate of inflation. This is what is alluded in Section 61(h) of SASA, in Section 3 of the National Education Policy Act of 1996, and in the National Norms and Standards for School Funding, all of which emphasise that public education should be funded in a way that ensures the delivery of quality public schools for all. The

principal confidently pointed out the phrase in the school's financial policy which emphasised: "In order to achieve this goal, it is key that the school financial policy dictates what control measures will be exercised over the effective utilisation of the state resources".

4.3.3.8 School's 2006 and 2007 audited financial statements

The school's financial position before and after receiving no-fee status are shown in Tables 4.4 and 4.5. These two tables serve to highlight the patterns of spending in order to ascertain the advantage or disadvantage of the no-fee policy.

The school principal pointed out that before the school gained its no-fee status they used to spend quite a lot of time trying to raise funds and pushing the parents hard to pay school fees; this indirectly compromised notional teaching time. Secondly, they were unable to teach the learners in a way that promoted holistic teaching and learning. Thirdly, in spite of the budget, they found it hard to teach the undernourished learners, and because of that they were forced to feed the learners (especially those who came from an abjectly poor background) out of the LTSM slice of the resource allocation, hence there was a deficit. However, after the school gained the no-fee status, they benefited tremendously as they were now able to do more for the school learners in order to promote the delivery of quality education. The principal hinted that they could do things that could not be done by fee-paying schools. Among other things, they were able to purchase the items needed for the Revised Curriculum Statement, including textbooks, library books, charts, models, undertaking excursions, computer hardware and software, television sets, DVD players, DVDs, technology equipment, laboratory equipment, musical instruments, and learners' desks and chairs (replacements for stolen items). She added that they could even manage to employ a specialist to assist learners with reading, writing and comprehension. It was difficult to cover non-LTSM equipment, including small furniture items, computers, copier machines, telephone sets, fax machines, tools, cleaning equipment, first-aid kits, overalls for cleaners and ground staff, sporting equipment and electrical

accessories. These items had to be replaced frequently due to burglary, and unfortunately they had to be bought from the allocated funds. However, despite this problem, the researcher found the school's documents to be in harmony with what the principal said, giving credence to her assertion that this school is benefiting from the implementation of the no-fee schools policy. On the other hand, the principal stated, there were are also bad points affecting the implementation of the no-fee schools policy, and these will be discussed below

mTable 4.4 School financial position before no-fee status, 2006

2006 State Resource Allocation	**Actual School Fees Received and Other Income**	**Actual Budgeted Cost**	**Annual Financial Statement**
Actual amount received R808 800	Actual income received R187 300	R 1 008 084. 60	Total income on hand R 996 100.00
LTSM R444 840 55%	School fees received R122 700	LTSM spending R490 000. 00	Total expenditure R1 008 084.60
Buildings and repairs R266 904 33%	Rent income ----------	Municipal services R221 503 .10	*Writing off bad debts & school fee exemption R57 600
Services R97 056 12%	Fundraising and other income R64 600	Building repairs and maintenance R166 185.95	Deficit (R11 984.60)
		Administration R101 388	
		SGB posts and miscellaneous expenses R29 007.55	

NOTES:

1. Total number of learners in 2006 from Grade 1 to Grade 7 was 1 202, at R150 per child per annum = R180 300.
2. Which means: R180 300 - 122 700 = R57 600
3. Total learners who paid school fees were 818 at R150 per learner.
4. Total learners who were exempted and did not pay school fees (bad debts) were 384 x 150 = R57 600.
5. Total income on hand R996 100.00 (R808 800 + R187 200 = R996 100.00)
6. Total spending R1 008 084.60
7. Total over-spending R11 984.60)
8. NB: The resource allocation was ring-fenced as reflected in the year 2006 (60%, 28% and 12%) but amended in 2007 to (55%, 33% and 12%).

Table 4.5 School financial position after no-fee status, 2007

2007 State Resource Allocation	Actual School Fees Received and Other Income	Actual Budget	Annual Financial Statement
Actual amount received R936 522	Actual income received R110 489.66	R1 047 012.00	Total income received R1 047 012
LTSM R515 087.10 55%	Registration fee R51 999.66	LTSM spending R597 004	Expenditure R1 047 012.00
SERVICES R309 052.26 33%	Rent income ----------	Municipal services R215 804.33	No indication of non-payments
Maintenance R112 382.64 12%	Fund-raising and other income R58 490	Building repairs and maintenance (**new building*) R12 177.34	Surplus R2 800.00
		Administration R188 026.33	
		SGB posts and miscellaneous expenses R34 000.00	

NOTES:

1. Total number of learners in 2007 from Grade 1 to Grade 7 was 1269.
2. Of the R51 999.66, it is not clear how much each learner contributed voluntarily. Parents were contributing unequal amounts.
3. Surplus amount of R2 800.00 was received from the learners who paid their voluntary contributions late and from those who joined the school late.
4. Total number of learners who did not pay voluntary contributions is not indicated.
5. Total income on hand R1 047 012.00 (R 936 522+ R110 489.66 = R1 047 012.00).
6. Total spending R1 047 012.00.

4.3.3.9 School admissions

The principal stated that the main problem affecting the implementation of the no-fee schools policy was that the government contradicted itself when it came to the issue of admissions:

> We are expected to admit, and not tell the learners that we are full despite that we are full indeed.

She stated that since the government wanted to ensure that every child of school-going age was at school, schools were told not to refuse any child (GDE Circular 30 of 2008). Instead, learners were put on a waiting list and given a letter to the District, which would decide where to place them. That was seldom carried out in practice because the District was fully aware that parents often failed to apply for their children on time. Eventually the school would be forced to admit learners even though there was no available space or other resources such as desks, chairs, books and teachers to teach all subjects, including the language relevant to the needs of a child. The principal pointed the researcher to one of the SGB Minutes, in which they refused to admit some of learners without following the protocol because of the reasons cited above – that is, the Department itself does not adhere to its own circulars which firmly state the final date for admission. In addition, she firmly stated that the school simply turned them away without giving them a letter stating the reasons for non-admission nor placing them on a waiting list. The principal also stated that, because of these kinds of frustrations, there were many learners not in school. She felt that one primary school was not enough for the entire area.

> We are contending with the plight of overcrowding while being expected to deliver quality education.

The principal felt that the above scenario represented a gross policy flaw. Her argument was that, in their area, they were the only non-fee-paying primary school, thus attracting many learners including foreign learners and learners from families of asylum seekers. The school was not allowed to decline admission to such learners. In addition, it was pointed out that those who were not South African citizens were admitted without study permits because the District insisted that the lack of such documents should not be a barrier against the child's admission. Once parents have arranged for their children to be admitted, they no longer bother to pursue the study permits. The school ended up having problems with learners who could not read or write English and Afrikaans. She said that overcrowding was a factor that seriously compromised the delivery of quality education because educators could hardly give learners proper individual

attention. She added that the seriousness of this flaw clearly manifested itself when, due to high numbers in classes, truancy and absenteeism, some of the learners hit teachers on their faces when reprimanded for copying during controlled tests, and eventually disappeared into oblivion. That meant that the drop-out rate became quite high in the school.

Lastly, the principal stated that more schools should be built in that area if poverty was to be adequately addressed by the government. At the moment, the learners were packed like sardines in a small tin, and that would have serious implications if the Department of Education did not strike the balance in its endeavour to combat poverty. The principal concluded by saying that the Department of Education should reinforce the no-fee schools policy with more training in school financial management because that is still a problematic area.

The researcher and the principal based their interview on the evidence shown in the important school documents, and by going around the school in order to observe, verify and concretise the discussion since the principal was the only one interviewed.

4.3.4 Concluding remarks about School B

Firstly, the researcher found that despite the negative contextual factors, the general management of the school was efficient and conducive to allowing the no-fee policy to be implemented in an effective manner. Secondly, there was a slight deviation in certain areas of the school budget – for example, the registration fee may be perceived as a compulsory charge and this may be interpreted as an unlawful practice in the eyes of policy makers. However, this confirmed the principal's view that there is still a lot to be learned about the no-fee policy. Thirdly, one gathers the sense that in this school the voluntary contributions are collected without full understanding. They are not based on policy guidelines but are calculated out of human thinking, experience and understanding. The Amended National Norms and Standards for School Funding (DoE, 2006a:44, paragraph 163) posit that

> when a no-fee school does not receive a school allocation that is at least as high as the no-fee threshold then in terms of Section 37(11) of SASA, the school may charge school fees in the form of voluntary contributions up to an amount equal to the difference between the no-fee threshold and the allocation actually received.

However, in this regard one can conclude that the policy precepts were neither considered nor applied.

Lastly, in spite of the notable teething problems encountered in this school, the researcher identified certain conditions that assisted the school in implementing the no-fee policy effectively, and these are as follows:

There is an evidence that authentic synergy exists among the most critical and strategic documents that were reviewed and which were discussed above. This is a fundamental and central solution to addressing poverty. The connectedness in these crucial school documents presents a picture that says all the school stakeholders plan the school's activities together and that there is a shared vision, which is the fulfilment of quality teaching that is geared towards teaching the child in a holistic manner. The school has made significant progress in getting the children to school, although it is still a concern to the principal that there are many children of school-going age out of school in the area who were declined admission due to overcrowding and dropping out due to limited structural resources. Finally, the classes in this school are overcrowded due to the admission of foreign learners who cannot read and write, and to late admissions. Children often share chairs, and there is lack of free movement by educators, a limited textbook supply and poor monitoring of absenteeism. All these factors seriously compromise the delivery of quality education.

The researcher concludes that School B is trying hard to effectively implement the no-fee schools policy, but there are challenges that are beyond the scope of this policy that makes it hard to control. There are also other challenges. For instance, access to education should not only reflect numbers in classrooms, but education

has to be meaningful in building children's capacity to think and apply what they have learned in different contexts. That is not the case in this school because, although the GDE is trying to cut down large class sizes and learner-educator ratios, this is not going to happen instantly in this school. Even if they could use mobile classrooms, there is no space for such a solution. The schoolyard is too small for future expansion. Therefore, the principal was correct when she said that another primary school had to be built in the area. Finally, the school must have the infrastructure that will provide an enabling learning environment. However, as the empirical work of Sarakinsky (2008) posits, the toughest element with public policy is implementation.

4.4 Findings in School C

4.4.1 School C profile

School C is a new secondary school separated by a fence from School B. It was established in 2006, and will have its first matriculants in 2010. The school buildings are built of prefabricated building material. The classrooms are small, and because of that, a private company was approached to donate 20 classrooms. These include laboratories and a Centre for Consumer Studies. However, these were converted and used as general classrooms as a solution to the problem of overcrowding.

In 2007, the school had a learner enrolment of 775. In 2008, that number increased to 1 147. By 2009, the number was 1 500. These learners are predominantly coloured and African, and a few are Indians. The school has a total staff of 45, and these comprise predominantly Africans, coloureds and one white person, who happen to be the deputy principal.

The cultural and socio-economic characteristics and background of this secondary school are very much the same as those described for School B in the preceding section.

4.4.2 The interviewees

The researcher interviewed the principal, one Grade 11 RCL member, the educator serving as the SGB teacher representative, and an SGB parent who is also an administrator working at the school.

The principal is the fourth one since the school started four years ago. There is a high turnover of both teachers and principals in this school because of the high rate of crime and violence. The present principal has lasted because of his black-belt karate skills. He stated that he only managed to get the school to run efficiently because he single-handedly confronted and chased the troublemakers away from the school into the township; he is greatly feared and respected for that.

The educator is the HOD, the LTSM co-ordinator and the SGB teacher representative. The parent started as a volunteer in the school and was eventually hired as an administrator because of her dedication and commitment to the school. The parent was serving as a member of the outgoing SGB.

These were the people whom the researcher thought would provide sufficient data in trying to understand the manner in which the school implemented the policy of no-fee schools. However, it is important to mention that at the time of collecting data this school was conducting elections for the new SGB. That meant it was not possible to reach the SGB chairperson.

4.4.3 The school governing body

There was no SGB at the school because its term of office had expired. Therefore, at the time of collecting this data, the researcher depended on the information gathered during individual interviews. Mathonsi (2001) is a strong proponent of the view that SGBs should be trained and capacitated so that they understand their duties and responsibilities in order to govern schools well and improve the quality of education in South African schools. The researcher was guaranteed that the

interviewees were thoroughly informed about the no-fee schools policy because they had attended workshops conducted by District officials during their term of office as SGB members. The information that was seen in the few school records that were made available to the researcher assisted her to confirm and augment the data that she got from the interviews at this school.

4.4.4 Perceptions and practices of the effective implementation of the no-fee schools policy

All the stakeholders interviewed believed that the no-fee policy had to be implemented in their school since all the learners in the school were from poverty-stricken family backgrounds. Therefore, they saw the policy as a ray of light bringing hope in terms of poverty alleviation. They understood why full implementation was so urgent, although they pointed out that the socio-economic environment in which the school was situated was the main obstacle to the attainment of the school's objectives.

The RCL member indicated that with the previous principals, the RCL used to be weak and disorganised. The current principal, however, was addressing the RCL's problems and shortcomings, and he encouraged them to play a pivotal role in the issues of their school. He always maintained that the RCL needed to understand that they were in the best position to influence and change the mindset of the other learners, and that that would contribute to the improvement of values and solve the prevalent problems in the school. This learner said that, because of the current principal, they were now often involved in the SGB's plenary sessions, including issues of fundraising. Through him, they managed to effectively raise funds on behalf of the school. The main methods employed were market days, heritage fun days, Valentine's Days, paying R5 to wear civilian clothes once a month, organising trips for the Grade 8 learners to welcome them, school photo taking and many others. One of the things they had done was to ensure that no learner was left behind when educational school trips were undertaken if they could not afford the cost. He added that the RCL always took 25% of any funds raised and

ensured that the most learners' critical financial needs were adequately attended to.

The learner further indicated that the present principal was the first one who was about to finish the full year. The same was true for the educators. He stated that the area in which the school was situated had a high rate of violence and crime. The learner stated that the worst incident that had ever happened in the school was when some of the older boys had set the chairs and desks on fire because they did not want to be disciplined for failing to do their homework.

The other problem experienced by the school was overcrowding, since they were the only high school in the area. The learner stated that some of the learners in their school were over-age and used to be in prison. However, the learner highly commended his principal because when he joined the school, he ended all the nonsense and managed to turn around their school with his karate skills.

Because of all these problems, there are subjects that are still not taught because some of the teachers abandoned the learners and had long left the school. That seriously affected the current learners' academic progress. He further stated that some of the educators claimed that they were not paid and because of that, they were not coming to school regularly; it was not clear whether these were SGB-paid or state-paid educators. Because the school was overcrowded and had too few educators, that bred ill-discipline in the school. Some teachers responded by using words and names that belittled some of the more problematic learners; that was happening because the educators could not use corporal punishment. The boy laughed and said, "It is only the karate man who deals with such culprits; he kicks them and that is the only way to bring discipline and order in our school". The learner concluded that the no-fee schools policy alone would not be a solution to poverty alleviation, but it must be coupled with a strong leader like their principal because some of the problems could not be blamed on poverty alone but also on the lifestyle of the people.

The parent who was interviewed had five children in the school. She had served on the out-going SGB and was a school administrator. She emphasised that the school was trying hard to encourage parents to pay a voluntary contribution of R300 per annum. However, this had met with a minimal success. The school made the parents who failed to pay bring an affidavit giving the reasons why they could not pay. In order to confirm such reasons, the school would sometimes send out delegates who had to verify that the families were indeed in a situation of dire poverty. The worst situation was the family staying near the school in a house that had no windows or internal doors. The family also had serious problems with alcohol and unemployment. In view of these problems, the school concluded that these typical cases were the main contributing factors to the non-payment of the voluntary contributions.

She stated that she had started working at the school as a volunteer when she used to assist with the cooking for the feeding scheme. An NGO by the name of Ikhaya Labantwana was donating food for the feeding scheme. All the learners got two meals a day – during the first break, they got tea and bread with butter and jam, and during the second break, and the learners were fed some combination of porridge, mealie rice, rice, meat or fish. The school also arranged a sponsor to donate school uniforms to those learners who were without the means to buy them, although these donors sometimes did not provide what they had promised.

4.4.5 General overview of the effective implementation of the no-fee schools policy

There was enormous overcrowding in the classrooms. The school was unable to employ and pay enough SGB educators, so it resorted to volunteers. The SGB had always been weak. That was a challenge for all three previous principals, because the parents in the area did not value education due to heavy drinking problems, which rendered them less responsible. Nevertheless, there was hope that the current principal would succeed in changing the mindset of the parents and convince them to become involved in the education of their children. Maybe the new SGB would function well because the principal had already established a

team of parents to engage in a gardening project. Moreover, he intended to teach them how to commercialise the food from the garden as a measure to combat poverty.

The parent was very positive that with the leadership the school has, poverty would be history. As a parent, she was grateful for the no-fee school policy because the money that used to be spent on educational requirements was now helping her to buy food, pay rent, paint a house, et cetera. The parent emphasised that this money really made a difference to her family because she had three children and two nephews staying with her because they were orphans. Therefore, the no-fee policy brought a great relief because she was able to redirect the money she used to use for school fees to other financial requirements. Moreover, she no longer felt guilty because of her children being singled out and sent back home because of non-payment of school fees or lack of school uniform.

The educator who was interviewed was an HOD, ex-SGB and LTSM co-ordinator. She pointed out that as a school, they were well-informed about how to implement the no-fee schools policy. However, that had not been fully done because of the environmental challenges and rapid change of the school personnel, especially the change of principals. The school was now beginning to be stable, however, and they were starting to put systems and procedures into place.

The educator's main concern about the no-fee schools policy was that it would take time to make a difference. Her reasons were as follows:

Learners from many townships flocked into their school because there were no fees. This resulted in overcrowding in classrooms. There was also a problem of language in the school, since some of the learners had to adapt to the languages taught at the school, and that had negative academic implications. Sometimes they would be forced to introduce a new language, especially if the number of learners speaking that language was high. That had to be coupled with employing a new

educator and buying new textbooks, and it would take the Department of Education a long time to grant a post. Besides, there was a problem of educator scarcity these days, and teachers were hard to get.

All these changes affected the resources allocated to the school, because they had to improvise and adapt to the current direction of the school. Such problems made it necessary to alter the school's timetable within a short space of time, and that resulted in discipline problems among both learners and educators. The District would send learners to be admitted even though the school was full. They would say that no one had the right to declare a school full except the District Director. Because of that, the learners ended up sharing resources and that posed problems.

Learners who stayed far from the school increased the amount of late-coming and absenteeism, and caused a higher drop-out rate. The higher drop-out rate caused a shortage in textbooks which were supplied by the QIUDS UP Project by the GDE.

There were not enough educators. There was a lack of parental involvement, especially in SGB issues. This culminated in ill school discipline that is problematic because of drugs, early pregnancy and alcohol. Parents shielded the ill behaviour of their children.

Burglary and vandalism was a problem that eventually forced the school to take a large sum of money from the allocated resources in order to replace the stolen and destroyed items. That was a major setback for the school because they found it very difficult to stick to the budget. Sometimes burglars would steal the very food meant to feed the schoolchildren, and the school and the educators would eventually have to make ends meet because they could not teach hungry children.

The worst scenario was that sometimes the school funds ran dry and educators had to spend from their own pockets when attending workshops and to feed hungry learners. The educator concluded by saying that the school ended up spending money on items that were not learner-related because of the poor environment. This made the money they received from the state seem to be too little because of the fruitless expenditure on replacing stolen items such as computers, photocopiers, fax, telephones, sports equipment, et cetera. Maybe if school fees were charged, they would be in a better position.

Lastly, the principal believed that there was a long way to go because a school would become a functional school not because of one person but "it takes a village to raise a child". He said he was not referring only to the parents but even to other stakeholders such as the District, police, religious ministers, businesses and other government departments to achieve a total turnaround, especially in an area like theirs. Then it would be possible to implement the proper systems.

Most of the official school documents were not available due to burglary; things were destroyed when there were burglaries. There was also the problem of the rapid change of school principals. Once the new SGB is in place, the school will start working to develop new school documents such as the vision and mission statement, school policies, school development plans and school improvement plans, school financial policies, and a school budget.

4.4.6 Summary for School C

4.4.6.1 Overview

The researcher collected data by means of one-to-one interviews. Very few documents were analysed at this school because school records were not available due to the rapid change of principals and burglaries. It is not known whether the previous principals took the documents with them or whether they were never compiled in the first place. However, the documents that were availed to the researcher included the current statement from the GDE showing the state

resource allocation for 2009. Overall, the researcher was able to make some inferences about School C, and these are discussed below.

4.4.6.2 Effective implementation of the school's no-fee status

In School C, the effective implementation of the no-fee policy is stifled by the unfavourable contextual factors. Negative factors such as crime and the lack of commitment by parents to the education of their children are the main problems hindering poverty alleviation. Therefore, the implementation of the no-fee policy is uncertain and vague. That is to say, the monetary increase in resource allocation alone cannot translate to the delivery of quality education. It has to be coupled with the proper systems, processes and procedures in order to improve the school's functionality. However, these systems have not been put into place in this school, as there is only a brief School Improvement Plan, no School Development Plan, no vision and mission statement, no school financial policy, no admissions policy, no school policies, no language policies, no school budget, no Bana Pele committee, no list of poor learners, no retention of educators plan, et cetera.

Moloi (2003), Bush (2003) and Van Deventer and Kruger (2003) all advocate that viable schools are those that stringently comply with the macro legislation, policies and programmes implemented by the Department of Education. Everything has to start with the implementation of such formal structures, procedures, processes, measures and systems, roles and relationships that will serve as a channel to realise a balance between increased access without tipping the scale against the quality of education. This view is in line with the Department's strategy that asserts that, the level of expenditure in education is not only limited by the fiscus, but represents a response to an essentially inefficient system (DoE, 1998b). Concomitant to these concerns, Motala *et al.* (2007:22) strongly maintain that the DoE policy makers must acknowledge the fact that increased access to education does not automatically translate into better quality education, hence the need to formulate policies and programmes that address these concerns.

4.4.6.3 Voluntary contributions

According to Section 36 of SASA, "the SGB of the school must take all reasonable measures within its means to supplement the resources supplied by the State in order to improve the quality of education provided in schools to all learners at the school". However, in this school, the opposite seems to be true. The high level of poverty in this area, the heavy drinking habits of parents, low parental participation in the educational issues of their children, burglary and thugery all make one conclude that not much can be achieved by voluntary contributions. In addition, the SGB was never functional, and because of that, the idea put forward in Section 36 of SASA is nothing but an illusion in this school. That means this school can only rely on learner involvement, because the RCL has successfully managed to conduct fundraising activities, which helped to bridge the gap of the unpaid voluntary contributions.

4.4.6.4. Effect of the no-fee policy on admissions

School C does not have an admissions policy. Research has proved that the school has admitted some learners some who were previous prison inmates. Some of these learners are admitted with no scholastic progress report from the previous grade, and some of them are over-age. Such learners are hard to control, and the result is poor discipline, which negatively affects the smooth delivery of quality education.

The researcher also found that, although the school had implemented the no-fee policy and thus successfully increased access, the problem of overcrowding in classrooms defeated the good aim of the policy. This compounded several problems that were found to be of serious concern in this particular school. These are discscussed below.

Insufficient textbook supply means that children have to share copies. That is problematic because if the textbook holder is absent from school, then the partner has no textbook. Furthermore, if one loses the copy, then neither partner can learn.

The shortage of desks and chairs causes chaos when controlled assessment is administered because the learners copy from one another. The problem of limited language teachers forces some of the learners to learn a new language for the first time. Since this is a high school, this challenge worsens when children register for matric. Because some of them have not submitted their study permits, there is no proof that they come from another country. Because of that, the school cannot apply for examination concession, which normally accommodates foreign learners, and this compromises the learners' performance. This situation confirms the argument that is in the literature, which is that once children get into school, the level and nature of education they receive is often questionable. This is manifested by the low level of skill and knowledge that both dropouts and school leavers possess. The contestation is always attributable to the assumed level of education, which is extremely poor. As a result they cannot lift themselves out of poverty.

The implementation of the no-fee policy brings in the unexpected element of incompatibility when assessment is administered. Three to four children sharing the same desk means that learners cannot work independently, which in turn mean that the marks obtained do not give a true reflection of their performance. Since the aim of the no-fee policy is to make it easier to access schools, public schools are not allowed to refuse admission to any child who wishes to attend a particular school, and the school is bound to admit them despite the fact that the school may be full.

4.4.7 Concluding remarks for School C

From this case study, it was hard to conclude whether or not the school was implementing the no-fee policy because of the negative socio-economic contextual factors. The lack of proper school records and systems and of parental

involvement made it very difficult to paint a picture of whether the school carried out its mandate. The other big challenge in this school was that it was unable to adhere to reliable and verifiable financial management and reporting systems due to the problems associated with the high rate of burglary. Frequent break-ins and theft pose the biggest setback for the school because it has to re-direct school funds that are meant to benefit children to replace stolen school resources. What worsened the situation was the fact that the school was located in a community that steals from itself, making it difficult to build partnerships.

However, in an endeavour to create an ideal teaching and learning environment in this school, it is the researcher's view that the point of departure to correct the situation in this school should be as discussed below.

Firstly, Section 19(1) and 19(2) of SASA provides that out of the funds appropriated for public schools by the state, the Head of Department of Education in the province must establish a programme to

- provide introductory training for the newly elected SGB to enable members to perform their functions;
- provide ongoing training to SGB members to promote the effective performance of their functions or to enable them to assume additional functions;
- ensure that the principal and other officers of the education department render all necessary assistance to the SGB in their performance of this act.

By so doing, it will be possible to involve the SGB of the school in the educational issues facing the school. This will be a stepping stone that will help to realise GDE Circular 45 of 2007. Paragraph 3.5 specifies that schools are expected to keep detailed accounts of what they have spent their money on, and must account to school communities and the Department on an annual basis.

With the provision of this background for ensuring that the no-fee schools policy becomes effectively implemented, the status quo of this school should be reversed by training all the school's stakeholders. This shall serve as an endeavour to make the resources allocated to the school translate into the delivery of quality public education for all. The training must include, though not be limited to, the following aspects:

- how to design the School Development Plan and other related school policies that will speak to the no-fee schools policy as provided by paragraph 122 of the ANNSSF;
- how to handle the records for controlling LTSM;
- how to handle school financial management;
- how to handle asset management.

This chapter has given an overall overview of the case studied for each three schools starting with an introduction that provides comprehensive contextual information about each school, community and learners attending the school and finally stating the concluding remarks.

The next chapter will provide the summary, findings, implications and recommendations arising from this study.

Chapter Five
SUMMARY, IMPLICATIONS AND RECOMMENDATIONS

5.1 Introduction

The researcher believes that this study has yielded several salient features that are embedded in the contextual factors of the three schools under study. These factors contributed to the understanding of the effects of the implementation of the no-fee schools policy in the Ekurhuleni South District of Gauteng. They are as follows:

- proper systems and procedures at school level, underpinned by macro-education policies and legislative frameworks;
- broad stakeholder awareness; and
- participation and leadership strategies.

In addition, the researcher shall discuss the implications, recommendations and emerging topics for further research study.

5.2 The role played by school systems and procedures

5.2.1 Overview

All public schools do receive and are expected to operate within the same statutory battery of legislative frameworks such as GDE Circulars, the ANNSSF, policies, regulations and amendments in order to achieve the same national goals. Nevertheless, the researcher found that these three schools had their own way of implementing the overall national education policies, influenced by their different contexts. That is to say, because there is no balance in the implementation of the policies related to the no-fee schools policy, individual schools often end up with the little pockets of customised approaches. This helps them to achieve what they

desire, but it sometimes contradicts national goals. However, the implications of this study are that, firstly, some of the schools implement policy which deviates from the expected policy objectives. That is to say, they do not comply with the policy provisions in general, and thus the policy objectives are defeated. Secondly, because the no-fee schools policy cannot be implemented in isolation, deviation from this policy negatively influences the implementation of other interdependent policies

5.2.2 School governance

Schools B and C do not seem to be in line with section 23(9) of SASA, which allows parents members to take charge of governing the school in the furtherance of the educational interests of the school and consequently of the learners. To be frank, these schools do not have SGBs, but only window dressing. To be a no-fee school should not mean removing the powers devolved to the SGB. However, these two schools operate without the involvement of the SGB due to the adverse socio-economic conditions in the area in which the schools are located, even though one may argue that the learners at these two schools do not all come from this area. The School Management Team of School B is taking it upon itself to have an SGB without parent representatives, who should actually form the majority of SGB members. In essence, the management of the school in terms of setting strategic frameworks, aims and objectives within the school's vision and mission, setting policies and formulating systems are done without the SGB. Hence, the researcher concludes that both the SMT and the parents of these schools steal from themselves, making it difficult to enjoy the benefits of the no-fee schools policy, which is poverty alleviation. The negative effects of this action are manifested in the following areas:

- Non-attendance at parent meetings makes it hard for these schools to achieve the benefits of the no-fee policy.
- Non-payment of voluntary contributions makes it hard for these schools to supplement the state resource allocation.

- Continuous theft sets these schools back, because they end up taking funds from the state resource allocation as the lost school commodities have to be replaced.
- The parents who come swearing at teachers who try to enforce school discipline make the school ungovernable.
- Unavailability of official school documents due to the rapid change of principals (for School C) causes the schools to be unstable.

The researcher sees these points as factors that contribute to the defeat of the effective implementation of a no-fee policy in these two schools. Because of this gap, it is recommended that the provincial education department review the situation in schools if the following problems prevail:

- Governance and management problems arise because the SGB is not sufficiently representative of the body of parents.
- Looking at the elements of the SGB election process in these schools, it is clear that that has to be amended.

5.2.3 Interrelatedness of various policies

School A has not implemented the no-fee schools policy, and it is still charging school fees. This was because the School Development Plan included buying Pastel computer programmes, software and library books. These decisions had been made before the school was assigned no-fee status. In the Amended National Norms and Standards for School Funding, paragraph 122 states, "The school must explain how the spending of the school allocation supports the school development plan" (DoE, 2006a:35). The researcher agrees that the timing for the implementation of no-fee policy in this school clashed with the aims of the SDP; the school's long-term and short-term financial objectives were clearly not in line with the dictates of no-fee school status. Therefore, since a no-fee schools policy cannot operate in isolation, it is imperative that the new SGB must design the new SDP in such a way that it becomes interconnected to all other related school policies and systems that are in harmony with the no-fee status. In other words,

the SDP should be designed on the basis that there will be no school fees, but that some voluntary contributions will be received. This recommendation means that the new SDP should only explain how the school intends spending the state resource allocation. This interconnectedness should include but not be limited to the school's vision and mission statement, school budget, audited financial statements, school financial management policy, admissions policy and language policy. These documents should all stem from the SDP in order to enable the effective implementation of a no-fee schools policy.

In view of this premise, the researcher recommends that the Gauteng Department of Education call a summit to workshop all the no-fee schools in the province with the aim of reviewing, monitoring and evaluating whether they are all on board. This process should achieve the following:

Analyse the challenges, policy gaps and flaws facing the no-fee schools. Share the good practices between the no-fee schools that have successfully implemented the policy and those that are struggling. Provide proper training and hand out training manuals for no-fee schools as provided in paragraph 8.3 of GDE Circular 27 of 2008. Determine if no-fee schools are still charging school fees, and if so apply corrective measures. Check the understanding and implementation of the Bana Pele committees in schools. As well considering if the state resource allocation is justified or if it needs to be revised.

5.2.4 Voluntary contributions

In all three schools, there does not seem to be any understanding of how to base the determination of the voluntary contributions. Because the practice is done haphazardly, it is done in vain. The implication of this is that the issue of voluntary contributions is an unintended policy consequence that diminishes the anti-poverty benefits for poor learners and for the school. However, such an implication gives birth to the following questions, which the researcher views as an area for further research, namely:

- Should there be a more explicit legal framework for voluntary contributions in no-fee schools, for instance relating to how they are determined and collected (particularly if they function as school fees used to)?
- If so, what should such a framework contain?

On the other hand, the researcher recommends that these schools should approach the determination of voluntary contributions according to the dictates of the ANNSSF, paragraph 163, which provides the following explanation:

> When a no-fee school does not receive a school allocation that is at least as high as the no-fee threshold then in terms of Section 37(11) of SASA, the school may charge school fees up to an amount equal to the difference between the no-fee threshold and the allocation actually received (DoE, 2006a:44).

However, because the status of a school is no-fee, the phrase "school fees" cannot be used. Hence the usage of "voluntary contribution".

5.2.5 Scholar transport, feeding schemes and school uniforms

The other discrepancies that emerged in these three schools were related to scholar transport, the feeding scheme and school uniforms. Schools A and C do not operate according to the prescribed dictates of the national education policy, but instead operate randomly according to their own discretion. That is to say, in Schools A and C, some of the learners use the scholar transport and some learners do not; that results in late-coming, truancy and eventually dropping out of school. The same applies to the feeding scheme and school uniforms. Comparatively speaking, it is only School B that supplies school uniforms and has a feeding scheme for poor learners according to what the GDE prescribes. In this school they have a container used as a kitchen and provided with all the necessary kitchen utensils, and official personnel paid by the GDE to cook the food supplied by the District. In the other two schools, this is not the case. School B also receives school uniform from the District Office for its poor learners, which is not the case with Schools A and C.

The conclusion that can be reached about such discrepancies in these three schools goes back to the fact that these schools do not implement the education policies or Circulars in the same manner. That is to say, in School B GDE Circular 43 of 2007 (the Bana Pele Programme) was implemented, and this was because of the effort of the committee (working hand in hand with the District Office), which compiled a list which explains the different needs of different learners. Hence, all the poor learners do benefit from the feeding scheme, scholar transport and school uniform, which is not the case in Schools A and C. However, the non-application of the policies referring to feeding schemes in School A impacts negatively on the relationship between the principal and the staff. That is, the principal tends to monopolise the feeding scheme because it was implemented through her own efforts. The respondents indicated that the principal became autocratic and that spoiled the atmosphere of the entire school, which eventually affected the delivery of teaching and learning. On the other hand, in School C, the educator respondent mentioned that sometimes they assisted learners with food and school uniforms with their own money because they felt that no effective teaching could take place when learners are hungry. This ought not to be so.

In view of these findings, the researcher recommends that both Schools A and C see to it that the Bana Pele committee is established so that it can liaise with the team operating at District and Head Office level. Establishing this committee will ensure that in such schools the following matters receive attention:

- A scholar transport service should be procured to benefit all learners walking further than five kilometres.
- School uniforms for the poor should be subsidised on an ongoing basis. Once this materialises, there should be an organised policy from the GDE that benefits every needy learner.

5.2.6 Admissions

This research study aimed to investigate if the implementation of no-fee schools policy ameliorates access to public education for all. In the three schools where the researcher conducted the study, there were unintended consequences in the area of admissions, which culminated in overcrowding. However, presently, it cannot be concretely concluded that the implementation of the no-fee policy has increased the number of learners accessing education because it cannot be ignored that the following aspects on admissions policy have been violated at the expense of no-fee schools policy:

- Enrolment of learners residing far from schools has contradicted the issue of zoning rules applying to school admissions policy.
- Admission of foreign learners who do not have study permits has violated the Aliens and Foreigner Learners Act No 96 of 1991.
- The teacher-learner ratio of 1:32 is being ignored.
- District Directors hesitate to declare schools full. Instead, they insist that schools continue to admit learners even though there is no space, furniture or equipment for additional learners, that the learners are registering long after the closing date of registration and that the language that they speak is not offered in that particular school.
- Over-age learners are being admitted, some of whom do not have the previous grade's progress reports.

It is not clear whether the increased learner enrolment is attributable to the no-fee schools policy or to the fact that these schools are multiracial. It has to be borne in mind that the capacity intake of Schools B and C is smaller than called for by the size of the area in which these schools are located. It has also emerged that there are no Grade R sites in this area.

Therefore, the researcher recommends that the District Office, jointly with the Provincial Education Department, considers the above-mentioned policy gaps and

the adverse unintended policy consequences when considering the building of other schools .

5.2.7 Quintile ranking

One of the most arguable problems is the issue of quintile ranking. The respondent in School A pointed out that their school was situated in a municipal boundary area that is not poor. The researcher sees this assertion as having two implications:

- In essence, this school is not poor. In 2008, it had a surplus of R317 757.
- This school has been forced by the Department of Education to abandon its previous quintile status and was pushed down to a lower poverty quintile against its will.

The situation in this school is likened to the comments on the draft Educational Laws Amendment Bill, where Veriava (2004, in Wildeman, 2008:48) made similar comments about the fate of poor schools in wealthier areas; he considered this funding approach as "irrational". However, the researcher recommends that both the school and District officials first look at the extent of complaints regarding quintile ranking of this school. This should be reviewed in line with the poverty level of the school learners who are from poorer households. After having established the truth, they can further go to the extent of what paragraph 107 of ANNSSF provides. This paragraph states,

> PEDs must on an annual basis, subject to the availability of new data which is sufficiently reliable, consider reviewing the poverty scores of schools and/or the poverty ranking of a school and make the necessary adjustments to effect equity. Those allocations of schools negatively affected by any such changes should be changed in a phased manner (DoE, 2006a:33).

In light of this finding, it should be certain that the categorisation of the quintile ranking system might generally have negative problems. If the Provincial

Education Department has been receiving such complaints, it may be material for further research to ascertain whether to improve or replace the quintile system.

5.3 The role played by the broad awareness and participation of stakeholders

The findings from the study of the three schools clearly depict that the implementation of the no-fee schools policy cannot be fully successful with only the increased state resource allocations. This implies that implementation would be thwarted and delayed if there was no broad stakeholder awareness and participation about this policy. Therefore, the researcher recommends that schools need a strong concerted effort to build partnerships with all the stakeholders. To support this view, the researcher draws on two principles from the *Good News Bible Today's English Version* which states,

> They said to one another, 'Come on! Let's make bricks and bake them hard', so they had bricks to build with and tar to hold them together. They said, 'Now let's build a city with a tower that reaches the sky so that we can make a name for ourselves' (*Good News Bible*, Genesis 11:3-4).

From this, it is evident that once people unite and agree to work together, they can bake a strong brick that will build a strong city and make a name for themselves. The same goes for the effective implementation of the no-fee schools policy. These bricks should include the SGB, SMT, RCL, educators, school support staff, parents, community members, business donors (domestic and foreign), religious bodies, Department of Social Development and Welfare, Department of Health, Department of Education, Department of Safety and Security, Department of Home Affairs, NGOs and so on. Without a synergy among these, the successful implementation of a no-fee schools policy as a strategy to alleviate poverty would be nothing but an illusion.

The other confirmation to this truth is also found in the Bible:

> How wonderful it is, how pleasant, for God's people to live in harmony. That is where the Lord has promised that where there is unity, he will command a blessing (Psalm 133:1,3).

This premise clearly describes what Schools B and C lack in order to successfully implement the no-fee schools policy and thus diminish the abject poverty of the learners and the community around which the schools are established. With all the adverse socio-economic conditions cited by the respondents in these two schools, the implication is that, unless these schools build a strong relationship with their stakeholders, no voluntary contributions would come from the parents, no parental involvement would ever materialise, stealing from burglary would never cease, nor would absenteeism, truancy and playing dice with unemployed parents, nor would early pregnancy of schoolgirls impregnated by unemployed men from the schools' neighbourhood cease to exist.

The researcher strongly agrees and recommends that the two principals team up and forward all their concerns to the Provincial Head Office. The Head of Department should then commission a multisectoral team that would conduct a road show to conscientise all the stakeholders about the importance of working together in order to achieve more.

In addition, this road show about the implementation of the no-fee schools policy should not be done in isolation. Rather, it should depict the common points of convergence that define the context of the ANC's 52nd national conference and the 2009 Election Manifesto that provides a comprehensive set of commitments for government to pursue. The Manifesto calls for a "major renewal of our schooling and educational system". It is because of this proclamation that the GDE identified its mandate as the "Reprioritisation of Strategic Plans in Response to the new Electoral Mandate and Gauteng Strategic Priorities". Hence, the GDE has formulated its education priorities for the next five years, and identified four key priorities to address the Manifesto commitments and provincial educational challenges (see Appendix I).

This will inevitably ensure that the new vision and mission of the GDE is attained and strengthened. The new vision reads thus,

> Ensuring every learner does well at school and leaves our institutions with the knowledge, skills and qualifications that will give them the best chance of success in adult life (GDE, 2009).

The GDE's mission statement is:

> Our Mission is to ensure that quality learning and teaching take place in the classroom every day (GDE, 2009).

5.4 The role played by leadership strategies

The success of any organisation depends on the leadership that will provide a significant amount of authority and responsibility to make decisions about the allocation of resources at a school within a centrally determined framework of goals, policies, standards and responsibilities (Caldwell & Spinks, 1998:4-5). In order to achieve this, the leadership of a school needs to be strategic in bringing transformation, and that can only be possible if the leader has the ability to encourage participation, and has a consultative and inclusive management style. It is important to point out that this can only be possible if the leadership has knowledge, power, time and information in order to make the school fully governable and manageable in ensuring accountability in the delivery of quality public education for all. Dimmock (1993:128) maintains that accountability is an important consequence of delegation of power and authority. He asserts that if you manage it, you are accountable for it.

It emerged that the principals of all three schools in the study display various levels of accountability and responsibility, which either ameliorates or exacerbates the manner in which the no-fee schools policy is implemented. Firstly, in School A, the principal goes all out to secure the sponsors that supply poor learners with food in order to facilitate the effective delivery of quality education to all.

Secondly, the high level of involvement of the SGB in this school is another commendable point. Thirdly, that the chairperson of the SGB voluntarily renders his services to keep the learners' toilets in good condition is also praiseworthy.

On the other hand, in Schools B and C, the current principals are determined to rise above the adverse socio-economic location of the schools. For example, the principal of School C went the extra mile in teaching the parents gardening and commercial skills. This is commendable because it will gradually change the mindset of the parents in the area and will help to overcome drinking habits, encourage participation in education issues, and eventually alleviates poverty, which will in future enable the parents to make voluntary contributions to the school. This endeavour will cultivate a sense of ownership, which will minimise the problem of burglary in the school. In addition, the involvement of the RCL has given the school the ability to raise funds, which compensates for the lack of voluntary contributions. Lastly, although the application of the karate skills of the principal was a dangerous thing to do, it has managed to bring some measure of order, discipline and stability to the school.

Given the preceding discussion, the researcher concludes that for the no-fee schools policy to be effectively implemented, it needs strong leadership that can take the initiative and execute the task according to set criteria so as to reach the desired policy objective. Accountability and responsibility seem to be the fundamental components that need to work hand in hand to reach the goal of implementing a no-fee schools policy successfully.

5.5 Conclusion

The no-fee schools policy was only officially introduced in 2007. From this study, it can be concluded that its net impact in these three schools is considerable despite some constraints influenced by contextual factors. One may further assert that these three schools generally paint a picture that says the story of educational policies in South Africa is one of a disjuncture between rhetoric and reality

(Motala & Sayed, 2009:38). To qualify this view, the following are some of the emerging issues regarding the capacity of the state to deliver policy frameworks that are sometimes hindered by lack of institutional-level capacity to implement them.

No-fee schools attract the best government funding and receive compensatory funding for items such as school uniforms, school safety, school nutrition and school transport. However, the disjuncture occurs where the issue of increased learner enrolment is diluted by schools admitting more learners coming from more affluent areas in pursuit of free education. The worst part is that these better-off learners even enjoy free transport because of the distance they travel. Poor learners who live closer to the school have to walk, thus contributing to the high rate of late-coming and absenteeism, which eventually lead to dropping out of school. It seems that schools are sometimes trapped by government policies – for example, the one that says learners are not to be denied admission on any basis and that they must not be deprived of attending the school of their choice. Therefore, at this stage one may conclude that fee-free schools do result in more access, but at the same time that they leave the fee-paying schools empty. What is apparent in this scenario is that all schools should be fee-free.

In addition, since there is currently sparse evidence on how the resource allocation of each school is determined, it might be better if free education applied to all schools in order to address all the policy gaps related to no-fee schools. Currently, one could conclude that inadequate resources are allocated to no-fee schools in their struggle to provide quality education and improved learner outcomes. This is attributed to the problem of overcrowding in these schools.

Therefore, the researcher concludes in this study that the effects of a no fee schools policy have produced too many unintended consequences making it hard to measure whether the learners who gained access into no fee schools receive quality education. This is because of the contextual factors of each school that dilute the translation of the resources provided by the state enabling the schools to

deliver quality public education for all. Because of this difficulty in measuring quality, this study has turned instead on implying that, firstly the effects of quality could mean different things to different people. Secondly, the effects of quality could not be measured outright because they could be on short term, medium and or long term, depending on what one measures. To justify this premise, if a school is a primary school and one is measuring quality, are we referring to the learners who could read, write, speak good English and compute well? In a high school, are we referring to a school obtaining a hundred percent pass rate consecutively in matric results? But the question is, at which level – school leavers or university entry? In addition, beyond matric, do the school leavers become meaningful economic, political and culturally empowered country's citizens with optimum production skills? The same applies, those who study at the universities, do they complete or drop out of their studies? Putting it differently, about the general management of the school, is the management efficient, effective or excellent. The list is endless.

Hence, the researcher maintains that measuring quality education in no fee schools is a topic to be explored warranting an independent comparative study that will produce the desired results.

Therefore, it would be significant if the Department of Education gave continuous support in ensuring that the policies it develops are not "dumped" on the policy players, as is currently the case. If effective implementation at the grassroots level is to be attained, the policy makers should afford schools more capacity. That would ensure that this policy is not flouted or made vague and ambiguous by the policy players as is presently the case. In addition, this would also ensure that the new vision and mission of the Gauteng Department of Education is attained and strengthened.

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APPENDICES

Appendix A

UMnyango WezeMfundo
Department of Education

Lefapha la Thuto
Departement van Onderwys

Circular 56/2006
Date: 2 November 2006

Topic PUBLIC ORDINARY SCHOOLS

(a) Policy Changes on the Norms and Standards for School Funding

(b) Process and Procedures for Declaring 'No Fee Schools'

(c) Indicative Resource Allocations for Public Ordinary Schools for 2007/2008

Enclosures

Annexure A: Indicative Resource Allocation for 2007/2008

Distribution

- ✓ Divisional Managers and Managers at Head Office and District Offices
- ✓ Principals of all Public Schools
- ✓ Members of School Governing Bodies
- ✓ Relevant Unions and Organisations
- ✓ Staff Members in Public Institutions

Enquiries
Directorate: General Education and Training
Tel: (011) 355 0639

On request, this circular will be made available in Afrikaans, isiZulu or Sepedi within 21 days. Also available on the GDE website at: www.education.gpg.gov.za

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Appendix B

POLICY CHANGES, 'NO FEE SCHOOLS' AND INDICATIVE RESOURCE ALLOCATIONS TO PUBLIC ORDINARY SCHOOLS FOR 2007/2008

1. PURPOSE

1.1. To inform School Governing Bodies (SGBs), Principals, and Departmental Officials about the background, process and procedures for declaring 'no fee schools'.

1.2. To outline procedures for appeal in the event that the school is not satisfied with the correctness of the **poverty score** assigned to it.

1.3. Based on their reviewed/revised category ranking, to provide schools and their Governing Bodies (SGBs) with an **indicative (projected) financial resource allocation,** for the financial year, which begins on 01 April 2007 and ends on 31 March 2008.

2. POLICY AND LEGISLATIVE FRAMEWORK

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

2.2. The Education Laws Amendment (Act 24 of 2005)

2.3. The Amended National Norms and Standards for School Funding

2.4. The National Education Policy Act, 1996 (Act No. 27 of 1996)

3. BACKGROUND

3.1. A school allocation for South African public ordinary primary and secondary schools was established through the 1998 publication of the National Norms and Standards for School Funding. It was first implemented in 2000 by provincial education departments (PEDs), and represented a major innovation in South African school funding, both in terms of financing systems and pro-poor resourcing.

3.2. The Education Laws Amendment Act 24 of 2005 has made amendment to section 35 of the South African Schools Act, 1996, whereby provision was made for some schools serving the poorest communities in the country to be declared 'no fee schools' as from 2006. Parents in such schools will be exempted from the payment of compulsory school fees.

This implies that no compulsory school fees would be charged in the poorest schools that receive an adequate school allocation from Government. 'No fee schools' are an integral part of the government strategy to alleviate the effects of poverty and redress the imbalances of the past. Part of the strategy is to ensure that the majority of the learners in this country exercise their right to basic education as determined by the Constitution of the country, Act 108 of 1996.

3.3. School Governing Bodies are reminded that the indicative allocations to their schools (Annexure A) are based on the learner data that were used to determine funding for 2006/2007, i.e. the 2006 10th School Day Snap Survey.

The final allocation to an individual school for the 2007/2008 financial year will be determined using the 2007 10th Day Snap Survey. Once approved, the final allocations to individual schools, as per Resource Targeting Table only, will be issued via a circular in April 2007.

Schools are reminded that the allocation, which is based on the Resource Targeting Table (RTT), must be sub-divided as follows:

- 55% for LTSM.
- 33% for services (eg. electricity and water).
- 12% for maintenance and improvement of the school's property, buildings and grounds occupied by the school.

N.B. In the case of 'no fee schools' that have not been allocated all three section 21 functions (a, c and d), an amount equaling 10% of the total allocation for the school (up to a maximum of R24 000) will be top-sliced and transferred into the school's account. These funds are to be utilised to meet day to day requirements in terms of curriculum-related and programmatic expenditure. These funds must therefore be spent in line with provisions of the norms and standards (section 6.2 of Circular).

4. PROCEDURE

4.1 By September each year schools will be provided with the following information in writing:

- The quintile in which the school is located.
- The target amount per learner for that quintile for the next academic year.
- The total school allocation for the next year for that school.

4.2 The MEC for Education will publish in the Government Gazette and the GDE web site the list of all schools in the province, the entire resource targeting list for the province, including the quintile in which each school

is located. This list must include, as a minimum: school EMIS numbers, names of schools, the poverty score of each school and the national quintile in which each school is situated.

4.3 The re-ranking of schools will be done annually.

4.4 Should the applicant be dissatisfied with its ranking, representation could be made to the Head of Departmen within 60 days of receipt of its indicative allocation, and the matter must be addressed by the Department within six (6) months of receipt of such representation. If not satisfied with the decision of the Head of Department, the applicant has a right to lodge an appeal to the MEC within 30 days of date of receipt of such rejection.

4.5 In terms of the South African Schools Act 84 of 1996, schools are expected to keep detailed accounts of what they spend their money on, and must account to school communities and the Gauteng Department of Education on an annual basis.

5. SCHOOLS ELIGIBLE TO BE DECLARED 'NO FEE SCHOOLS'

5.1 All schools in national quintiles one and two that are eligible to be declared 'no fee schools' will be listed in the Government Gazette.

5.2 The Department will issue an indicative allocation to schools in September and SGBs must present the indicative allocations to school communities.

6. THE SCHOOL ALLOCATION

This section describes the rights and obligations of schools and the state with regard to the school allocation that is granted by Government on an annual basis to public ordinary schools. This section relates to public ordinary schools only. 'School' in this section must be taken to mean 'public ordinary school'.

6.1 Key Terms

The following terms have particular importance with regard to the school allocation.

6.1.1 National poverty distribution table (or the 'poverty table')

A table, provided in this policy, that describes the distribution of national poverty across the country.

6.1.2 National quintile for public schools

One of five groups into which all South African public ordinary schools are placed, and where the grouping is according to the poverty of the community around the school. Quintile one is the quintile in which the poorest schools are located, quintile two is the second poorest quintile, and so on. Each national quintile encompasses one-fifth of the learners enrolled in public ordinary schools. In this policy, *'national quintile'* means *'national quintile for public schools'*.

6.1.3 National quintile for learners

One of the five groups into which all South African public ordinary school learners are placed.

6.1.4 National table of targets for the school allocation (the 'targets table')

A table, provided in this policy, that lays down the per learner monetary targets for the school allocation in terms of national poverty quintiles.

6.1.5 Resource targeting list

A list of schools in a province with schools ranked according to poverty of the school community. Schools should be sorted from poorest to least poor on this list.

6.1.6 School allocation

An amount allocated by the state to each public ordinary school in the country on an annual basis, in order to finance non-personnel, non-capital expenditure items.

6.1.7 School allocation budget

A provincial budget used exclusively to finance the school allocations in the province.

6.1.8 School poverty score

A score attached to each school that reflects the degree of poverty of the surrounding community.

6.2 Inputs That May be Covered by the School Allocation

6.2.1 In general, the school allocations are intended to cover non-personnel recurrent items and small capital items required by the school, as well as normal repairs and maintenance to all the physical infrastructure of the

school. Moreover, the school allocations are primarily and exclusively intended for the promotion of efficient and quality education in public ordinary schools.

6.2.2 The school allocations may cover learning support materials (LSMs), including textbooks, library books, charts, models, computer hardware and software, television sets, video recorders, video tapes, home economics equipment, science laboratory equipment, musical instruments, learners' desks and chairs.

6.2.3 The allocations may also cover non-LSM equipment, including furniture other than learners' desks and chairs, paper copier machines, telephone sets, fax machines, intercom systems, equipment for connectivity within the school and to the Internet, hardware tools, cleaning equipment, first aid kits, overalls for cleaners and ground staff, sporting equipment, electrical accessories.

6.2.4 School allocations may cover consumable items of an educational nature, including stationery for learners, as well as consumable items of a non-educational nature, including stationery for office use, paper, cleaning materials, petrol, lubricants, food.

6.2.5 Services relating to repairs and maintenance, including building repair work, equipment repairs and maintenance, light bulbs may be covered by school allocations. (These items would typically support the SASA Section 21(a) function.)

6.2.6 Other services that may be covered by the school allocations, include workshop fees, TV licences, Internet service providers, school membership of educational associations, postage, telephone calls, electricity, water, rates and taxes, rental of equipment, audit fees, bank charges, legal services, advertising, security services, public or scholar transport, vehicle hire, insurance, copying services. (These items would typically support the SASA Section 21(d) function.)

6.3 The Resource Targeting List

6.3.1 The resource targeting list is a list of all the public ordinary schools in the province, sorted from poorest to least poor. The principle is followed that, ideally, communities are best served by the schools closest to them. It is precisely for this reason that the preferential public funding of schools in poorer communities is regarded as a priority for Government.

6.3.2 The principles governing the determination of the school poverty score are the following:

- The score should be based on the relative poverty of the community around the school, which in turn should depend on individual or household advantage or disadvantage with regard to income, wealth and/or level of education.
- The score should be based on data from the national Census conducted by StatsSA, or any equivalent data set that could be used as a source. The beneficiaries of the school allocation, for example schools or districts, should never be the source of the data (data that could be subjective), in order to avoid undesirable incentives to distort information.

6.3.3 The GDE's priority is to provide schooling to communities in quality schools that are geographically accessible to learners. Linked to this priority, is the imperative to ensure that preferential funding in poorer communities translates into effective interventions and optimal combination of inputs that assist in combating historical disadvantages.

6.3.4 A school may apply to the Gauteng Department of Education for a deviation in the methodology utilised in determining its score, where such a school believes that it warrants special consideration.

6.3.5 A school may dispute the correctness of the poverty score assigned to it through representation to the Head of Department. Transparent and fair procedures to deal with such queries regarding technical accuracy should be in place and should not exceed six months in duration.

6.4 The Determination of Nationally Progressive School Allocations

6.4.1 To determine the school allocation for each school, the GDE utilises the resource targeting list, the table of targets for the school allocation (the 'targets table') and the national poverty distribution table (the 'poverty table').

6.4.2 The following 'table of targets for the school allocation' or 'targets table' establishes target per learner amounts for the school allocation. Column A provides the percentages that underlie the pro-poor funding approach. For example, the first national quintile (or one-fifth) of learners should receive 30% of funding, which is six times more than the 5% of funding which should go towards the least poor quintile.

Column B specifies the target per learner school allocation amount in Rand (R) for each of the years 2007, 2008 and 2009. Column B furthermore specifies what the average per learner target value would be for the country as a whole. The 'no fee threshold' amount appearing in Column B indicates the per learner amount that Government considers minimally adequate for each year. For 2007, the no fee threshold is set at

R554, and for the following two years inflationary increments have been calculated to give R581 and R605.

Column C indicates the maximum percentage of learners in each national quintile that could be funded to the no fee threshold level. Column C provides an indication of both the possibility of adequate resourcing without school fees, and the percentage of learners which could be exempted from the payment of school fees, given the existence of fees. For example, in 2007 in national quintile 5, if school fees were used to finance the needs of 78% of learners, then 22% of learners could be financed through the state's school allocation; in other words 22% of learners could be fully exempt from the payment of school fees.

		2007		2008		2009	
	A	B	C	B	C	B	C
NQ1	30.0	R 738	100%	R 775	100%	R 807	100%
NQ2	27.5	R 677	100%	R 711	100%	R 740	100%
NQ3	22.5	R 554	100%	R 581	100%	R 605	100%
NQ4	15.0	R 369	67%	R 388	67%	R 404	67%
NQ5	5.0	R 123	22%	R 129	22%	R 134	22%
Overall	100.0	R 492	89%	R 517	89%	R 538	89%
No fee threshold		R 554		R 581		R 605	

Figure 1. The national table of targets (targets table) for the school allocation 2007 – 2009

6.4.3 In order to calculate the target school allocation for each individual school for the following year, the GDE multiplies the relevant per learner target from the targets table by the enrolment of the school in the current year.

Based on the Norms and Standards, the 'no fee' affordability for 2007/2008 in respect of per capita allocation is as indicated below:

	Percentage of learners per national quintile	Adequacy allocation
Q1	10,46	R554
Q2	11,44	R554
Q3	27,37	R416
Q4	27,17	R277
Q5	23,56	R92

6.5 The School Allocation and Accountability

6.5.1 The provisional school allocations for the next three years will be communicated to schools by 30 September of each year. This communication will include information on which national quintile individual schools find themselves in, what the national per learner target amount applicable to that national quintile is, what the rationale is for the national targets published by the Minister, what the national 'no fee' threshold is and what calculations were performed by the GDE to arrive at each school's school allocation amount.

6.5.2 The GDE and schools must report on the usage of the school allocation. Reports produced by schools must explain how the spending of the school allocation supports the school development plan, quality education and learner performance.

6.5.3 The GDE must also produce analyses and proposals on how the school allocation can further enhance education delivery, including school effectiveness and learner performance. Analyses must moreover be produced on the impact of the school allocation on general socio-economic transformation, including black empowerment amongst manufacturers and suppliers of school materials. These analyses and proposals must be widely disseminated to encourage public debate and participation.

6.5.4 The GDE will ensure that every school in the Province has a set of policy implementation manuals and tools relating to the school allocation.

6.6 Resource Transfer Procedures where SASA Section 21 Functions have been Allocated

6.6.1 Schools are expected to adhere to stringent financial management and reporting systems that are reliable, efficient and verifiable. Transfers to schools are efficiently utilised only if they are used for the purpose for which they are intended.

The Public Finance Management Act (1999) also addresses the issue of transparency. This implies that the entity that will be receiving the funds must disclose to all stakeholders its plans that show where the funds come from, what it was intended for, what it will be used for and when and how it will be used. It must also disclose when and how the funds were used, and who benefited from such utilisation.

School Governing Bodies that have been allocated the relevant SASA Section 21 functions and receive the school allocation as a monetary transfer into the school fund, must administer this money in accordance

with the SASA. Such schools may carry out their own procurement and may deal directly with suppliers and contractors for the relevant budgeted items in accordance with standard procurement procedures, the financial directions issued in terms of Section 37 of the SASA and paragraph 103 of the Amended Norms and Standards for School Funding.

6.6.2 Schools must keep documents as evidence of correct dealing with such suppliers and contractors, and records of how the materials and services were used, and produce such documents or records at the request of officials from the GDE and for audit purposes.

6.7 Audited Financial Statements of Public Ordinary Schools

In compliance with Section 43(5) of the SASA, a copy of the Audited Financial Statements for the period 1 January 2006 to 31 December 2006 must be submitted to the Head of Department by 30 June 2007. Failure to meet this compliance requirement could result in subsequent transfer payments to the school being withheld.

In addition, for the purpose of on-going monitoring in respect of financial management, schools are required to maintain monthly cash flow projections and actual expenditure statements.

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MALLELE PETJE

HEAD OF DEPARTMENT

Appendix C

UMnyango WezeMfundo
Department of Education

Lefapha la Thuto
Departement van Onderwys

ERRATA: CIRCULAR 24/2008

To All Chief Directors
All Directors at Head Office and District Offices
IDSOs
Principals of all Public Ordinary Schools
SGB Chairpersons
Members of School Governing Bodies
Relevant Unions and Organization
Staff Members in Public Institutions

From: MaLlele Petje: Head of Department

Date: 09 April 2008

RE: **Errata: Circular 24/2008 – The declaration of Public Ordinary Schools in Quintile 3 as "No Fee" schools**

The Head of Department would like to correct time frames provided in the above mentioned circular as follows:

Your attention is drawn to section 4, subsections 4.3, 4.4 and 4.5 of circular 24/2008.

1. Subsection 4.3, second paragraph, should read as follows: Documentation reflecting such a decision, accompanied by the minutes and attendance register, must be submitted to the District by the 23 May 2008.
2. Subsection 4.4 should read as follows: Should the parent body at the special general meeting decide that it supports the GDE's decision to declare the school a 'no fee' school, the SGB must complete the form attached as Annexure A and submit it to the District Office by 23 May 2008.
3. Subsection 4.5 should read as follows: School will be informed of their changed status by no later than 30 June 2008.

Kindly make this information available to all relevant parties.

Thank you for your co-operation.

_____
MaLlele Petje: Head of Department

Appendix D

UMnyango WezeMfundo
Department of Education

Lefapha la Thuto
Departement van Onderwys

Circular 43/2007
Date: 27 June 2007

Topic : **Implementation of the Bana Pele Programme**

Enclosures

Annexure A: List of Schools in Quintile 1 and 2
Annexure B1: Sample of database
Annexure B2: User information

Annexure A: List of Schools in Quintile 1 and 2
Annexure B1:Sample of database
Annexure B2:User information

Distribution

- ✓ All Chief Directors
- ✓ Directors at Head Office and District Offices
- ✓ Principals of all Public Schools
- ✓ Members of School Governing Bodies
- ✓ All Grade R and ECD sites

This information must be made available to all learners, parents and caregivers

- ✓ All Chief Directors
- ✓ Directors at Head Office and District Offices
- ✓ Principals of all Public Schools
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This information must be made available to all learners, parents and caregivers

Chief Directorate:
Institutional Development and Support
Tel no: (011) 355 1515

Enquiries

Chief Directorate:
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IMPLEMENTATION OF THE BANA PELE PROGRAMME

1. PURPOSE

This circular aims to communicate:

1.1 The context in which the Bana Pele Programme will be implemented in the province; and

1.2 The implications for schools and officials in district offices and Head Office.

2. LEGISLATIVE FRAMEWORK

2.1 Millennium Goals as outlined in the United Nations strategic documents.

2.2 The Constitution of the Republic of South Africa (Act No. 108 of 1996).

2.3 Child Care Act (Act No. 74 of 1983).

2.4 Maintenance Act (Act No. 99 of 1998).

2.5 South African Schools Act (Act No. 84 of 1996).

2.6 The Amendment of the Education Laws (Amendment Act No. 24 of 2005) on Norms and Standards for School Funding.

3. BACKGROUND

3.1 In response to the call for the world to eradicate poverty and holistically address issues that put children first, the Gauteng Provincial Government conducted a strategic planning exercise during 2003, which included a conceptualisation of a pro-poor package programme for children.

3.2 The package was conceptualised as a basket of services offered by the Departments of Social Services and Development, Health, Education and the Provincial and Local Government, with the aim to alleviate childhood poverty and ensure the child's right to education.

3.3 As this process is aimed at having positive ripple effects to the communities where these children live and society at large, all policy interventions that seek to move people out of poverty cycles need to address the question of vulnerability and enable people to cope better with any future negative changes.

3.4 The programme within the Department of Education will mainly focus on schools within quintiles one and two as per the National School Funding Norms and Standards (NSFNS), as amended in 2006.

3.5 According to the NSFNS, the identification and selection of learners who come from impoverished families are standardised and categorised within quintile one and two schools (Annexure A).These schools are also declared NO FEE SCHOOLS.

3.6 The Bana Pele programme has declared learners from these schools as beneficiaries of the pro-poor (Single Window) package. Another selection criterion is linked to the Social Development Service, as outlined in paragraph 5.2.

4. OBJECTIVES

The objectives of the pro-poor package within the Bana Pele programme are:

4.1 To create a one-stop service that will afford vulnerable children and their families access to all services related to Bana Pele.

4.2 To facilitate access and the appropriate distribution of resources from participating departments.

4.3 To identify and keep a database of qualifying children.

5. DESCRIPTION OF SERVICES AVAILABLE THROUGH THE BANA PELE PROGRAMME

The services outlined below will be rolled out by the participating department.

5.1 Department of Education

- Exemption from paying school fees as outlined in the South African Schools Act as amended, and the Norms and Standards for School Funding as amended.
- Provision of school nutrition for vulnerable children up to 14 years.
- Provision of Scholar transport where there is a need as defined by a congruent poverty index.

5.2 Department of Social Services and Development

- Provision of child support grants for families that have a monthly income of less than R1100.
- Provision of foster care grants.
- Provision of school uniforms.
- Provision of psychological and counselling services.

5.3 Department of Health

- Provision of free health services.

5.4 Department of Provincial and Local Government

- Provision of free basic services.

6. ROLL-OUT PLAN

6.1 General

6.1.1 A pilot programme was conducted in the Sedibeng West District.

6.1.2 The programme will be officially phased in from 2007 to 2010 to all deserving schools in quintile one and two.

6.1.3 An electronic system will be used to efficiently manage, monitor and control the programme. (See examples: Annexures B1 and B2.)

6.2 Staffing and Co-ordination of the Bana Pele Programme

6.2.1 Key personnel to manage the implementation of the Bana Pele programme include the following:

Staff at school level:

- 2 x school co-ordinators
- 1 x principal/head of institution

Staff at district office level:

- District Director as the overall manager of the programme
- CES IDSO
- 1 x IDSO (DCES)
- 1 x DEMIS

Staff at Head Office level:

- Chief Director IDS
- Director: ECD
- 1 x CES
- 3 x officials
- Chief Information Officer
- Director Information Systems
- Representative from School Nutrition

6.2.2 These officials will receive appropriate training to enable them to implement and manage the roll-out process.

6.2.3 The officials will be allocated user identification to access specific areas of the database. The user identification will be compatible to the type of work the official engages in with regard to Bana Pele.

6.3 Roles of GDE Officials Co-ordinating Bana Pele

6.3.1 The Role of the Co-ordinators at School Level

The co-ordinators at the school will:

- Identify children that should benefit from the programme and the relevant services the identified children are entitled to; and
- Feed this information into the electronic system (see Annexure A) and forward to the relevant facilities where the required services can be accessed.

6.3.2 The Role of the Principals

The principals will:

- Identify school co-ordinators;
- Monitor and support the school co-ordinators;
- Ensure that the required services are delivered within the stipulated turnaround time; and
- Report to the district office.

6.3.3 The Role of the District Officials

The district officials will:

- Verify information provided by the schools;
- Co-ordinate and communicate with the relevant departments on services requested;
- Monitor the delivery of services requested;
- Evaluate the impact at school level and report through the District Director to the relevant manager at Head Office;
- Ensure regular update of information and referrals; and
- Ensure that data is captured through the iBurst system.

6.3.4 The Role of the District Directors

The District Director will:

- Be responsible for all Bana Pele schools in his/her district;

- Identify and appoint suitable district staff as per staffing list in paragraph 6.2;
- Ensure that all schools within quintile 1 and 2 are Bana Pele sites;
- Account to the GDE Head Office as part of the monthly BMT reports and a written report to the Chief Director IDS Head Office for consolidation and referral, GPG Social Cluster Committee of MECs and provincial Heads of Departments;
- Manage possible risks that are present in the programme;
- Control all assets targeted for the delivery of the programme; and
- Ensure that the system is maintained and operational.

6.3.5 The Role of Head Office

- Receive reports from the districts and prepare provincial reports to the GPG Social Cluster Committee of MECs and Forum of Social Cluster for Heads of Departments;
- Review the system on a needs basis;
- Provide support to districts; and
- Promote the system's effectiveness and compliance with the overall project goal.

7. CAPACITY BUILDING AND SUPPORT

This service is a joint venture between: GSSC, the Department of Social Services and Development and the Gauteng Department of Education.

All training for Bana Pele is compulsory, since it concerns matters of security of data and access by user to beneficiary information.

8. CONCLUSION

The training programme for the first two terms of 2007 on Bana Pele and iBurst for GDE users will be communicated through a memorandum. It is compulsory that all users attend the scheduled training sessions.

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MALLELE PETJE
HEAD OF DEPARTMENT

Annexure A

SCHOOLS IN QUINTILE 1 AND 2

Final NQ	District	EMIS number	Institution Name
National Quintile: 1	District 13	910011	ADAM MASEBE
National Quintile: 2	District 13	913626	AGISANANG PRIMARY SCHOOL
National Quintile: 1	District 13	915064	BACHANA MOKOENA PRIMARY
National Quintile: 1	District 13	910047	BAFETI MIDDLE SCHOOL
National Quintile: 2	District 13	920778	BAWEZE PRIMARY SCHOOL
National Quintile: 1	District 13	910158	BOITSHEPO
National Quintile: 1	District 13	910169	BOKAMOSO HIGH SCHOOL
National Quintile: 1	District 13	910274	DIKAGO DINTLE
National Quintile: 1	District 13	910276	DIKGAKOLOGO
National Quintile: 1	District 13	910287	DILOPYE
National Quintile: 1	District 13	914251	DR. MOTSUENYANE
National Quintile: 1	District 13	910367	FATLHOGANG
National Quintile: 1	District 13	910484	HANS KEKANA
National Quintile: 2	District 13	925181	HLABELELA PRIMARY SCHOOL
National Quintile: 1	District 13	910512	HOLY TRINITY
National Quintile: 1	District 13	910514	HOSEA KEKANA
National Quintile: 1	District 13	910553	I. R. LESOLANG
National Quintile: 2	District 13	910524	IKAGENG
National Quintile: 1	District 13	910574	ITSENG
National Quintile: 1	District 13	910652	KEKANA
National Quintile: 2	District 13	910678	KGAUGELO
National Quintile: 1	District 13	910686	KGOMBA
National Quintile: 1	District 13	910780	KULANI
National Quintile: 2	District 13	910794	L.G. HOLELE
National Quintile: 1	District 13	910822	LEBELO
National Quintile: 2	District 13	910824	LEBOGANG
National Quintile: 1	District 13	910825	LEBONENG
National Quintile: 1	District 13	910887	LETHAMAGA
National Quintile: 1	District 13	910926	LORATONG
National Quintile: 1	District 13	914252	LUCAS MOTSHABA-NOSI
National Quintile: 1	District 13	910953	M. H. BALOYI
National Quintile: 1	District 13	910962	MABU-A-TLOU
National Quintile: 1	District 13	910978	MADISONG
National Quintile: 1	District 13	921692	MAHLENGA SECONDARY SCHOOL
National Quintile: 1	District 13	911001	MAHLWARENG
National Quintile: 1	District 13	914036	MAKGAKE
National Quintile: 1	District 13	911067	MANAMELONG PRIMARY
National Quintile: 2	District 13	911084	MAPENANE
National Quintile: 1	District 13	911112	MAROKOLONG

National Quintile: 1	District 13	911115	MAROTOLA
National Quintile: 1	District 13	914026	MASAKHANE
National Quintile: 2	District 13	924381	MKHAMBI PRIMARY SCHOOL
National Quintile: 1	District 13	911205	MLOKOTWA DUBE
National Quintile: 1	District 13	911238	MMATSO
National Quintile: 1	District 13	911257	MODILATI
National Quintile: 1	District 13	911269	MODITELA
National Quintile: 1	District 13	914035	MOKONYAMA
National Quintile: 1	District 13	911336	MOLEFE MOOKE
National Quintile: 1	District 13	911424	MOTJIBOSANE
National Quintile: 1	District 13	911421	MOTLHE
National Quintile: 1	District 13	911446	MOTSHEGOFADIWA
National Quintile: 1	District 13	911487	NAMO
National Quintile: 1	District 13	911481	NICK MPSHE
National Quintile: 1	District 13	911541	NTSWANE
National Quintile: 1	District 13	911626	PHALESANE
National Quintile: 1	District 13	911638	PHILEMON MONTSHO
National Quintile: 1	District 13	911709	RAKGOTSO
National Quintile: 1	District 13	911713	RAMABELE
National Quintile: 1	District 13	911754	RAPELEGO
National Quintile: 1	District 13	911852	REDIRILE PRIMARY SCHOOL
National Quintile: 1	District 13	911794	REFALOTSE
National Quintile: 1	District 13	911798	REFILWE
National Quintile: 1	District 13	911807	REIMOLOTSWE
National Quintile: 1	District 13	911840	RETHUSITSWE
National Quintile: 1	District 13	911931	SEKAMPANENG
National Quintile: 1	District 13	911946	SELANG
National Quintile: 1	District 13	911950	SELELO
National Quintile: 1	District 13	911971	SEROTO MATSHEHLA
National Quintile: 1	District 13	911994	SIAMISANG
National Quintile: 2	District 13	925447	SIHLUZIWE PRIMARY SCHOOL
National Quintile: 1	District 13	924602	SIKHULISILE PRIMARY SCHOOL
National Quintile: 2	District 13	912018	ST CAMILLUS
National Quintile: 2	District 13	922475	STRAUSS SECONDARY SCHOOL
National Quintile: 1	District 13	912053	TANE
National Quintile: 1	District 13	912108	THULAGANYO
National Quintile: 1	District 13	912133	TIDIMALONG
National Quintile: 1	District 13	912139	TIPFUXENI
National Quintile: 1	District 13	912270	TSWAING
National Quintile: 1	Ekurhuleni East	350561	ASSER MALOKA SECONDARY
National Quintile: 1	Ekurhuleni East	211268	BAPSFONTEIN PRIMARY FARM SCHOOL
National Quintile: 1	Ekurhuleni East	211276	BEKEKAYO PRIMARY FARM SCHOOL
National Quintile: 2	Ekurhuleni East	311837	CAIPHUS NYOKA SECONDARY SCHOOL
National Quintile: 2	Ekurhuleni East	310961	DAN PHARASI PRIMARY SCHOOL

National Quintile: 2	Ekurhuleni East	350629	DAN RADEBE PRIMARY SCHOOL
National Quintile: 2	Ekurhuleni East	311001	DR HARRY GWALA SECONDARY
National Quintile: 2	Ekurhuleni East	311076	GEORGE MBILASE PRIMARY SCHOOL
National Quintile: 2	Ekurhuleni East	311811	KGOLAGANO PRIMARY SCHOOL
National Quintile: 1	Ekurhuleni East	311662	KINGSWAY INTERMEDIATE SCHOOL
National Quintile: 2	Ekurhuleni East	312140	LANGAVILLE PRIMARY SCHOOL
National Quintile: 2	Ekurhuleni East	312075	PETIT HIGH SCHOOL
National Quintile: 2	Ekurhuleni East	311456	RESHOGOFADITSWE SECONDARY
National Quintile: 2	Ekurhuleni East	311571	TSAKANE PRIMARY SCHOOL
National Quintile: 2	Ekurhuleni East	351320	UMBILA PRIMARY FARM SCHOOL
National Quintile: 1	Ekurhuleni East	311605	UMNYEZANE PRIMARY SCHOOL
National Quintile: 1	Ekurhuleni East	311852	VEZUKHONO SECONDARY SCHOOL
National Quintile: 2	Ekurhuleni East	351338	VUKUCINGE PRIMARY FARM SCHOOL
National Quintile: 2	Ekurhuleni East	311845	ZAMUKHANYO PRIMARY SCHOOL
National Quintile: 1	Ekurhuleni West	160028	EKURHULENI PRIMARY SCHOOL
National Quintile: 1	Ekurhuleni West	340570	ENCOCHOYINI PRIMARY SCHOOL
National Quintile: 1	Ekurhuleni West	260745	ENDULWENI PRIMARY SCHOOL
National Quintile: 2	Ekurhuleni West	161794	GRACELAND EDUCATION CENTRE
National Quintile: 2	Ekurhuleni West	342064	GREENFIELDS PRIMARY SCHOOL
National Quintile: 2	Ekurhuleni West	400137	GREENFIELDS SECONDARY SCHOOL
National Quintile: 1	Ekurhuleni West	260844	IMPANGELA FARM SCHOOL
National Quintile: 1	Ekurhuleni West	341107	MAGAGULA PRIMARY SCHOOL
National Quintile: 1	Ekurhuleni West	261073	MEHLARENG COMBINED FARM SCHOOL
National Quintile: 2	Ekurhuleni West	161950	NEW COMET PRIMARY MINE SCHOOL
National Quintile: 2	Ekurhuleni West	340067	PALMRIDGE SECONDARY SCHOOL
National Quintile: 1	Ekurhuleni West	341073	PHEASANT FOLLY PRIMARY FARM
National Quintile: 1	Ekurhuleni West	261694	REAGILE PRIMARY SCHOOL
National Quintile: 1	Ekurhuleni West	342080	REALEBOHA PRIMARY SCHOOL
National Quintile: 2	Ekurhuleni West	160069	REIGER PARK NR 2 SEKONDER
National Quintile: 2	Ekurhuleni West	162016	RONDEBULT SECONDARY SCHOOL
National Quintile: 2	Ekurhuleni West	261164	SAFFOLA PRIMARY SCHOOL
National Quintile: 2	Ekurhuleni West	342014	TAMAHO PRIMARY SCHOOL
National Quintile: 1	Ekurhuleni West	341321	THABOTONA PRIMARY FARM SCHOOL
National Quintile: 1	Ekurhuleni West	261404	UKUKHULA PRIMARY FARM SCHOOL
National Quintile: 2	Ekurhuleni West	341453	UMTHOLO PRIMARY SCHOOL
National Quintile: 1	Ekurhuleni West	162305	WINDMILL PARK PRIMARY SCHOOL
National Quintile: 2	Ekurhuleni West	400139	WINDMILL PARK SECONDARY SCHOOL
National Quintile: 2	Ekurhuleni West	341511	WINILE SECONDARY SCHOOL
National Quintile: 2	Ekurhuleni West	341537	ZONKIZIZWE PRIMARY SCHOOL KATLEHONG
National Quintile: 2	Ekurhuleni West	341545	ZWARTKOPPIES PRIMARY FARM
National Quintile: 1	Gauteng North	211300	BOSCHKOP PRIMARY FARM SCHOOL
National Quintile: 1	Gauteng North	211326	BUYA PRIMARY FARM SCHOOL

National Quintile: 2	Gauteng North	211359	DAN KUTUMELA SECONDARY SCHOOL
National Quintile: 1	Gauteng North	211367	EMATSHENI PRIMARY FARM SCHOOL
National Quintile: 1	Gauteng North	240671	FANJAN PRIMARY FARM SCHOOL
National Quintile: 2	Gauteng North	211417	FOXTROT PRIMARY FARM SCHOOL
National Quintile: 1	Gauteng North	211425	KAMEELKRAAL PRIMARY FARM SCHOOL
National Quintile: 1	Gauteng North	211433	KELVIN PRIMARY FARM SCHOOL
National Quintile: 1	Gauteng North	211532	KHONZINKOSI PRIMARY FARM SCHOOL
National Quintile: 1	Gauteng North	211458	KNOPPIESFONTEIN PRIMARY FARM SCHOOL
National Quintile: 1	Gauteng North	220731	KUTUMELA-MOLEFI INTM. FARM SCHOOL
National Quintile: 2	Gauteng North	240283	LAERSKOOL KLIPDRIFT
National Quintile: 2	Gauteng North	240879	LEEUWFONTEIN PRIMARY FARM
National Quintile: 2	Gauteng North	221291	LESEDI SECONDARY SCHOOL
National Quintile: 1	Gauteng North	211482	LUCKY PRIMARY FARM SCHOOL
National Quintile: 1	Gauteng North	261537	MADIBATLOU MIDDLE SCHOOL
National Quintile: 2	Gauteng North	211508	MALEKGERE PRIMARY FARM SCHOOL
National Quintile: 1	Gauteng North	211540	MPHUMELOMMUHLE SECONDARY SCHOOL
National Quintile: 1	Gauteng North	210013	ONVERWACHT PRIMÊR
National Quintile: 1	Gauteng North	211615	REFANO PRIMARY FARM SCHOOL
National Quintile: 1	Gauteng North	211706	THERESO PRIMARY FARM SCHOOL
National Quintile: 1	Gauteng North	211722	UKUTHULA PRIMARY FARM SCHOOL
National Quintile: 1	Gauteng North	211771	WAGENDRIFT PRIMARY FARM SCHOOL
National Quintile: 1	Gauteng North	211789	WOZANIBONE INTERM FARM SCHOOL
National Quintile: 1	Gauteng North	211797	YSTERVARKFONTEIN PRIMARY FARM SCHOOL
National Quintile: 1	Gauteng West	270645	BRANDVLEI PRIMARY FARM SCHOOL
National Quintile: 1	Gauteng West	251306	DIE POORT PRIMARY FARM SCHOOL
National Quintile: 1	Gauteng West	251330	DOORNBOS PRIMARY FARM SCHOOL
National Quintile: 1	Gauteng West	251397	FJ KLOPPERS PRIMARY FARM SCHOOL
National Quintile: 1	Gauteng West	270769	IPELENG PRIMARY SCHOOL
National Quintile: 2	Gauteng West	270793	ISIQALO PRIMARY SCHOOL
National Quintile: 1	Gauteng West	400047	ITHUTENG SECONDARY SCHOOL
National Quintile: 2	Gauteng West	270819	KGOTHALANG SECONDARY SCHOOL
National Quintile: 2	Gauteng West	251520	KHULULEKANI PRIMARY SCHOOL
National Quintile: 1	Gauteng West	252792	KID MAPONYA PRIMARY SCHOOL
National Quintile: 1	Gauteng West	251546	KWAGGAFONTEIN PRIMARY FARM
National Quintile: 2	Gauteng West	250795	LAERSKOOL NOOITGEDACHT NR 88
National Quintile: 2	Gauteng West	251751	LESEGO PRIMARY SCHOOL
National Quintile: 2	Gauteng West	252867	LODIRILE SECONDARY SCHOOL

National Quintile: 1	Gauteng West	270868	LOURENSIA PRIMARY FARM SCHOOL
National Quintile: 1	Gauteng West	270876	MABLOMONG INTERMEDIATE SCHOOL
National Quintile: 1	Gauteng West	251637	MALONEYS EYE PRIMARY FARM SCHOOL
National Quintile: 1	Gauteng West	270900	MAPUTLE PRIMARY SCHOOL
National Quintile: 2	Gauteng West	251678	MATLA COMBINED SCHOOL
National Quintile: 2	Gauteng West	252841	PATRICK MASHEGO PRIMARY
National Quintile: 1	Gauteng West	251785	RAND GOLD PRIMARY FARM SCHOOL
National Quintile: 1	Gauteng West	251835	SCHAUMBURG COMBINED SCHOOL
National Quintile: 1	Gauteng West	271049	SEATILE PRIMARY SCHOOL
National Quintile: 1	Gauteng West	271064	SETHOLELA PRIMARY SCHOOL
National Quintile: 1	Gauteng West	400120	SIMUNYE SECONDARY SCHOOL
National Quintile: 2	Gauteng West	251926	SWARTKOP VALLEY PRIMARY FARM SCHOOL
National Quintile: 2	Gauteng West	271502	T M LETLHAKE SECONDARY
National Quintile: 1	Gauteng West	251934	TARLTON PRIMARY FARM SCHOOL
National Quintile: 1	Gauteng West	270371	THUTO MOKAMOSO PRIMARY SCHOOL
National Quintile: 2	Gauteng West	252023	TSHOLETSEGA PUBLIC SCHOOL
National Quintile: 1	Gauteng West	250654	UNITY PRIMARY SCHOOL
National Quintile: 1	Gauteng West	271163	VENTERSPOS PRIMARY MINE SCHOOL
National Quintile: 1	Gauteng West	252114	WEST RAND PRIMARY MINE SCHOOL
National Quintile: 2	Gauteng West	271239	ZUURBEKOM PRIMARY SCHOOL
National Quintile: 2	Johannesburg East	152009	ALEXANDRA SECONDARY SCHOOL
National Quintile: 2	Johannesburg East	150011	ALLANRIDGE SEKONDER
National Quintile: 2	Johannesburg East	260653	BONWELONG PRIMARY SCHOOL
National Quintile: 2	Johannesburg East	152041	BOVET PRIMARY SCHOOL
National Quintile: 1	Johannesburg East	152058	CARTER PRIMARY SCHOOL
National Quintile: 2	Johannesburg East	152082	DR KNAK PRIMARY SCHOOL
National Quintile: 2	Johannesburg East	400080	DR MATHOLE MOTSHEKGA PRIMARY SCHOOL
National Quintile: 2	Johannesburg East	260695	EBOMINI PRIMARY SCHOOL
National Quintile: 2	Johannesburg East	152108	EKUKHANYISWENI PRIMARY SCHOOL
National Quintile: 2	Johannesburg East	152116	EMFUNDISWENI PRIMARY SCHOOL
National Quintile: 2	Johannesburg East	260760	EQINISWENI SECONDARY SCHOOL
National Quintile: 2	Johannesburg East	152132	GORDON PRIMARY SCHOOL
National Quintile: 2	Johannesburg East	152140	IKAGE PRIMARY SCHOOL
National Quintile: 2	Johannesburg East	260869	IMPOPHOMA PRIMARY SCHOOL
National Quintile: 2	Johannesburg East	152165	IPHUTHENG PRIMARY SCHOOL
National Quintile: 2	Johannesburg East	152173	ITHUTE PRIMARY SCHOOL
National Quintile: 2	Johannesburg East	400009	IVORY PARK SECONDARY
National Quintile: 2	Johannesburg East	260968	IVORY PARK PRIMARY SCHOOL
National Quintile: 2	Johannesburg East	261719	KANANA PRIMARY
National Quintile: 2	Johannesburg East	152256	M.C. WEILER PRIMARY SCHOOL

National Quintile: 2	Johannesburg East	400076	MAYIBUYE PRIMARY SCHOOL
National Quintile: 2	Johannesburg East	261081	MIKATEKA PRIMARY
National Quintile: 2	Johannesburg East	152264	MINERVA SECONDARY SCHOOL
National Quintile: 1	Johannesburg East	400079	MPUMELELO PRIMARY SCHOOL
National Quintile: 2	Johannesburg East	152298	PHOLOSHO PRIMARY SCHOOL
National Quintile: 2	Johannesburg East	152314	REALOGILE SECONDARY SCHOOL
National Quintile: 2	Johannesburg East	261107	REBONWE PRIMARY SCHOOL
National Quintile: 2	Johannesburg East	152355	SKEEN PRIMARY SCHOOL
National Quintile: 2	Johannesburg East	261420	UMQHELE SECONDARY SCHOOL
National Quintile: 2	Johannesburg East	152421	ZENZELENI PRIMARY SCHOOL
National Quintile: 2	Johannesburg North	140392	BAPEDI PRIMARY
National Quintile: 1	Johannesburg North	152033	BLAIR ATHOLL PRIMARY FARM SCHOOL
National Quintile: 1	Johannesburg North	400010	DIEPSLOOT COMBINED SCHOOL
National Quintile: 1	Johannesburg North	400149	DIEPSLOOT WEST SECONDARY
National Quintile: 1	Johannesburg North	152124	GOLANG PRIMARY FARM SCHOOL
National Quintile: 1	Johannesburg North	152181	ITIRELE-ZENZELE COMPREHENSIVE SCHOOL
National Quintile: 2	Johannesburg North	152223	KWENA MOLAPO COMPREHENSIVE FARM SCHOOL
National Quintile: 2	Johannesburg North	140756	MADIBANE COMPREHENSIVE SCHOOL
National Quintile: 1	Johannesburg North	152157	MASAKHANE-TSWELELOPELE FS-EX IMPUMELELO/ZANDSPRUIT
National Quintile: 1	Johannesburg North	152827	MUSENGA VHADZIMU PRIMARY SCHOOL
National Quintile: 1	Johannesburg North	152454	MUZOMUHLE
National Quintile: 2	Johannesburg North	140848	NAMEDI SECONDARY
National Quintile: 1	Johannesburg North	232074	PARADISE BEND PRIMARY SCHOOL
National Quintile: 1	Johannesburg North	152363	ST ANSGAR'S COMBINED SCHOOL
National Quintile: 2	Johannesburg North	152413	WITKOPPEN COMBINED FARM SCHOOL
National Quintile: 2	Johannesburg South	320267	AHANANG INTERMEDIARY SCHOOL
National Quintile: 2	Johannesburg South	330696	AHA-THUTO SECONDARY SCHOOL
National Quintile: 1	Johannesburg South	121210	ALTMONT TECHNICAL HIGH SCHOOL
National Quintile: 2	Johannesburg South	110015	DALEVIEW PRIMARY
National Quintile: 1	Johannesburg South	330811	DUZENENDLELA PRIMARY FARM

National Quintile: 2	Johannesburg South	111823	ELETHU THEMBA PUBLIC SCHOOL
National Quintile: 2	Johannesburg South	121285	EMADLELWENI PRIMARY
National Quintile: 1	Johannesburg South	110981	FINETOWN PRIMARY SCHOOL
National Quintile: 1	Johannesburg South	400083	FREEDOM PRIMARY SCHOOL
National Quintile: 2	Johannesburg South	332099	GOVAN MBEKI PRIMARY SCHOOL
National Quintile: 2	Johannesburg South	121350	HLAKANIPHANI PRIMARY
National Quintile: 2	Johannesburg South	121392	IBHONGO SECONDARY
National Quintile: 2	Johannesburg South	400106	IGUGULETHU PRIMARY SCHOOL
National Quintile: 2	Johannesburg South	400084	INKULULEKO YESIZWE PRIMARY SCHOOL
National Quintile: 2	Johannesburg South	331603	INTLONIPHO PRIMARY SCHOOL
National Quintile: 2	Johannesburg South	121418	ISIPHO PRIMARY
National Quintile: 1	Johannesburg South	330878	ITEMOHENG PRIMARY SCHOOL
National Quintile: 2	Johannesburg South	331611	JABULILE SECONDARY SCHOOL
National Quintile: 1	Johannesburg South	120196	KLIPTOWN PRIMER
National Quintile: 2	Johannesburg South	122002	LAKEVIEW PRIMARY SCHOOL
National Quintile: 2	Johannesburg South	331629	LAUS DEO PRIMARY SCHOOL
National Quintile: 1	Johannesburg South	110031	LAWLEY PRIMER
National Quintile: 2	Johannesburg South	330712	LESEDI LA KRESTE ANGLICAN PRIMARY
National Quintile: 2	Johannesburg South	330969	LESHATA SECONDARY SCHOOL
National Quintile: 2	Johannesburg South	121509	LILYDALE PRIMARY SCHOOL
National Quintile: 2	Johannesburg South	330985	MADUME PRIMARY SCHOOL
National Quintile: 2	Johannesburg South	320978	MFUNDO-MTOTI PRIMARY SCHOOL
National Quintile: 2	Johannesburg South	111658	MOSES MAREN MISSION TECHNICAL SECONDARY SCHOOL
National Quintile: 2	Johannesburg South	400030	MOTHEO-FOUNDATION PRIMARY SCHOOL
National Quintile: 2	Johannesburg South	331082	MOYISELA PRIMARY SCHOOL
National Quintile: 2	Johannesburg South	331950	MPHETHI MAHLATSI SECONDARY SCHOOL

National Quintile: 2	Johannesburg South	331108	NOMIMI PRIMARY SCHOOL
National Quintile: 2	Johannesburg South	121640	NONTO PRIMARY
National Quintile: 2	Johannesburg South	111492	OLIFANTSVLEI PRIMARY FARM
National Quintile: 2	Johannesburg South	331637	ORANGE FARM PRIMARY SCHOOL
National Quintile: 2	Johannesburg South	321299	POHOPEDI PRIMARY SCHOOL
National Quintile: 1	Johannesburg South	111187	PROTEA SOUTH PRIMARY SCHOOL
National Quintile: 2	Johannesburg South	331165	PUDUMO PRIMARY SCHOOL
National Quintile: 2	Johannesburg South	331207	RADIPABI PRIMARY SCHOOL
National Quintile: 2	Johannesburg South	331215	RAPHELA SECONDARY SCHOOL
National Quintile: 2	Johannesburg South	331231	REAMOHETSOE PRIMARY SCHOOL
National Quintile: 2	Johannesburg South	331249	REFALLETSE PRIMARY SCHOOL
National Quintile: 2	Johannesburg South	331264	REKGUTLILE PRIMARY SCHOOL
National Quintile: 1	Johannesburg South	331546	SAKHISIZWE SECONDARY SCHOOL
National Quintile: 2	Johannesburg South	331306	SEIPONE PRIMARY SCHOOL
National Quintile: 2	Johannesburg South	400077	STEVE BIKO PRIMARY SCHOOL
National Quintile: 2	Johannesburg South	331918	STRETFORD EXT 8 PRIMARY
National Quintile: 2	Johannesburg South	331405	THAMSANQA SECONDARY SCHOOL
National Quintile: 1	Johannesburg South	331645	THETHA SECONDARY SCHOOL
National Quintile: 2	Johannesburg South	321554	THUSA-SETJHABA SECONDARY
National Quintile: 1	Johannesburg South	110908	THUTHUKANI-TSWELOPELE PRIMARY SCHOOL
National Quintile: 1	Johannesburg South	331900	TIISETSO-BEKEZELA PRIMARY SCHOOL
National Quintile: 2	Johannesburg South	331447	TSHEPANA PRIMARY SCHOOL
National Quintile: 2	Johannesburg South	331504	VULANINDLELA SECONDARY
National Quintile: 2	Johannesburg South	331561	ZONKIZIZWE PRIMARY SCHOOL ORANGE FARM
National Quintile: 2	Johannesburg West	251215	BARNHOORN PRIMARY SCHOOL
National Quintile: 2	Johannesburg West	251256	BONAMELO PRIMARY SCHOOL

National Quintile: 2	Johannesburg West	400082	BRAAMFISCHERVILLE PRIMARY SCHOOL
National Quintile: 2	Johannesburg West	400116	DOORNKOP SECONDARY SCHOOL
National Quintile: 1	Johannesburg West	251363	DURBAN DEEP PRIMARY SCHOOL
National Quintile: 2	Johannesburg West	400121	HARRY GWALA PRIMARY SCHOOL
National Quintile: 1	Johannesburg West	400112	JULIUS SEBOLAI PRIMARY SCHOOL
National Quintile: 2	Johannesburg West	252809	KLIP VALLEY PRIMARY
National Quintile: 2	Johannesburg West	252007	MAYIBUYE PRIMARY SCHOOL
National Quintile: 2	Johannesburg West	400113	MOSES KOTANE PRIMARY SCHOOL
National Quintile: 1	Johannesburg West	400114	NKONE MARUPING PRIMARY SCHOOL
National Quintile: 2	Johannesburg West	251850	SEBETSA-O-THOLEMOPUTSO
National Quintile: 2	Johannesburg West	252825	TSHEPISONG PRIMARY SCHOOL
National Quintile: 1	Sedibeng East	350579	BOCHABELA PRIMARY FARM
National Quintile: 1	Sedibeng East	350595	BONGANI PRIMARY FARM SCHOOL
National Quintile: 1	Sedibeng East	332065	DALESIDE FARM PRIMARY SCHOOL
National Quintile: 1	Sedibeng East	330837	EMMANUEL PRIMARY SCHOOL
National Quintile: 1	Sedibeng East	330902	KGOMOCO PRIMARY SCHOOL
National Quintile: 1	Sedibeng East	340745	KGORO YA THUTO SECONDARY
National Quintile: 1	Sedibeng East	340786	KUDUNG MIDDLE SCHOOL
National Quintile: 1	Sedibeng East	340778	MASIZAKHE PRIMARY SCHOOL
National Quintile: 1	Sedibeng East	331017	MATSIE STEYN PRIMARY SCHOOL
National Quintile: 2	Sedibeng East	331041	MICHAEL RUA INTERMEDIATE FARM
National Quintile: 1	Sedibeng East	340950	MONTIC PRIMARY FACTORY
National Quintile: 2	Sedibeng East	350967	NOMNEKANE PRIMARY SCHOOL
National Quintile: 1	Sedibeng East	331124	PANFONTEIN INTERMEDIATE
National Quintile: 1	Sedibeng East	331132	PHULANENG PRIMARY SCHOOL
National Quintile: 1	Sedibeng East	331223	RATASETJHABA PRIMARY FARM
National Quintile: 2	Sedibeng East	331280	RUSOORD INTERMEDIATE SCHOOL
National Quintile: 1	Sedibeng East	331314	SELIBA PRIMARY SCHOOL
National Quintile: 2	Sedibeng East	321463	SETLABOTJHA PRIMARY SCHOOL
National Quintile: 1	Sedibeng East	351072	SIBONGENI PRIMARY FARM
National Quintile: 2	Sedibeng East	351106	SITHEMBISO PRIMARY SCHOOL
National Quintile: 1	Sedibeng East	331348	SKANSDAM PRIMARY FARM
National Quintile: 1	Sedibeng East	331363	SPRINGFIELD JNR SECONDARY SCHOOL
National Quintile: 1	Sedibeng East	341388	TIKELO PRIMARY FARM SCHOOL
National Quintile: 2	Sedibeng East	321679	TSOARANANG PRIMARY SCHOOL
National Quintile: 1	Sedibeng East	331462	TSOELOPELE PRIMARY SCHOOL

National Quintile: 1	Sedibeng East	341495	VAALDAM PRIMARY FARM SCHOOL
National Quintile: 1	Sedibeng East	331496	VUKUZAKHE PRIMARY SCHOOL
National Quintile: 1	Sedibeng East	331538	WALKERVILLE PRIMARY FARM
National Quintile: 1	Sedibeng East	351247	WITKOP PRIMARY FARM SCHOOL
National Quintile: 1	Sedibeng West	320291	BARRAGE PRIMARY FARM SCHOOL
National Quintile: 2	Sedibeng West	320937	BEVERLY HILLS SECONDARY SCHOOL
National Quintile: 1	Sedibeng West	320317	BOIKAGO PRIMARY SCHOOL
National Quintile: 1	Sedibeng West	320366	BOTLEHADI PRIMARY SCHOOL
National Quintile: 1	Sedibeng West	320408	BULAMALIBOHO PRIMARY SCHOOL
National Quintile: 1	Sedibeng West	321927	DINOKENG PRIMARY FARM
National Quintile: 1	Sedibeng West	320457	ED MASHABANE SECONDARY
National Quintile: 2	Sedibeng West	320515	ESOKWAZI SECONDARY SCHOOL
National Quintile: 2	Sedibeng West	320952	EVATON PRIMARY SCHOOL
National Quintile: 2	Sedibeng West	320523	FADIMEHA PRIMARY SCHOOL
National Quintile: 1	Sedibeng West	320598	IMFUNDO MIDDLE SCHOOL
National Quintile: 1	Sedibeng West	320648	JABULANI THABANG PRIMARY
National Quintile: 1	Sedibeng West	320671	JORDAN SECONDARY SCHOOL
National Quintile: 1	Sedibeng West	320705	KHUNOANA PRIMARY SCHOOL
National Quintile: 1	Sedibeng West	320739	KLIPKOP-DIBAPEDI PRIMARY FARM SCHOOL
National Quintile: 1	Sedibeng West	320119	LAERSKOOL KALABASFONTEIN
National Quintile: 2	Sedibeng West	320143	LAERSKOOL PARKSIG
National Quintile: 2	Sedibeng West	321331	LETSEMA-ILIMA PRIMARY SCHOOL
National Quintile: 2	Sedibeng West	320846	LETSEMENG PRIMARY SCHOOL
National Quintile: 1	Sedibeng West	320853	LETSHEGO PRIMARY SCHOOL
National Quintile: 1	Sedibeng West	320861	LINDISA PRIMARY SCHOOL
National Quintile: 2	Sedibeng West	320887	MAGASELA PRIMARY SCHOOL
National Quintile: 1	Sedibeng West	320960	MAXEKE SECONDARY SCHOOL
National Quintile: 1	Sedibeng West	321000	MOFOLO PRIMARY SCHOOL
National Quintile: 1	Sedibeng West	321042	MOJALA-THUTO PRIMARY SCHOOL
National Quintile: 1	Sedibeng West	321117	MOSIOA PRIMARY SCHOOL
National Quintile: 1	Sedibeng West	321133	MOTSEWAPELE PRIMARY SCHOOL
National Quintile: 1	Sedibeng West	321174	NONEDIBA PRIMARY SCHOOL
National Quintile: 1	Sedibeng West	321208	NTSELE PRIMARY SCHOOL
National Quintile: 2	Sedibeng West	321224	PHAHAMANG PRIMARY SCHOOL
National Quintile: 1	Sedibeng West	321257	PHEPANE PRIMARY SCHOOL
National Quintile: 2	Sedibeng West	321281	POELANO SECONDARY SCHOOL
National Quintile: 2	Sedibeng West	321307	QEDILIZWE SECONDARY SCHOOL
National Quintile: 1	Sedibeng West	321356	RADIPEU PRIMARY FARM SCHOOL
National Quintile: 1	Sedibeng West	321364	RAMOLELLE COMBINED
National Quintile: 1	Sedibeng West	321372	RAMOSUKULA PRIMARY SCHOOL
National Quintile: 2	Sedibeng West	321398	RUTASETJHABA SECONDARY
National Quintile: 2	Sedibeng West	321505	TANDUKWAZI SECONDARY SCHOOL
National Quintile: 1	Sedibeng West	321513	THABENG PRIMARY SCHOOL
National Quintile: 1	Sedibeng West	321604	TOKELO SECONDARY SCHOOL

National Quintile: 2	Sedibeng West	321638	TSHEPO-THEMBA SECONDARY
National Quintile: 1	Sedibeng West	321695	TSOKOLIBANE PRIMARY SCHOOL
National Quintile: 1	Sedibeng West	321737	ZITHA PRIMARY SCHOOL
National Quintile: 2	Tshwane North	240507	AMOGELANG SECONDARY SCHOOL
National Quintile: 2	Tshwane North	240515	AYANDA PRIMARY SCHOOL
National Quintile: 2	Tshwane North	241810	BOKAMOSO PRIMARY SCHOOL
National Quintile: 2	Tshwane North	241109	DIMAKATSO PRIMARY SCHOOL
National Quintile: 1	Tshwane North	240713	FUNEKILE SECONDARY SCHOOL
National Quintile: 2	Tshwane North	241852	GONTSE PRIMARY SCHOOL
National Quintile: 2	Tshwane North	241802	ITUMELENG MADIBA PRIMARY SCHOOL
National Quintile: 2	Tshwane North	240762	KGADIME MATSEPE SECONDARY
National Quintile: 1	Tshwane North	240788	KGOTLELELANG PRIMARY SCHOOL
National Quintile: 1	Tshwane North	240820	KODUMELA PRIMARY SCHOOL
National Quintile: 1	Tshwane North	240838	KOKOTLA JUNIOR SECONDARY SCHOOL
National Quintile: 2	Tshwane North	240853	KONDELELANI PRIMARY SCHOOL
National Quintile: 2	Tshwane North	240887	LESEDI POTLANA PRIMARY
National Quintile: 1	Tshwane North	240911	MAFUMBUKA PRIMARY SCHOOL
National Quintile: 1	Tshwane North	240929	MAKHOSINI COMBINED SECONDARY SCHOOL
National Quintile: 1	Tshwane North	240978	MMABANA PRIMARY SCHOOL
National Quintile: 1	Tshwane North	240994	MOKONYAMA PRIMARY SCHOOL
National Quintile: 2	Tshwane North	241018	NCHUNCHEKO PRIMARY SCHOOL
National Quintile: 1	Tshwane North	241042	ONDERSTEPOORT PRIMARY SCHOOL
National Quintile: 1	Tshwane North	241125	PULAMADIBOGO PRIMARY SCHOOL
National Quintile: 2	Tshwane North	241133	RAIKANA PRIMARY SCHOOL
National Quintile: 2	Tshwane North	241828	REABETSWE PRIMARY SCHOOL
National Quintile: 2	Tshwane North	241158	REFITHLILE PELE PRIMARY SCHOOL NO 1
National Quintile: 2	Tshwane North	241216	RIVONINGO PRIMARY SCHOOL
National Quintile: 2	Tshwane North	241166	RODNEY MOKOENA PREPARATORY SCHOOL
National Quintile: 2	Tshwane North	241232	RUABOHLALE JUNIOR SECONDARY SCHOOL
National Quintile: 2	Tshwane North	241257	SEETSA-SA-KWEDI PRIMARY
National Quintile: 1	Tshwane North	241265	SEMPHATO PRIMARY SCHOOL
National Quintile: 2	Tshwane North	241273	SENTHIBELE SENIOR SECONDARY
National Quintile: 2	Tshwane North	240697	ST FRANCIS PRIMARY SCHOOL
National Quintile: 2	Tshwane North	241349	THAKGALANG JUNIOR SECONDARY SCHOOL
National Quintile: 2	Tshwane North	241422	TOMARIE PRIMARY FARM SCHOOL
National Quintile: 2	Tshwane North	241505	UTHANDO PRIMARY SCHOOL
National Quintile: 1	Tshwane North	241521	VUKOSI PRIMARY SCHOOL
National Quintile: 1	Tshwane South	231522	BATHABILE PRIMARY FARM SCHOOL
National Quintile: 1	Tshwane South	231530	BATHOKWA PRIMARY SCHOOL
National Quintile: 1	Tshwane South	221474	BONA LESEDI SECONDARY SCHOOL

National Quintile: 1	Tshwane South	220574	BULA-DIKGORO PRIMARY SCHOOL
National Quintile: 1	Tshwane South	220608	EMASANGWENE PRIMARY SCHOOL
National Quintile: 2	Tshwane South	231662	ESIKHISINI PRIMARY SCHOOL
National Quintile: 1	Tshwane South	231670	FLAVIUS MAREKA SECONDARY SCHOOL.
National Quintile: 2	Tshwane South	211409	IRENE MIDDLE FARM SCHOOL
National Quintile: 1	Tshwane South	221507	JAN KOTLOLO PRIMARY SCHOOL (NELLMAPIUS PRIMARY SCHOOL NO. 3)
National Quintile: 1	Tshwane South	221390	LEGORA PRIMARY SCHOOL
National Quintile: 1	Tshwane South	221283	MAHLASEDI - MASANA PRIMARY SCHOOL
National Quintile: 1	Tshwane South	221482	MAMELODI PRIMARY SCHOOL (MEETSE-A-BOPHELO)
National Quintile: 1	Tshwane South	221432	NELLMAPIUS PRIMARY SCHOOL
National Quintile: 1	Tshwane South	221515	PFUNZO NDI TSHEDZA PRIMARY SCHOOL
National Quintile: 2	Tshwane South	232132	PHILENA MIDDLE FARM SCHOOL
National Quintile: 2	Tshwane South	232661	PHUTHADITSHABA PRIMARY
National Quintile: 1	Tshwane South	221440	RAMAHLALE PRIMARY SCHOOL
National Quintile: 2	Tshwane South	232223	SAULRIDGE SECONDARY SCHOOL
National Quintile: 2	Tshwane South	232272	THOHO-YA-NDOU PRIMARY SCHOOL
National Quintile: 1	Tshwane South	221523	VUKAUZENZELE PRIMARY SCHOOL

Annexure B1

SAMPLE OF DATABASE

ECD SITES (Department of Soci								
				Physical Address				
ECD Site Name	**ECD Type**	**Local Government**	**District**	**Street Name & Number**	**Suburb**	**City/Town**	**Code**	**P. Box/P b**
	Community Based							
	Community Based							
	Community Based							
	Community Based							
	Community Based							

ECD SITES (Department of								
				Physical Address				
ECD Site Name	**ECD Type**	**Local Government**	**District**	**Street Name & Number**	**Suburb**	**City/Town**	**Code**	**P. Box/P b**
	Community Based							
	Community Based							
	Community Based							
	Community Based							
	Community Based							

Service Offices	
Physical Address	

Service Office	Local Government	Region	Street Name & Number	Suburb	City/Town	Code	P.O. Box/Private bag

USER INFORMATION				USER ACCESS TO FUNCTIONALITIES																		
				View Applicant Information	Information	Add new Child Information	Information	(Dept of Edu)_QUAL	(Dept of Edu)_REF	(Dept of Health)_QUAL	(Dept of Health)_REF	(Dept of Soc Dev)_QUAL	(Dept of Soc Dev)_Ref	Update new Child Information	Information	(Dept of Edu)_QUAL	(Dept of Edu)_REF	(Dept of Health)_QUAL	(Dept of Health)_REF	(Dept of Soc Dev)_QUAL	(Dept of Soc Dev)_Ref	
PERSAL NR	**NAME**	**SURNAME**	**DEPART-MENT**	**ROLE**																		

USER INFORMATION	
AVAILABLE ROLES	
Role	**Description/Functionality**
Administrator :	This role can only administer users of the Bana Pele

	Application
Operator :	This role can only Add or Modify recorded information of a Caregiver, Child or State Offered Services
View Only :	This role can only configure and view reports
Combination of Roles:	An Administrator may allocate more than one Role to a user of the Bana Pele Application. By providing an user a combination of roles, will allow a user access to execute the functionalities associated with each allocated role.

PERSAL NR	NAME	SURNAME	DEPARTMENT	ROLE 1	ROLE 2	ROLE 3

Annexure B2

Appendix E

UMnyango WezeMfundo
Department of Education

Lefapha la Thuto
Departement van Onderwys

Circular 53/2007
Date: 16 August 2007

Topic

Process and Procedures for the Re-ranking of Public Ordinary Schools for 2008/2009

Enclosures

Annexure A: Quintile ranking of the school

Distribution

- ✓ All Divisional Managers and Senior Managers at Head Office and District Offices
- ✓ Principals of all Public Schools
- ✓ Members of School Governing Bodies
- ✓ Relevant Unions and Organizations

Enquiries

General Education and Training (GET) Directorate

On request, this circular will be made available in Afrikaans, isiZulu or Sepedi within 21 days. Also available on the GDE website at: www.education.gpg.gov.za

Office of the Head of Department
Room 1009, 111 Commissioner Street, Johannesburg, 2001
PO Box 7710, Johannesburg, 2000
Tel: (011) 355 1511 Fax: (011) 333 5546 E-mail: ceogde@gpg.gov.za OR mallelep@gpg.gov.za

PROCESS AND PROCEDURES FOR THE RE-RANKING OF PUBLIC ORDINARY SCHOOLS FOR 2008/2009

4. PURPOSE

To inform School Governing Bodies (SGBs), principals and departmental officials about:

- the background, the process and procedures for the re-ranking of schools for 2008, and
- the procedures for appeal in the event that the school is not satisfied with the poverty score assigned to it.

5. POLICY AND LEGISLATIVE FRAMEWORK

2.1 The South African Schools Act, 1996 (Act no. 84 of 1996).

2.2 The Education Laws Amendment Act (Act no. 24 of 2005).

2.3 The Amended National Norms and Standards for School Funding.

6. BACKGROUND

3.1 A school allocation for South African public ordinary primary and secondary schools was established through the 1998 publication of the National Norms and Standards for School Funding. It was first implemented in 2000 by provincial education departments (PEDs) and represented a major innovation in South African school funding, both in terms of financing systems and pro-poor resourcing.

3.2 The Education Laws Amendment Act (Act no. 24 of 2005) had made amendment to section 35 of the South African Schools Act, 1996, whereby some schools serving the poorest communities in the country were declared 'no fee schools' as from 2006. Parents of learners at such schools are exempted from the payment of compulsory school fees. This implies that no compulsory school fees can be charged in the poorest schools, which receive an adequate school allocation from government. 'No fee schools' are an integral part of the government strategy to alleviate the effects of poverty and redress the imbalances of the past. Part of the strategy is to ensure that the majority of the learners in this country exercise their right to basic education as determined by the Constitution of the country (Act no.108 of 1996).

3.3 In order to promote a pro-funding framework that treats equally poor schools in an equal manner, regardless of the province they find themselves in, the poverty scores of schools have been ranked nationally. These poverty scores reflect the relative poverty of the community surrounding the school. While each national quintile encompasses one-fifth of learners enrolled in public ordinary schools nationally, the effect of the use of national quintiles is that in Gauteng only 10,46% of its learners are now ranked in quintile 1 and 11,44% in quintile 2.

7. DETERMINATION OF THE SCHOOL POVERTY SCORE

4.1 In determining the poverty ranking of schools for 2008/9, the GDE used the same data as was used in the 2007/8 process. The Department made use of the work of the HSRC that had been commissioned by the Gauteng Inter-Sectoral Development Unit (GIDU). Their brief had been to identify, examine and analyse poverty pockets within Gauteng at the appropriate small-community (sub-place) level. This study made use of 2001 Statistics SA census data, which was then statistically manipulated to bring it down to the sub-place level – a level appropriate to communities which are often very small (smaller than a ward area). This study used the small-area estimation statistical techniques, thereby enabling the Gauteng Department of Education to maximise precision in identifying poor schools. The results were then displayed through the GIS mapping work using the ten poverty indicators. The results of this study also indicated that the level of poverty in Gauteng is substantially influenced by migration.

4.2 In the construction of the final index, all indicators were assumed to have an equal weight of 1, resulting in an unweighted (average) poverty index value (as was suggested by the Gauteng Provincial Poverty Alleviation Committee). This was justifiable, because all factor loadings were considered very high. The single poverty index of the sub-place ("Index") is the average of the ten poverty indicators, which were based on Census 2001 data provided by Statistics SA. Sub-places with census data were ignored for the purpose of this calculation, and instead included as part of the closest sub-place with similar conditions. Schools were then allocated the index score of that sub-place.

4.3 For 2008/9, schools will be provided with their quintile rankings by not later than 20 August 2007, and an individual school then has until 23 August 2007 to lodge its contestation with its district office should it be dissatisfied with its quintile ranking. The recommendations of the district official/s, endorsed by the District Director, must be attached, and the documentation forwarded to the office of the GET Director (Room 1303) at Head Office by 27 August 2007.

4.4 After all contestations have been given the necessary consideration and decisions taken, the poverty ranking of all schools in the province will be finalised. Each school will then be allocated its respective quintile ranking, which will then be published by the MEC in a provincial gazette. The MEC will determine the list of 'no fee schools', which would then be forwarded to the Minister of Education by 1 September 2007. The Minister would publish in the Government Gazette a list of all 'no fee schools' by 30 September 2007.

4.5 By 30 September 2007, schools will be provided with their respective indicative budgets. These indicative budget allocations must be presented by SGBs to their respective school communities.

5. APPEALS

5.1 A school may dispute the poverty score assigned to it through representation to the Head of Department.

5.2 Should the appeal be based on a challenge of the technical accuracy of the methodology utilised in the determination of the poverty score, the GDE will review the score on the basis of transparent and fair procedures.

5.3 The GDE will only consider a deviation from the methodology utilised in determining poverty scores if:

(a) *"there are inadequate places in local schools, and the GDE has determined that the community should make use of schools at a distance from the local community; or*

(b) *the GDE has requested parents to make use of a school other than the local school, where the local school is suffering severe and temporary problems relating to, for instance, the quality of teaching and learning"* (The Amended National Norms and Standards for School Funding).

Kindly draw the attention of all affected persons/stakeholders to the contents of this circular.

MALLELE PETJE
HEAD OF DEPARTMENT

Wits School of Education

STUDENT NUMBER: 9911621G

Protocol: 2009 ECE02

15 April 2009

Mrs. Ntombizanele Ramothwa
P O Box 17505
Sunward park
1470

Dear Mrs. Ramothwa

Application for Ethics Clearance: Master of Education

I have pleasure of advising you that the Ethics Committee in Education of the Faculty of Humanities, acting on behalf of the Senate has agreed to approve your application for ethics clearance submitted for your proposal entitled:

An investigation of the extent to which no fee clause affect access to quality education in Gauteng public schools, South Africa.

Recommendation:

Ethics clearance is granted

Yours sincerely

Matsie Mabeta
Wits School of Education

Cc Supervisor: Dr. S Motala (via email)

27 St Andrews Road, Parktown, Johannesburg, 2193 • Private Bag 3, Wits 2050.

Tel: +27 11 717-3007 • Fax: +27 11 717-3009 • E-mail: enquiries@educ.wits.ac.za • Website: www.wits.ac.za

Appendix F

COVER LETTER AND INTERVIEW GUIDE

UNIVERSITY OF THE WITWATERSRAND

INVESTIGATION OF THE EXTENT TO WHICH THE 'NO-FEE' CLAUSE AFFECT ACCESS TO QUALITY EDUCATION IN GAUTENG PUBLIC SCHOOLS, SOUTH AFRICA.

A RESEARCH INTERVIEW GUIDE

SUBMITTED TO THE SCHOOL OF EDUCATION OF THE WITWATERSRAND

IN PARTIAL FULFILLMMENT OF

DEGREE OF MASTER OF EDUCATION

BY

NTOMBIZANELE RAMOTHWA

9911621-G

UNDER THE SUPERVISION OF

DR SHIREEN MOTALA

Cover letter: (Appendix F)

INVESTIGATION OF THE EXTENT TO WHICH THE 'NO-FEE' CLAUSE AFFECT ACCESS TO QUALITY EDUCATION IN GAUTENG PUBLIC SCHOOLS, SOUTH AFRICA.

Despite the government policy attempting to enable poor learners to access free quality public education for all, the general public perception is that the 'no-fee school' policy is practically unimplementable.

The study I wish to undertake is aimed at investigating, appraising and understanding the extent to which the 'no-fee schools' enhance access to free quality public education at schools in Gauteng in the Ekurhuleni South District.

The researcher seeks to understand the process and procedure followed to grant a particular school the status of a 'no-fee school'. This will then be followed up by appraising the plan of action and strategy by the education department to ensure that the resources allocated do not only enhance access of learners to the school but also translates into the provision of quality education.

One way of investigating the opinions of the school's stakeholders is through an interview. You have the first hand knowledge of problems that may be experienced by the school. The researcher believes that without your opinion, inferences cannot be made about the role played by the school in disseminating information and thus implementing the policy holistically about the no-fee clause in the entire school community.

Please note that you are at liberty to withdraw from this study at any time, without penalty or pressure from the researcher to provide reasons. The researcher in this regard will undertake all possible means to ensure that participants are not caused

any detrimental harm by participating in this study. It is also the researcher's belief that there are possible benefits for you in participating in this study about how you perceive the role played by the SGBs in disseminating the information about school fee exemption in financial school policy at schools.

The outcomes of this research will be made available to you on request.

Please bear the following in mind when responding to the interview questions:

- The answers will be audio- taped
- Do not give your real name when responding
- There are no correct or incorrect answers
- The researcher merely requires your honest opinion
- Your first spontaneous reaction is most valid. So respond quickly and try to be as accurate as possible
- Do not spend too much time on one item when responding
- Please answer all questions directed at you
- Please also note that your response to the questions will not be used for any other purpose except for this research study. If for any reason the researcher should decide otherwise, you will be consulted to seek your permission.

Thank you for your participation

N. Ramothwa (Researcher) Dr Shireen Motala (Supervisor)

Appendix G:

Interview Schedule

Background Questions.

- Are the parents/guardians expected to pay any fee in the school?
- If Yes, how much and do all the parent/guardians afford to pay?
- Are the parents/ guardians unable to pay or do not want to pay voluntary contributions?
- If not, how does the school deal or compensate for the learners who are unable to contribute voluntarily?
- Does the no-fee policy alleviate poverty to the poor families? In which sense, explain.

4. Major Questions

The researcher shall ask the following main research questions:

1. What are the policy implications applying to a school with a no-fee status?
2. How can the no-fee policy be implemented effectively?
3. What is the impact of a no-fee policy on school's admissions and access?
4. Are the guidelines used to design the school financial policy as a no-fee school affecting the delivery quality education?

4.1 The follow- up sub-questions based on the major questions will be as follows:

1. Is the school aware of its status in relation to no fee clause?
    - If yes, how was the information adequately disseminated to the school's stakeholders?
    - What were the perceptions of the parents towards the no fee notion? Were they for or against the idea? Explain.

- If yes, when did the Department of Education notify your school about the no fee status?
- Based on the previous question, were you automatically declared as a No Fee school? If yes, were you listed on GDE Circular 43 of 2007?
- According to GDE Circular 43 of 2007, does a school have a committee that ensures the implementation of the basket of services/ programme that put Bana-Pele (which means children first)?
- If no, was your school correctly ranked under the allocated quintile or did your school apply for Re-ranking as per the dictates of GDE Circular 56 of 2006? Motivate.
- If the previous two questions do not apply, did you apply to become a no fee school as per the dictates of GDE Circular 24 of 2008? If yes, do you have the minutes of the meeting where such a declaration was taken? Explain.

2. To what extent is your school affected by the implementation of the following GDE Circulars, which encapsulate the basket of services related to no-fee school. Elaborate on the one that directly affect you.

- Department of Education Circular 56/2006
- Department of Education Circular 43/2007
- Department of Education Circular 53/2007
- Department of Education Circular 24/2008
- Department of Education Circular 27/2008
- Department of Education Circular(ADMISSION)
- Is it practically possible to implement these circulars? Any notable gaps or flaws, explain?

3. The following questions seek to establish the impact made by the implementation of no fee clause make on school admissions and access.
    - Does your school admission policy address not limited but the following aspects:
    - ✓ Medium of instruction not used as a tool for exclusion

- ✓ Provides reasons to the learner in writing whenever a learner has been refused admission, which the learner must take it to the district office
- ✓ No parent/guardian is demanded to pay an "Admission/ Registration Fee", no learner is denied admission due to previous misconduct, lack of school uniform and or did not return the textbook from previous year
- ✓ No one in the school shall declare the school full except the District Director in writing
- ✓ The school shall keep the admission register showing the current learner enrolment, total transfers and total withdrawals
- ✓ Develop the language policy for the school in terms of Section 6(3) of SASA only after the learners have been admitted. It must emphasize that the language policy of the school needs to be reviewed in line with parental choice for their children who after prescribed due processes have been complied with

4. What does the school financial policy state in relations to no fee clause?
   - ✓ Does the school financial policy insist on charging the parents with learner admission fee, compulsory voluntary admission?
   - ✓ How does the school supplement its school funds as per the dictates of Section 36(1) of South African School Act No 84 of 1996 to ensure that quality education is delivered to all learners at public schools?
   - ✓ In an event where school financial resources become exhausted before the next year's deposit, how does the school finance its day-to-day expenses?

5. What are main key performance aspects that would drive and ensure translation to the delivery of quality education?
   - ✓ How does the school address the issue of the learners residing remotely from school in the event where they always come to

school late and how does this affect the delivery of quality education?

- ✓ How does the school uniform influence the delivery of quality education
- ✓ How does the school support the under nourished learners due to poverty?
- ✓ How does the school ensure that the resources allocated to your school translate into the delivery of quality education? In addition, when there is a shortage in these, how does the school ensure that this problem does not interfere with the smooth delivery of quality education? Elaborate.
- ✓ Would you say the 'adequacy benchmark' is sufficient/ insufficient? Elaborate.
- ✓ In an event where there are large class sizes, does the school have the strategy to address the problem of overcrowding so as not to affect the delivery of quality education. Explain.

Appendix H

Letter requesting permission

P.O. Box 17505
Sunward Park
1470
10-02-2009

The Chief Director
Department of Education
111 Commissioner Street
2000

Dear Sir/Madam

PERMISSION TO CONDUCT ACADEMIC RESEARCH (M. Ed mini-dissertation)

The above mentioned matter refers.

I hereby request your permission to conduct research in the department of education at three different schools in Gauteng (mostly the Ekurhuleni South District). I am a currently registered M.Ed (Policy, Planning and Management) student at the University of Witwatersrand. I am undertaking research project under the following conditions:

- The proposed topic under study is the investigation of the factors that explain the extent of to which and how 'NO FEE CLAUSE' affects the access to quality basic education for all in Gauteng, South Africa.
- The aim is to investigate, appraise and understand the impact of no-fee school policy. In the afore-mentioned district.
- Its significance would be that of providing insight and illuminating policy successes, failures and gaps.
- Three schools are proposed to be investigated
- School A

- School B
- School C

In the event there are any unforeseeable problems that might occur, I request to be permitted to opt for the other schools with similar attributes within the Gauteng province.

- Methods to be used include SGB observation with an observer status in meetings, documents analysis, artifact collection and in-depth interview.
- The researcher would like to interview the following people: principal, SGB chairperson, parent, and two educators one being the LTSM committee member and RCL where it is a high school.
- The study will begin at the beginning of March 2009.
- A maximum of two evenings will be spent on each school (from 17h00 - 19h00) and transport to and from home and the researcher will provide school.
- If necessary follow-up telephone calls will be made for clarification purposes
- The research ethics as outlined in the University Code of Ethics for Research on Human Informants will be observed. These include confidentiality, anonymity and being non-judgmental and this interview will not be sensitive or intrusive in any way.
- The feedback will be provided to you and the participants once the research is completed.

Attached, please find the formal application for conducting this research. I appeal to you to view this application favourably.

Thank you for your time and co-operation.

Ntombizanele Ramothwa (Researcher)
Cell 073 412 0721
Tel 011 355 0325
E-mail ntombizanele.ramothwa@gov.za

Dr Shireen Motala (Supervisor)
Work contact details: (011)717 3355

Appendix I

11 FEBRUARY 2009

Dear Sir/ Madam

RE: REQUEST TO CONDUCT RESEARCH AT YOUR SCHOOL

I hereby request permission from you as the principal of the school to attend the SGB's meeting with the status of an observer and to conduct interviews with yourself(principal), the SGB chairperson, Educators, RCL (for secondary school) and Parent. A minimum of two evenings in March, from 17h00 to 19hoo will be spent with various respondents and transport will be provided to and from home and school. The interview will be audio taped.

I currently work at the Head Office in the sub-directorate of Strategic Policy Development Monitoring and Evaluation as a Deputy Chief Education Specialist in the field of Monitoring and Evaluation.

I am at present completing a Masters Degree in Educational Management and Leadership. The study I wish to undertake is aimed at investigating, appraising and understanding the extent to which the 'no-fee schools' enhance access to free quality public education at schools in Gauteng in the Ekurhuleni South District.

I kindly request you to give me permission in writing to conduct this research during the third term.

Thank you for cooperation and assistance.
Yours Sincerely

N. Ramothwa
(Researcher)

Appendix J

11 FEBRUARY 2009

Dear Parent/ Guardian

RE: REQUEST TO CONDUCT RESEARCH WITH YOUR CHILD

I am at present completing a Masters Degree in Education Management and Leadership. The study I wish to undertake is aimed at investigating, appraising and understanding the extent to which the 'no-fee schools' enhance access to free quality public education at schools in Gauteng in the Ekurhuleni South District.

Therefore, since your child is a member of the RCL, the researcher would like to request your permission to interview your child pertaining to the aforementioned topic.

Please give me written permission to conduct this research during two evenings in March. The time scheduled will be from 17h00 to 19h00 and transport to and from home to school will be provided by the researcher.

Thank you for your cooperation and assistance.

Yours Sincerely

N. Ramothwa
Researcher

Appendix K

- The 2009 ANC Manifesto

- The Medium Term Strategic Framework, 2009-2014

- The strategic priorities, programmes and projects for the period 2009-2014 as adopted by the Extended Executive Council Lekgotla on 4 and 5 June 2009

The main points of focus that are to converge and blend with the situation in these schools should be:

Four key priorities to address the manifesto commitments and provincial educational challenges.

1. Ensuring Gauteng has effective schools and learning institutions.

2. GDE head office and districts - Providing relevant, coordinated and effective support.

3. Enabling young people to make the transition from school to further education and or work that provides further training opportunities.

4. Strengthen partnerships with all stakeholders, resulting in education becoming a societal priority.

For the purposes of this discussion, the following strategic objectives, which emanate from the above-mentioned priorities, should be advocated to during the road show:

Strategic Goal One: Ensuring that Gauteng has effective schools and learning institutions

Strategic Objective 1:

Strengthening school management and institutional capacity to ensure all teachers to be in school, in class, on time, teaching with the required textbooks.

Strategic Goal Two: GDE Head office and districts providing relevant, coordinated and effective support for quality education

- **Strategic Objective 6:**

Determine common guidelines for the role and function of districts. Strengthen their management and leadership capacity to support quality education in schools.

- **Strategic Objective 7:**

Expand the implementation of poverty combating measures that improve the environment for learning and teaching, such as no-fee schools to Quintile 3 schools, the nutrition programme to High Schools, scholar transport, after school care in high-risk areas, socio-psychological support to children and explore the use of hostels for schools in rural areas.

- **Strategic objective 11:**

Ensure effective strategies for provisioning and procurement for services to schools and timeous allocation and appropriate usage of school subsidies and allocations

Strategic Goal Four: Strengthen partnerships with all stakeholders, resulting in education becoming a societal priority.

- **Strategic Objective 16:**

Ensure the involvement of parents in exercising oversight in schools in a manner that adds value to the attainment of the core outcomes

- **Strategic Objective 17:**

Mobilise civil society, faith based organisations, and the private sector to support the inputs and the outcomes of a quality education system.