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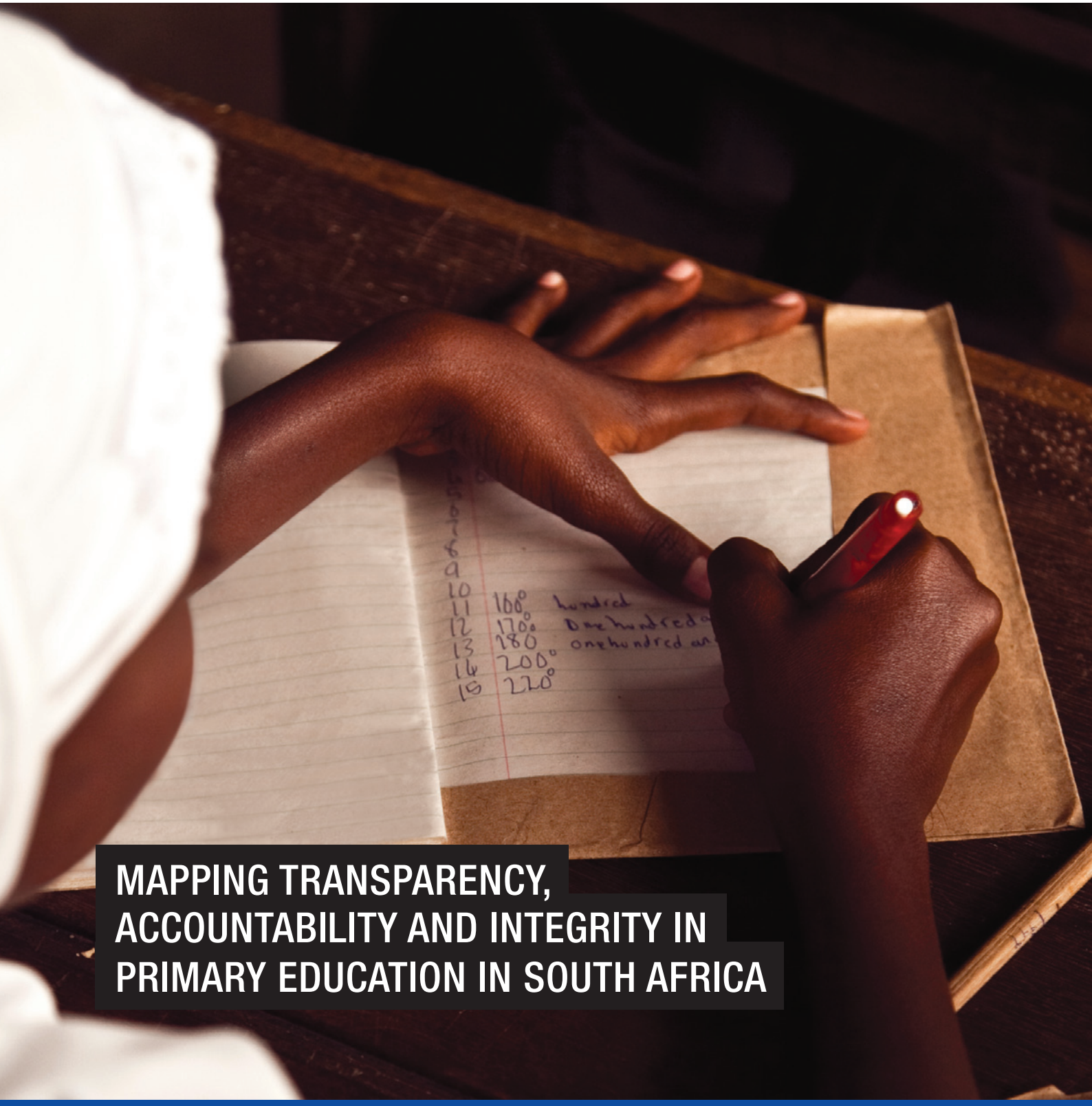

MAPPING TRANSPARENCY, ACCOUNTABILITY AND INTEGRITY IN PRIMARY EDUCATION IN SOUTH AFRICA

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Transparency International's programme Transparency and Integrity in Service Delivery in Africa (TISDA) aims at contributing to greater integrity, transparency and accountability in key social service sectors, and thus lead to better access to basic services.

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Glossary

This report uses South African terminology to refer to specific actors or institutions, below is a list of the equivalent of terms in use in many contexts across the world.

Term	South African equivalent
Head Teacher	Principal
Teacher	Educator (used interchangeably in the report)
Pupil	Learner
Parent	Parent or Guardian
School Management Committee	School Management Team
Parent Teacher Association	School Governing Body

The following clarifies and defines the principal terms and concepts used in the report:

Governance Indicators

The Governance Risk Map presents the description of the *transactions* that occur in the *relationships* between the specific *actors* in the education sector that are likely to involve corrupt practices. The Governance Risk Map helps illustrate if and where risks of corruption and other governance failures in the education system exist and also where risks have been successfully reduced or eliminated.

Good Governance is characterised as being participatory, accountable, transparent, efficient, responsive and inclusive, respecting the rule of law and minimising opportunities for corruption.

Transparency involves clear and public disclosure of information, rules, plans, processes and actions by governments, companies, organisations and individuals. It is the principle that public affairs need to be conducted in the open. Questions designed to measure transparency focus on financial management, financial record keeping, and stakeholder knowledge of schools' financial status.

Accountability means holding individuals and organisations responsible for executing their powers properly (in accordance with the rules and duties of their post), and for paying particular consideration to vulnerable parties. More specifically, accountability is about upwards and downwards responsibility of actors (to their superiors and to service users), participation, and sanctioning of actors for their corrupt acts. Accountability also includes:

Capacity: the ability of the actors to perform the roles and responsibilities they have been assigned to, including the capacity of vulnerable groups to participate.

Participation: processes in the system that explicitly accord space and time to involve the public through consultations, hearings or even through delegating certain decisions or activities to citizen committees.

Questions designed to measure accountability and directed to most stakeholder groups focused on the frequency of school inspections or visits from school inspectors, adherence to and compliance with national legislation and codes of practice on management and financial management. The complaints system in place was also examined.

Integrity involves the behaviours and actions consistent with a set of moral or ethical principles and standards, embraced by individuals as well as institutions that create a barrier to corruption. Integrity is an attribute of the overall performance of the system of checks and balances to control corruption. More specifically, integrity enforcement is about the existence of rules that aim to prevent corruption (e.g. codes of conduct, ethical codes, and integrity pacts) in relationships between the actors involved in service delivery.

As an indicator of integrity, various stakeholders were asked about their familiarity with a variety of rules and regulations relating to school governance and the general functioning of the school.

Corruption Indicators

Corruption is defined by Transparency International as the abuse of entrusted power for private gain. As an indicator of corruption, stakeholders were asked questions regarding the perceived overall level of irregularities in the sector, and the level in the education system most prone to embezzlement of funds and corrupt decision-making processes, e.g. through the influence of external actors with regard to a number of decisions such as procurement of teaching materials, teacher appointment etc. Based on the questions, scores were calculated to measure the perceived levels of malpractice and corruption in the different relationships.

Performance Indicators

To measure performance, different stakeholders were asked about their assessment of the quality of teaching, including the number and qualifications of educators (internal performance), as well as about infrastructure and equipment (external equipment). Data were also collected from school information cards to verify the actual situation on the ground. This study examines the correlation between the governance score and the performance of schools.

Executive Summary

The following report focuses on the governance deficits that have been identified in the primary education sector in South Africa through a survey of key stakeholders and actors. Governance deficits in South Africa's primary education sector have been identified by assessing indicators of transparency, integrity, accountability, and participation. Stakeholders' perceptions of corruption in the system and of the internal performance of schools were also measured.

The results and recommendations are based on the responses received to more than 1500 questionnaires completed by school staff, households, and district and provincial officials. The questionnaires were distributed to 45 schools in the provinces of Gauteng, Mpumalanga and North West. The findings also draw on data obtained through school information cards and from focus group interviews that have been conducted with educators, students and school councils. Taken together, this information has been used to produce a governance and corruption risk map which identifies governance deficits along with perceived levels of corruption. The results have been grouped together in categories based on the level of assessed risk (with scores from low to high). In the same manner, findings related to performance have been measured and analysed.

The governance deficits identified lead to risks of corruption and potentially mismanagement of vital resources that are needed to educate a new generation of South Africans.

The key findings for South Africa's primary education sector show:

At the provincial level:

- The Provincial Departments of Education and the district offices fail to deliver optimal basic services across a variety of needs. Schools receive their budget allocations late and do not have the required means to run their services effectively. This has a particular impact on the poorer non-fee paying schools.
- The governance risk in the relationship between schools and districts is medium and mainly related to integrity and transparency deficits, indicating that the district offices are not well informed and that information circulates badly.
- There is poor implementation and enforcement of rules and regulations by Provincial Department of Education. This has led to weaknesses in the effectiveness and legitimacy of their work; creating more opportunities for non-compliance at the lower levels. The Auditor General has concluded that there are considerable failures in the internal controls at the Provincial Department of Education,[1] and the district offices are generally considered over-burdened and under-resourced.
- There is a general concern among the schools' leadership of embezzlement occurring at the provincial level. One out of three principals thinks the highest risk is related to the

[1] Mokone, T. & Davids, N., 2010, '44bn disappears'; available at: www.timeslive.co.za.

embezzlement of funds, e.g. when procuring textbooks, remunerating staff and constructing school buildings.

At the school-level:

- There are high governance deficits in the relationships between schools and their users. Problem areas include low levels of participation, accountability and transparency.
- There is lack of participation and support from parents despite efforts to involve them. Only one out of three of the Schools Governing Bodies interviewed indicated that their members attend regularly.
- There is a lack of knowledge of rules and regulations governing some key transactions at the school level, including the arrangements for school fees. According to the actors interviewed there is a widespread tendency of non-compliance with regulations; even where they are known they are not consistently enforced. For instance, only half of the educators interviewed believed that rules relating to school fees and fee exemption are respected.
- Within schools the main risks of corruption identified by the Schools Governing Bodies are related to staff absenteeism (35 per cent think this is highest risk), sexual harassment of learners (29 per cent) and misuse of school funds (27 per cent).
- There is a lack of capacity at schools, particularly at the level of the School Governing Body. Training has been slow and mostly limited to understanding their roles and responsibilities and some operational areas, such as financial management. 20 per cent feel they are not adequately skilled to carry out their functions and less than 50 per cent feel completely skilled.
- There are major problems related to the learning environment, both in terms of safety and infrastructure. Three out of four principals estimate that they don't have the means required to run the schools, and one out of two learners says she is not always provided with a desk. About 15 per cent of schools had no electricity and 10 per cent no water supply. One out of four learners indicates that the schools are unsafe and rape and violence are major problems.

Based on these findings, the following *recommendations* are put forth for all actors, equally at the national, provincial, district and school levels:

- Timely budget allocations should be a priority. Schools should be helped to prepare for audits and inefficiencies within Provincial Department of Education related to the internal auditing should be minimised. At the district level, the Departments of Education offices should play a proactive role in ensuring timely funding from Provincial Department of Education to schools.

- Clear and simple standards should be developed for provincial and district departments of education in the area of ethics, financial management, supervision and evaluation.
- These initiatives should be followed up with efforts to institutionally strengthen their management capacities to apply the standards and to obey to them. This would improve their ability to provide assistance to schools, and monitor and sanction poor implementation of rules and procedures regarding staff, procurement policies, and audit requirements.
- There should be quarterly, school-level monitoring and evaluations, as well as assistance with carrying out the responsibilities of the Schools Governing Bodies. The district education departments should also play a proactive role in ensuring timely funding allocation from the provincial offices.
- District and provincial officials should implement strategies to improve work-relationships with schools and play a key role in training educators, school management teams and School Governing Body members.
- The financial management capacities of Schools Governing Bodies and staff must be improved, through well defined guidelines and better financial management training. This would improve the quality and timeliness of the audits, which are necessary to ensure the accountable usage of resources and the timely allocation of budgets.
- To allow public use and oversight, audit reports should be produced in user-friendly language, available to all direct users within the system, and audit opinions must be closely monitored at the district and provincial levels.
- Efforts to encourage and maintain the participation of parents in the schools need to take centre stage. These efforts should include training for parents in the importance of their oversight responsibility. The relative lack of involvement of parents on Schools Governing Bodies and committees must be addressed and participation encouraged by schools, Schools Governing Bodies and the relevant district departments.
- Simple guidelines on the roles and responsibilities of the school Governing Body should be developed and adapted to engage users and communities. Engagement with local traditional and moral authorities, including the church, is also an approach to emphasise ethics and integrity, and a feeling of ownership and responsibility for the education of children.

The study on South Africa was conducted as part of the *Transparency and Integrity in Service Delivery in Africa* programme, TISDA. This is a 3 year, 7 country program, implemented by Transparency International in Africa. It seeks to support civil society in seven African countries in working with citizens to demand greater transparency, integrity, and accountability in the management of resources for basic services in primary education (Cameroon and South Africa); the health sector (Uganda and Zambia); and the water sector (Kenya, Ghana and Senegal).

1 Introduction

Corruption and poor governance are both a cause of poverty and a barrier to overcoming it. Where transparency and accountability mechanisms are lacking, the needs of the poor are often marginalised and funds intended for basic services – such as education, health and water – are at risk of being lost, misused or misallocated.

This report on South Africa focuses on transparency in basic education services as part of the *Transparency and Integrity in Service Delivery in Africa* (TISDA) programme. This is a 3 year research and advocacy programme conducted by Transparency International in 7 countries in Sub-Saharan Africa.[2] Its goal is to contribute to a greater understanding of the challenges for service delivery and contributing to a better access to basic services for citizens.

Through participatory engagement with a broad range of stakeholders, and extensive desk research, TISDA explains how these actors are interdependent; how these relationships are defined; and how transparency, integrity and accountability can reduce the risk of corruption and make basic service delivery more effective. By promoting dialogue and strategic partnerships between political decision-makers, key stakeholders and civil society, TISDA supports African civil society in promoting positive change and reform at various levels, empowering citizens to hold their governments to account and demand transparent and effective services.

In South Africa, the TISDA research was based on a variety of tools presented below, enabling information to be gathered on regulations and practices from service users, both parents and learners, as well as providers such as educators, principals, district or provincial officers and high level officials. Governance areas covered by the data collection have been classified in the following 4 categories: transparency, integrity, accountability and participation (as an additional measure of accountability). Data were also collected on malpractice, corruption and the quality of services provided. Based on the information collected in three provinces, a risk map has been created that illustrates the risks associated with transactions between the different actors involved. The risk map illustrates gaps and weaknesses in existing governance mechanisms within the primary education system in South Africa and pinpoints where action may be required to improve basic service delivery.

[2] Cameroon and South Africa, primary education services; Ghana, Kenya and Senegal, water services; and Uganda and Zambia, health services.

The main objectives of TISDA research in the basic education sector are to identify:

- Areas (relationships between actors) in the management of the basic education system most at risk of corruption.
- Measures already in place aimed at strengthening accountability in the sector, which appear to be most effective at reducing risks of corruption and promoting efficient resource management.

After this introductory chapter, chapter 2 presents the methodological approach, tools for data collection and methods used to calculate scores used in the risk maps.

Chapter 3 gives an introduction on the South African education sector and presents the Risk Map and the findings of the research. The findings are presented though an analysis of the relationships between different actors in the South African education sector from the national to the local levels. This chapter also provides a brief overview of emerging thematic issues found. Chapter 4 presents the conclusions and recommendations of the study.

The African Union estimates that corruption costs African economies in excess of US$148 billion a year.[3] This figure includes both the direct and indirect costs of resources diverted and withheld from beneficiaries by corruption, and corresponds to about 25 per cent of Africa's GDP.[4] The UN Millennium Development Goals Report for 2010 states that despite notable advances made, many sub-Saharan countries most likely will fail to achieve the UN Millennium Development Goals (MDGs) by 2015. Reporting on progress towards achieving MDG 2 on Universal Primary Education, the report states that the 'pace of progress is insufficient to ensure that, by 2015, all girls and boys complete a full course of primary schooling'.[5] Commitment to good governance and eradication of corruption has been identified as critical to any successful scaling-up of investment strategies towards the achievement of MDGs in Africa.[6]

In 2003 the South African Department of Public Service and Administration, in partnership with the UN Office on Drugs and Crime, published an assessment of corruption, which identified the launch of South Africa's National Anti-Corruption Programme in 1997 as an important milestone.[7] In a country report written by Advocate Selby Baqwa in 2001, the then public prosecutor noted that the 'government has taken several significant steps not only to ensure a clean public administration system but also to signal its intention to be responsive to local and international pressure and

[3] Inter Press Service News Agency, 'Corruption: World Bank, U.N. Target Kleptocrats', 20 September 2007; available at: http://ipsnews.net/text/news.asp?idnews=39291
[4] BBC News (UK), 'Corruption costs Africa billions', 18 September 2002; available at: http://news.bbc.co.uk/2/hi/africa/2265387.stm
[5] United Nations, 'We can end poverty, Millennium Development Goals, 2015'. United Nations Summit, 20-22 September 2010, New York, High-level Plenary Meeting of the General Assembly
[6] Millennium Development Project, 'Investing in Development: A practical plan to achieve Millennium Development Goals', A report to the UN Secretary General, 2010
[7] Department of Public Service and Administration/UNODC, 'Country Corruption Assessment Report: South Africa', 2003, further progress has been documented in a number of key reports; 'Towards a Ten Year Review', discussion document (The Presidency, 2004), the 'Public Integrity Index' (Center for Public Integrity, 2004); the 'National Integrity Systems Country Study Report for South Africa' (Berlin: Transparency International, 2005) and the 'Record of the 2nd National Anti-corruption Summit' (National Anti-corruption Forum, 2005). http://www.info.gov.za/otherdocs/2003/corruption.pdf

encouragement towards good governance, to promote greater openness, transparency and accountability'.[8]

In 1998, the Directorate on Corruption in the Office of the National Director of Public Prosecutions was established, in addition to the independent bodies of the Auditor General's Office, established in 1996 and the Public Prosecutors' Office, established in 1995. A Code of Conduct for public servants has also been developed, which governs the relationship between the executive, legislature and public, as well as detailing standards for performance, personal conduct and the disclosure of financial interests.[9] A new addition was the launch of the Special Anti-Corruption Unit in the Ministry of Public Service and Administration in 2010. The Unit's aim is to 'provide a coordinated anti-corruption framework'.[10] This may go some way to resolving the efficiency and effectiveness problems that have beset by many of these anti-corruption agencies. In his address to the National Conference on Corruption and Governance in Nigeria on 21 January 2010, Advocate Thuli Madontsela, South Africa's Public Protector pointed out that it is important for anti-corruption agencies not to be 'beholden to the government of the day as this undermines their independence, objectivity and, needless to say, effectiveness'.[11] As such, South Africa has successfully developed a comprehensive anti-corruption strategy and a plethora of official units and institutions to address a wide range of corruption issues.

Still, corruption in the provision of social services remains an issue. In 2007, there were widespread social protests linked to allegations of rampant corruption and nepotism in local government structures.[12] This impression was corroborated in Transparency International's 2010 Global Corruption Barometer, which suggested that the degree to which the education sector is affected by corruption is perceived to be high by respondents: it achieved only 2.6 on a scale of 1 to 5, with 1 indicating highly corrupt and 5 indicating highly clean.[13]

[8] 'Baqwa, S., 'Anti-Corruption Efforts in South Africa' The Journal of Public Enquiry, 2001, p.21. available at http://www.ignet.gov/randp/f01c06.pdf
[9] Department of Public Service and Administration, 'Code of Conduct for Public Servants', 10 June 1997.
[10] Launch of the Special Anti-Corruption Unit, Birchwood, Boksburg, 25 November 2010; available at: South Africa Government Online, www.gov.za.
[11] Madontsela, T. (2010). Corruption and Governance Challenges: The South African Experience. The National Conference On Corruption And Governance Challenges, In Nigeria.
[12] Hirsh, J., 'Community Protests in South Africa: Trends, Analysis and Explanations', Local Government Working Paper Series No. 1. August 2010, Community Law Centre.
[13] Transparency International, 'Global Corruption Barometer' 2010, Berlin, 2010, p.45.

2 Methodology

The methodology for TISDA research into the education sector was inspired by a previous Transparency International programme called Africa Education Watch,[14] and subsequently further developed by the TI secretariat, the involved chapters and an international consultant.

A variety of tools were used to collect data on the existing rules and regulations and on the knowledge and practices of service providers and users. The study was implemented in four phases:

Phase 1: Key informant interviews, with leading education experts, teacher trade unions, education non-profit organisations and civil society.

Phase 2: Desktop study and focus group interviews with parents, School Governing Body members and principals in Bloemfontein and Zeerust, resulting in a desktop report providing background information on the South African education system.[15]

Phase 3: Pilot phase, primarily aimed at testing the methodology and instruments in five schools in the Northern Free State.

Phase 4: Development of the Risk Map took place in the first half of 2010; data were collected from education service users and providers, ranging from local to national levels.[16] Information included the knowledge, understanding and respect for rules and regulations as well as levels of perceptions and experience of corruption.

Research sample

The South African sample was drawn from three provinces – Gauteng, Mpumalanga and the North West Province – based on the assumption that these provinces are indicative of the South African education environment, and due to logistical and budgetary considerations. Districts within each province were selected using a balance of rural and urban environments. A total of 45 public primary schools were selected using the stratification process which included consideration of the various geographical and socio-economic manifestations of post-apartheid South Africa, i.e. urban, rural, former township areas, poorer disadvantaged and under-resourced schools, better resourced schools, etc. No private or farm schools were included, as the differences between these schools and public schools do not allow for a meaningful comparative analysis. A total of 1539 questionnaires were distributed to the following target groups (table 1).

[14] This programme ran over three years (2007-2010) in Ghana, Madagascar, Morocco, Niger, Senegal, Sierra Leone and Uganda. Africa Education Watch: Good Governance Lessons for Primary Education, (Berlin: Transparency International, 2010); available at: http://www.transparency.org/publications/publications/other/africa_education_watch.
[15] JET Education Services, 'TISDA Project: Outputs of a Preliminary Review', (Johannesburg: TISDA, 2009).
[16] These services users and providers were made up of parents, school governing body members, educators, learners, district officials and provincial officials.

Table 1: **Research sample: number (no.) of distributed questionnaires per province and target group**

Target group	Mpumalanga	Gauteng	North West
Children group	14	15	15
District officials	10	5	7
Parents	283	299	286
Principals	15	15	15
School information cards	15	13	12
Schools Governing Body group	14	15	14
Schools Governing Body individuals	68	72	70
Teachers group	14	15	14
Teachers individual	75	75	74
Total no of questionnaires			1539

Note: A total of 45 schools (15 per province) were targeted.

Research instruments – Quantitative and Qualitative

The research instruments were both qualitative and quantitative using the TISDA education research approach of stratified random sampling:

- Closed questionnaires for households, educators, principals, school directors, members of Schools Governing Bodies and district officers.
- Semi-open questionnaires for high level informants within the education system.
- Focus groups with relevant guidelines for group interviews with educators, School Management Teams, School Governing Body members and learners.
- School information cards for recording direct observations by researchers made at the school level.

All the data were collected and recorded by local data collection teams under the supervision of the national TISDA programme manager and appropriate national consultants. In each country, questionnaires were targeted to address the local context: in South Africa additional questions were included regarding the school nutrition schemes that are prevalent in primary schools.

Data Analysis

Data were collected regarding malpractice, corruption and the quality of services provided. A data analysis plan developed by Transparency International was used to allow information to be aggregated. By developing indicators, the information was converted into a score, to assess governance in schools and in the education sector in general. This method of scoring made it possible to produce a layered assessment of the situation concerning transparency and accountability in the management of basic school education resources at school, district, provincial, and national levels. Each school was considered the basic unit of analysis, providing for the accurate correlation of scores between different governance and performance indicators. Based on the information collected, a risk map was produced that highlights the reported relationships between all stakeholders with regard to the risk of corruption, poor governance and accountability.

The risk map highlights types of risks associated with certain transactions between actors. It helps to evaluate and compare risks in relationships among actors within an institution or system, and thus to identify priority areas for policy reform or operational procedures. It also shows gaps and weaknesses in existing governance mechanisms within the basic education system and pinpoints where action may be required to improve basic service delivery.

In developing the risk map, transactions with similar characteristics were grouped together under a particular indicator. Governance indicators include questions and characteristics related to integrity, transparency, accountability, participation, and capacity indicators. Each characteristic gets a score as a percentage of the maximum possible score which is then put on a scale from low to medium and high risk. The scores from each characteristic are aggregated to calculate an overall governance score. Whereas the governance risk map illustrates strengths and weaknesses in the governance system, the calculated grades of corruption show the stakeholders' perceptions of where corruption is located in the sector.

Validation of Findings

Before finalising the report, a validation process and peer review of the research findings was organised to allow stakeholders and experts to check the validity and accuracy of the research process and findings, and to discuss the conclusions and interpretations. TISDA research findings were presented to a range of stakeholders and experts in the three provinces the study was undertaken.

The findings were generally well received and supported by stakeholders. Areas such as educator absenteeism, poor parental involvement and late delivery of budgets and grants often generated a lot of discussion. These findings will be discussed in chapter 3 of the report. A more detailed account of the issues raised by participants in assessing the findings and work of TISDA in South Africa in general is presented in annex 2.

Methodological Limitations

The methodology employed was constrained by pragmatic concerns related primarily to time and budget; therefore some caution should be applied in interpreting the data. Some specific limitations include:

- The study is a perception survey. All findings are a reflection of the perceptions of the respondents, which may have been influenced by a variety of external factors, including the objectives of this research.
- The research instruments were designed to be applicable in a number of diverse countries with different systems, resulting in questions that were formulated in a non-specific way. Although this facilitates qualitative regional comparison, it also means that the country-specific data do not include adequately precise indicators, for example numerical records on educator absenteeism.
- Respondents were essentially conducting self-assessments which may have led to under-reporting in some cases (personal responsibility) and over-reporting in others (personal skills assessments).

3 Findings

3.1 The Education System and its Actors

The dawn of democracy in South Africa ushered in an era of hope, but also of immense challenge. In the subsequent drive to steer policy towards equity, quality, access and citizen participation in the governance of the country, the education sector became one of the key areas of focus. Policy reform included the White Paper on Education and Training (Department of Education, 1995), the South African Qualifications Act (Department of Education, 1995), and the National Education Policy Act (Department of Education, 1996). In addition, the South African Schools Act (Department of Education, 1996a) dealt with issues of management and governance of schools, and the National Norms and Standards for Schools and Funding (Department of Education, 1998) spelled out new funding norms and standards for schools.

As a result, these and many other legislative and policy reforms signalled the emergence of a new landscape of South African education. It has been a difficult road, with many costly mistakes along the way, but valuable lessons have been learnt and a system has developed with an emphasis on cooperative governance and power sharing mechanisms between national and provincial governments.

The Department of Education is responsible for education legislation and monitoring implementation by the Provincial Departments of Education. In 2009, the Department of Education was divided into the Department of Higher Education and Training.and the Department of Basic Education; each entity functions independently, with its own minister and budget. The Department of Basic Education is responsible for education from Grades R to 12; with the Department of Higher Education and Training taking responsibility for Further Education And Training in the Further Education and Training colleges, universities of technology, universities and sector education and training authorities.

National, Provincial and District Roles and Responsibilities

The Department of Education is responsible for determining policies, implementing education strategies and monitoring and evaluating the delivery of education by the nine Provincial Departments of Education. The South African Schools Act 1996 states that it is also responsible for defining the norms and standards for education planning, provision, governance monitoring and evaluation. The Provincial Department of Education allocate their own budgets based on the number of schools and students in their area, and are responsible for implementing policies and strategies and making funding decisions aligned with national policy.

The Constitution of the Republic of South Africa from 1996 states that the Department of Education has to ensure that there are sufficient school places for all learners between 7 and 15 years old, as

education is compulsory for all children up to Grade 9. To this end, the Department for Basic Education and the Provincial Department of Education must ensure that there is sufficient budget for the provision of classroom spaces and educators. Provincial Department of Education are not obliged to spend a particular proportion of their own budgets to meet national priorities, however. This means that funding allocations for education are based on the competing needs, challenges and priorities of each province.

The Provincial Departments of Education are structured differently in each province; some have two layers while others have three between the province and the school, and they have different names and functions attached to them. The scope and size depends on an assessment of need. Powers of Provincial Department of Education are devolved to district and regional offices and to elected Schools Governing Bodies responsible for school governance. For the purposes of this study the district level encompasses all the layers below the provincial level. The general functions of district offices are to support the curriculum provision at schools; to monitor and support schools in complying with policy; and to enhance the provision of quality education.

Roles and Responsibilities at the School Level

The Role of the Principal

The principal of a public school is entrusted with day-to-day management, including implementing educational programmes and curriculum activities; management of staff and learner teacher support materials; and safe-keeping records. The principal must render all necessary assistance to the School Governing Body so that it can perform its functions effectively.

The Role of the School Management Team

The School Management Team is responsible for organising and administering learning and teaching activities. Along with the principal it participates in all areas of school management, including managing staff, planning the curriculum, and assessing the performance of learners and educators. School management teams usually comprise heads of departments, the deputy principal and the principal.

The Role of the School Governing Body

In primary schools, Schools Governing Bodies comprise representative educators, non-teaching staff and parents. The school principal is an ex-officio member and does not have voting rights. Parents should constitute the highest number of members. There is also the opportunity to include additional outside members, who do not have to be the parents of children attending the school, in an advisory capacity, to increase skills and capacity. The mandate of the School Governing Body is to determine the admission policy, appoint staff and determine the school budget and fees.

Funding for Schools

The government allocates the single largest portion of its budget to education, about 5 per cent of GDP in 2011.[17] The proportion of the budget allocated to education has increased steadily over the last few years. The National Norms and Standards for School Funding provides for differential allocations, using poverty indicators, such as levels of income and dependence of communities on the state grant system.[18]

Along these poverty indicators schools are ranked in a quintile system from most poor to least poor, with the poorest schools receiving more of the budget per learner than the least poor schools, as shown in table 2. This is designed to address problems of inequality created by the apartheid policies. In 1991, the state expenditure for white learners was 4.5 times greater than spending on black learners.[19]

Table 2: School quintile and expenditure allocation 2009

Quintile	School Quintiles (from poorest poor to least poor)	Expenditure allocation	Annual allocation per learner for 2010 in ZAR	Annual allocation per learner for 2010 in US$ 1 US$ = ZAR 7
1	Poorest 20%	35% resources	R855	US$ 122.14
2	Next 20%	25% resources	R784	US$ 122
3	Next 20%	20% resources	R641	US$ 91.5
4	Next 20%	15% resources	R428	US$ 61.14
5	Next 20%	5% resources	R147	US$ 21

Source: Adapted from Government Gazette, 6 November 2009.

[17] The Economist (UK), 'South Africa's education system, No one gets prizes', 14 January 2010; available at: http://www.economist.com/node/15270976?story_id=15270976&fsrc=rss.

[18] The State Grant System is a social assistance programme ran by government provided in the form of financial awards to eligible individuals with eeligibility for each grant dependent on an income-based means test. Some of the grants available are: Old Age Pension, Disability Grant, Foster Child grant. See White Paper on Social Development (1997) available http://www.info.gov.za/view/DownloadFileAction?id=127937

[19] Vally, S. et al. 'Poverty and inequality hearings education theme: South African National Non-Governmental Coalition (SANGOCO)', (Commission for Gender Equality (CGE) and the South African Human Rights Commission, 1998).

In 2007 a no fee policy was introduced, targeting 40 per cent of the poorest schools.[20] In 2010, this was increased to 60 per cent of learners covering quintiles 1 to 3. Non-fee paying schools receive an allocation from the Provincial Department of Education to supplement the loss of fee income. The policy makes provision for families whose children attend fee paying schools to seek full or partial fee exemption. This has led to a dramatic increase in the number of children from poor families who attend school.

A national poverty distribution breakdown of the schools in the three provinces where the TISDA study was carried out is provided in table 3. Gauteng is the least poor of the three provinces with North West in the middle and Mpumalanga being the poorest of the three provinces.

Table 3: **National poverty distribution for provinces where TISDA research was conducted**

	National Quintiles				
	1 (poorest)	2	3	4	5 (least poor)
Gauteng	12.7	15.4	19.3	23.0	29.6
Mpumalanga	25.3	22.4	21.0	18.7	12.7
North West	23.5	23.4	18.7	17.0	17.3

Source: Adapted from Government Gazette, 6 November 2009.

Qualifications and Standards

The National Qualifications Framework is a mechanism by which the standards of training, learner achievement and qualifications are registered. Moreover, corresponding National Qualification Framework levels indicating learner progress and achievement are assigned to the various qualifications within the South African education system and monitored by the South African Qualifications Authority. Informal schooling begins with early childhood development, and formal schooling commences in Grade R and culminates in Grade 12, the final year of so-called 'further education'. Successful candidates are issued with the National Senior Certificate, the Matric; the 13 years of basic schooling results in an National Qualification Framework level 4.

[20] No Fee Schools in South Africa, Policy Brief No.7, 2009. Consortium for Research on Education, Access, Transitions and Equity

General Education and Training

This band comprises three phases: Foundation phase: Grades R, 1, 2 and 3; Intermediate phase: Grades 4, 5 and 6; and Senior Phase: Grades 7, 8 and 9.

In accordance with the South African Schools Act, schooling is compulsory for all learners from the age of 7 to 15 or the completion of Grade 9, after which there is a choice to continue with further education. Generally, learners that leave the school system at Grade 9 are able to follow the artisan training process through apprenticeships at a further education training college.

Further Education and Training

This band addresses Grades 10 to 12 for learners aged 16 to 18 years. Grade 12 culminates in a National Senior Certificate which is registered and recognised as National Qualification Framework level 4. This band further includes career-oriented education and training offered by further education and training colleges outside ordinary schools, including technical colleges, community colleges and private colleges. Attendance at these institutions is voluntary. They cater for youths and adults, offering an academic curriculum, as well as a range of vocational subjects including apprenticeships and learnerships. Further education and training diplomas and certificates are generally registered and recognised as National Qualification Framework level 4 and 5.

Higher Education and Training

This band addresses tertiary education where entry into higher education institutions requires a Grade 12 pass with exemption/university entrance compliance. The institutions offer full- and part-time courses at the various academic universities, universities of technology and numerous private higher education institutions. All qualifications are aligned with the South African Qualifications Authority National Qualification Framework and are generally recognised internationally in accordance with international academic standards.

School Provision in South Africa

According to Table 4 there were a total of 24,451 public schools in South Africa in 2010 (a drop from 25,906 schools in 2009). These schools cater for 11,809,355 learners and employ 389,329 educators; this number includes both, state paid and School Governing Body paid educators.

Table 4: **Number of learners, educators and schools, and learner educator ratio and educator school ratio in the ordinary public school sector by Province in 2010**

Province	Learners	Educators	Schools	Learner Educator Ratio State & Schools Governing Body paid Educators	Educator School Ratio State paid Educator	Learner School Ratio	
Eastern Cape	2 003 129	66 626	5 588	30.1	31.2	11.9	358
Free State	638 756	23 016	1 422	27.8	29.5	16.2	449
Gauteng	**1 776 925**	**57 423**	**2 013**	**30.9**	**34.3**	**28.5**	**883**
KwaZulu-Natal	2 743 979	87 466	5 927	31.4	32.9	14.8	463
Limpopo	1 660 700	55 992	3 965	29.7	30.1	14.1	419
Mpumalanga	**1 013 760**	**33 245**	**1 838**	**30.5**	**31.7**	**18.1**	**552**
Northern Cape	266 296	8 617	597	30.9	32.7	14.4	446
North West	**746 096**	**25 074**	**1646**	**29.8**	**31.4**	**15.2**	**453**
Western Cape	959 714	31870	1 455	30.1	35.7	21.9	660
South Africa	**11 809 355**	**389 329**	**24 451**	**30.3**	**32.2**	**15.9**	**483**

Source: Adapted from Education Management Information System, School Realities 2010, Department of Education.

In 2010, the national average learner educator ratio was 30.3:1, including all educators in public schools, both state-employed and those employed by Schools Governing Bodies. While the average falls within national and international benchmarks, there are sometimes differences between provinces as for example, a learner educator ratio of 29.5 state paid educators in the Free State and 34.3 state paid educators in Gauteng.

National School Nutrition Programme

Another important measure, the National School Nutrition Programme was introduced in 1994 to provide access to food and basic nutrition in poorer schools. The National School Nutrition Programme aims to improve learner outcomes by enhancing active learning through school attendance and punctuality, and to reduce hunger by alleviating the effect of malnutrition on learners. The programme is currently being implemented every day in all primary schools and some Provincial Departments of Education have also implemented the programme in secondary schools. According the Department of Education's annual report for 2009/2010, a total of 7,219,767 learners in 20,943 public primary schools benefited from the National School Nutrition Programme.[21]

Section 20 and Section 21 Status

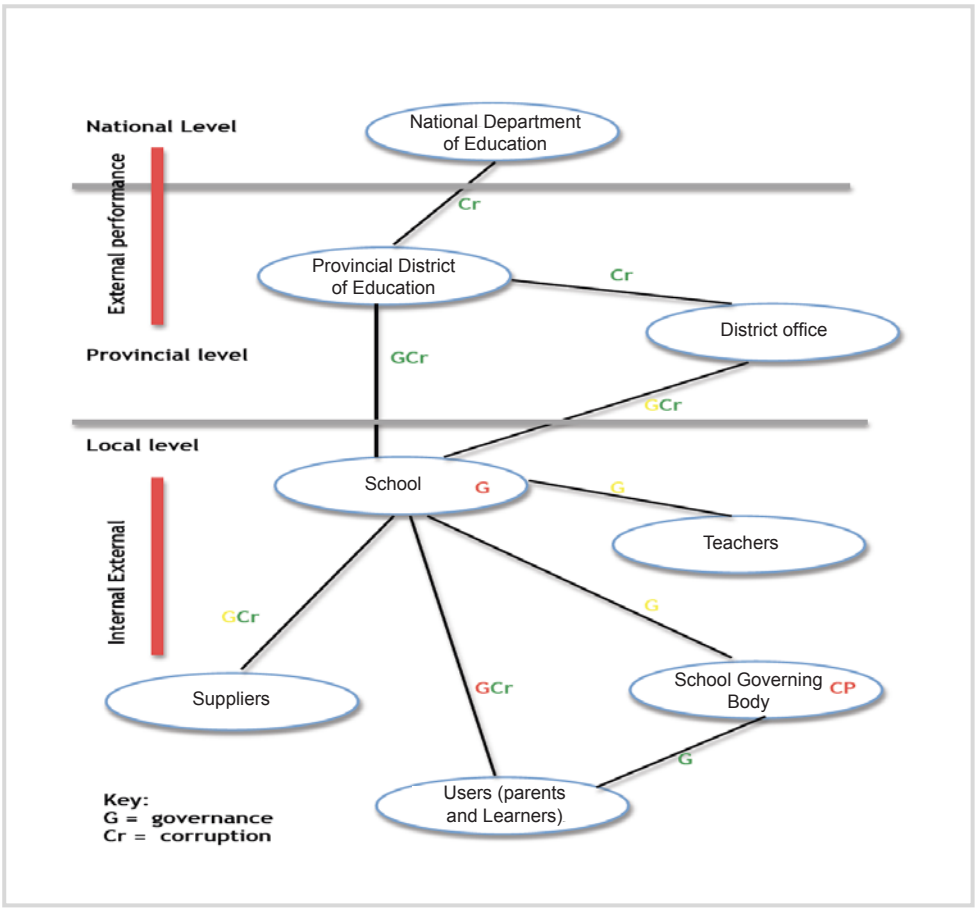
The South African Schools Act established two types of public school: section 20 and section 21 schools. Section 20 schools receive only a paper budget; they submit this budget to the Provincial Department of Education and it contracts suppliers and procures goods on their behalf. With greater autonomy than section 20 schools, section 21 schools receive their budgets directly into their own bank accounts and have the responsibility to manage their accounts themselves. The responsibilities schools obtain under this section include ordering stationery and textbooks, paying water and lighting accounts, and undertaking their own maintenance. Furthermore these schools can also decide what subjects the school offers, as well as what sports and other extracurricular activities. Considering the enormous responsibilities of the Schools Governing Bodies of section 21 schools, the provincial heads of departments have the responsibility to ensure that they have the capacity to manage their own finances. Financial statements of all schools in South Africa must be audited annually by a registered auditor approved by the Member of the Executive Council.

[21] Annual Report, Department of Education, 2010; available at: http://www.info.gov.za.

3.2 Risk Map

The risk map below shows the governance and corruption scores in the transactions in the South African basic education sector, based on the findings from the main research phase in the three provinces.

Figure 1: South African Governance Risk Map



All indicators are presented using the same scale where low score equals low risk and high score equals high risk. These indicators and scores for schools participating in the study are presented in table 5.[22]

[22] The governance indicator is averaged combining the lack of accountability, lack of integrity, lack of transparency, lack of participation, and capacity. The scores are categorised according to different relationships starting with the national to provincial, to Schools Governing Bodies. The gaps in the table mean that the research did not explore the specific characteristic for that relationship. Both, the national to provincial relationship and the provincial to district relationship were assessed only in terms of corruption and are therefore not scored on governance. The scores for the national to provincial for governance are not reflected because the interviews conducted at this level were mainly qualitative and did not follow the same format as the interviews at the lower levels. The scores in the table are the basis of the risk map.

Each indicator is assigned a score as a percentage of the maximum possible score. It is a composite based on responses from all questionnaires, all respondents and all questions measuring the indicator. Score 0 means that none of the responses indicates that there is potential governance problem in a relationship, while score 100 means that all of the responses indicate that the problem exists.

Each indicator gets low, medium or high risk and performance grades. If the score of an Indicator is below 20 per cent, it indicates low risk (green). If the score is from 20 per cent to 40 per cent, risk is medium (yellow). If the score is above 40 per cent, risk is high (red).

Table 5: National score of indicators

	Governance							
	Lack of accountability	Lack of integrity	Lack of Transparency	Lack of Participation	Capacity	Average Governance	Performance	Corruption risk
National<>Province								4
Province<>District								3
Province<>School	9		6			7		14
District<>School	25	58	33			38		11
School<>External actors		27				27		7
School<>SGB*	52	7				29		
School<>Teachers	50	5		40		32		
School<>Users	58	21	50	59		38		15
SGB*<>Users	8	6		55		23		
System							40	
School					58	59	41	
SGB*					78	76		
		0-20	*LOW*	20-40	*MEDIUM*	40-100	*HIGH*	

* School Governing Body

A summary of the risk map indicates that:

- High risk areas are predominantly at the school level, especially in the relationship between the school and its users. Here the map raises red flags in the areas of lack of accountability, lack of participation, capacity and performance. Problems are mainly related to issues of accountability, the application of rules and procedures, and low levels of participation. Only 63 per cent of educators participate directly in financial planning and less than 70 per cent have access to the financial information of the school. Low levels of participation, coupled with irregular attendance at School Governing Body meetings by members, contribute to poor levels of accountability.

At the district/provincial level, the governance risk is medium, with a high risk in integrity mechanisms, indicating that rules and standards are not well known.

- Capacity perceived as low: There is a major problem with capacity of school governance mechanisms, particularly in the Schools Governing Bodies.

- Corruption risk is generally perceived as low, especially at the higher administrative levels of the education system between the Department of Education, Provincial Department of Education and the district offices. There is a slightly higher perception of corruption at the lower levels in schools.

3.3 Risk Map Analysis

Department of Education and Provincial Departments of Education

The risk of corruption is perceived as low in the relationship between the Department of Education and the provincial departments of education, due to systems and processes with clear checks and balances in place to limit abuse. There is generally a high level of transparency and accountability: the Department of Education's policies and regulations are readily available to the public through its website and it also holds regular meetings with the Provincial Department of Education, enabling strong communication between these tiers.

A particular strength can be identified in the transparency of budgets and financial flows. The South African budget process has been ranked number one out of 94 countries assessed in the Open Budget Index survey, which measures levels of transparency and accountability in budgeting processes.[23] This is partly due to the effectiveness and functional independence of statutory bodies, such as the Auditor General and the Fiscal and Financial Commission that ensure constant monitoring on allocation and expenditure of state finances.

Audit exercises have shown that the Department of Basic Education has received unqualified audits in each of the last five years: in stark contrast, only 91 of the 256 government departments and public entities achieved a clean audit in March 2009.[24] Despite this success, the picture in the provinces, where the bulk of education delivery takes place, is bleak. Of the nine Provincial Departments of Education, only three were given clean audits in the financial year 2009-2010: the Western Cape, Gauteng and KwaZulu-Natal; and the North West and Mpumalanga were ranked among the worst performing.[25] According to Ms. Meisie Nkau, a business executive at the Auditor General's Office, there are many control and management failures that 'open gaps for fraud and for irregular and wasteful expenditure'.[26]

Three qualitative interviews were held with high level officials to solicit their views on corruption and governance issues at the different levels. According to two of the officials interviewed, the highest corruption risk in the education system exists at the provincial level and pertains to embezzlement of funds. They further expressed a concern that the allocation of budgets and grants to schools are

[23] International Budget Partnership, 'Open Budget Survey 2010'; available at: http://internationalbudget.org.
[24] Boyle, B.,'Government audit disaster'; 2010, available at:www.timeslive.co.za.
[25] Ibid.
[26] Mokone, T & Davids, N., '44bn disappears'; 2010, available at: www.timelslive.co.za.

usually delayed resulting in schools having to scramble for resources at the beginning of the academic year. One official explained that this is a result of two problems: 'administrative inefficiencies' at the provincial level; and late submission of audit statements by schools. Audit statements are required before a new grant can be given to schools. One of the officials indicated that the provinces appear to be only concerned with the submission of audited statements, rather than the findings of the audit itself. He went on to explain that it is not unusual for audits to be concluded without reference to the asset register. As such, little is being done to address audit queries and improve financial management at the school level.

Provincial and District Departments

The assessment of the relationship between the provinces and districts was limited to corruption. There are low perceived levels of corruption and issues relate primarily to delays in the process of distributing funds to schools and the dissemination of information.

District officials are concerned about the timely distribution of grants to schools. Each of the district officers interviewed acknowledged that schools experience delays of some kind, with 38 per cent admitting that schools always experience delays.[27] District officials also expressed concern that schools sometimes receive less money than has been approved for their budgets; a view that was corroborated by almost 40 per cent of principals. This is often due to changing budget priorities at the provincial level, but a district official in Mpumalanga noted that 'this year was very bad; we had problems writing exams',[28] and another told how a principal was 'running the school with his credit card'.[29]

District officials also commented on the no fee policy: 63 per cent indicated that it is not working as it should. One of the reasons they provided for this, was that the schools were not being allocated sufficient funds to meet their needs. Despite this, the majority were quick to point out the impressive gains in access to schooling as a result of the no fee policy.

The dissemination of information by provincial offices causes problems for schools: schools bemoan that they are informed short-noticed about the allocation of grants or their delay, negatively affecting school planning and operations. The district is responsible for communicating such delays, but according to one district official, 'the province does not inform us about anything; communication is bad'.[30] As a result, 27 per cent of the district officials acknowledged that they do not inform schools about their budgets or amendments to their budgets. A further 31 per cent admitted that even where they do inform schools, they do so late; perhaps a couple of months after they receive the information.

[27] A further 13 per cent said schools often experience delays and the rest, 50 per cent saying there are sometimes delays.
[28] A district official during a TISDA survey interview.
[29] A disitrict official during a TISDA survey interview.
[30] A district official during a TISDA survey interview.

In an extreme case, one district official reported an instance where the province had sent a building contractor to a school to build an administration block on a site where there already was one, without informing either the school or the district. The construction of school buildings was highlighted as posing the highest risk of corruption at the provincial level by 57 per cent of principals. This risk relates to widespread problems of tender rigging and manipulation within the construction sector in general. The head of audit at the Auditor General's Office reported to Parliament that 'the biggest failure of many departments is the management of capital assets, including land, buildings and equipment'.[31]

Finally, district offices are generally thought to be over stressed and poorly resourced. While significant progress has been made to turn around the widely held belief that districts are 'orphans of the education system',[32] lack of resources and high vacancy rates are common in many districts limiting their ability to carry out their oversight and support responsibilities.

Provincial Departments and Schools

The relationship between provincial departments and schools shows medium levels of performance risk, and low levels of corruption. One of the main issues reported, was the lack of support for basic infrastructure provided to schools. The Department of Education has introduced an Accelerated Schools Infrastructure Delivery Initiative that aims to fast-track the provision of basic infrastructure, but challenges remain huge in many parts of the country. For instance, 76 per cent of principals reported not having the required facilities to run their schools and a further 52 per cent of learners indicated that they are not always provided with a desk. According to the National Infrastructure Management System report in 2009, 3,600 schools did not have an electricity supply, 2,444 did not have a water supply and only 8 per cent had stocked and functional libraries (out of the total number of schools – 24,451 - indicated in table 3).[33]

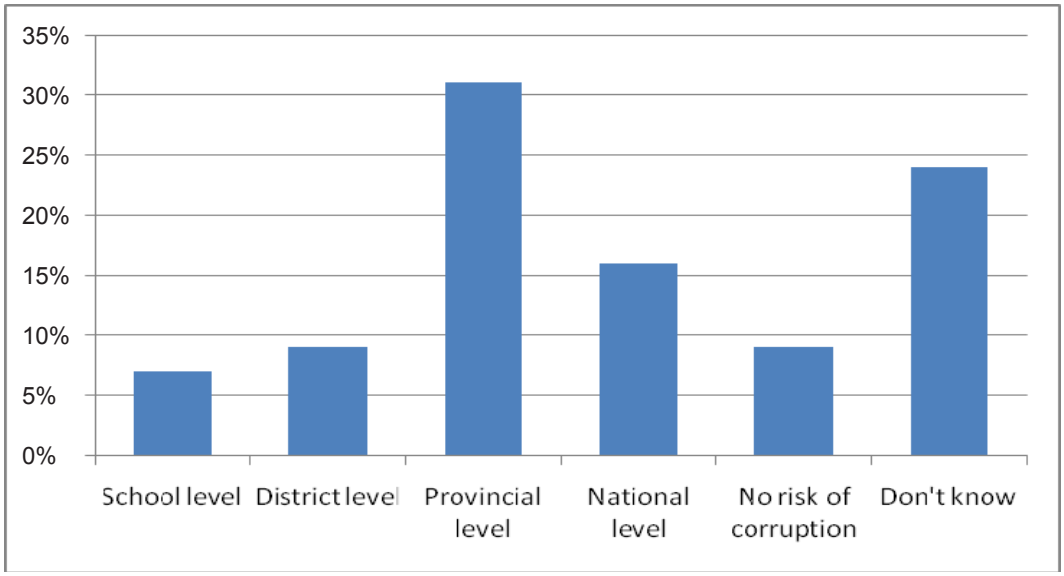
Of the learners surveyed, 34 per cent reported that their schools are poorly maintained, and a further 25 per cent claimed that their schools were unsafe. Educators at Nkonjane Primary School in Mpumalanga reported that they have to lock themselves in their classrooms for fear of being robbed or raped, as the school has not had a security fence for the last couple of years. In response to these problems, the Department of Education is considering the introduction of a minimum package for the maintenance of school buildings, which could go a long way towards improving the difficult conditions under which teaching and learning takes place.

According to many of the respondents, the highest risk of corruption (mentioned most frequently, but still only occasionally in absolute terms) is the embezzlement of funds at the provincial level. This assertion was made by principals (31.1 per cent), supported by educators (20 per cent),

[31] Bailey, J. (2010), in Boyle, B.,'Government audit disaster'; 2010, available at:www.timeslive.co.za.
[32] Robert, J., 'District Development: The New Hope for Educational Reform', (Johannesburg: 2001). JET Education Services
[33] National Education Infrastructure Management System Report, Department of Education, 2009.

Schools Governing Bodies (13 per cent) and district officials (approximately 25 per cent). One district official suggested that provincial procurement officials 'often bypass claims procedures', and that in the case of school transport they would pay claims from contractors without the required district official signature, in violation of the procedures.

Figure 2: **Percentage of principals who perceive embezzlement of funds to be a risk of corruption at the different levels of administration**



Principals also considered high risks of corruption at the provincial level in relation to the procurement of textbooks and other educational materials, staff remuneration and the construction of school buildings. This perception appears to be supported the Auditor General's report in 2009, which stated that there were 'total failures of internal controls' in many provincial departments of education.[34]

In addition, approximately 33 per cent of School Governing Body members reported that schools often or sometimes receive less money from higher administrative levels than originally budgeted. When asked how much money schools receive when their budgets are reduced from what was previously approved, principals reported that in:

- 18 per cent of cases they received almost all;
- 2 per cent of cases they received more than half;
- 2 per cent of cases they received half; and
- 7 per cent of cases they received less than half of the approved budget.

[34] Nkau, M., in Mokone, T & Davids, N. (2010), '44bn disappears'; available at: www.timelslive.co.za.

The main reason for these reductions in budget allocation is due to changing priorities in provincial budgets. Only 29 per cent of principals interviewed, reported that their school funds arrive on time; 22 per cent reported that funds 'mostly arrive on time, but that there are sometimes delays'; 16 per cent stated that funds 'sometimes arrive on time, but that there are usually delays'; and 27 per cent reported that funds 'never' arrive on time. Of the sample of School Governing Body respondents, 66 per cent thought that the question relating to the timeliness of funds was not applicable to them, 5 per cent did not know; and 7 per cent did not answer the question. This perhaps suggests a lack of skills and knowledge among School Governing Body members who, according to the policy, are responsible for the financial management of schools.

Budget allocation delays: when deviation becomes the norm

A principal was asked during an interview if the school ever receives the budget allocation late. To which he retorted confidently – Never! Upon further probing it turned out that the budget always arrives in August, five months after the new financial year. The budget arrived every year at this time and therefore became the new on-time, a classic case of deviation from the norm that has become the norm.

District Officials and Schools

There is a medium perceived risk in accountability and transparency and a high risk in the integrity systems that manage the relationships between schools and district officials. According to principals, 97 per cent of all school financial accounts were inspected by departmental offices in the last financial year; of these, 90 per cent were accepted. This contradicts the findings that 22 per cent of schools do not record income from fees and only 55 per cent of schools record income from sales and services. Therefore, either district officials do not know how to conduct financial inspections effectively; or they simply overlook these cases and consider them minor infractions.

Principals were asked whether, according to existing regulations, a school would receive sanctions if it does not comply with national legislation and codes of practice relating to financial management: 64 per cent responded 'yes', 31 per cent 'no' and a further 4 per cent did not know. This suggests that although measures exist to sanction non-compliance, a considerable number of principals do not believe they will be enforced. This may signal a lack of will for enforcement among district officials: according to one researcher, there is a tendency for district officials to 'soften the rough edges of policy effects on schools'.[35]

That a staggering 31 per cent of principals suggest that there are no sanctions for non-compliance illustrates that there is considerable lack of respect of policies, posing a major risk for governance and corruption. If one takes into consideration such matters as the absenteeism of educators and its knock-on effect for effective education, one is struck by the seriousness of the problem. The World

[35] Narsee, H, 'The common and contested meanings of education districts in South Africa', 2006, University of Pretoria. (Unpublished doctoral thesis).

Bank's Africa Development Indicators 2010, classifies this type of behaviour as 'quiet corruption', and according to this report, it refers to the 'failure of public servants to deliver goods and services paid for by governments'. It goes on to say that this type of corruption, although it does not make the headlines is nevertheless, silent but lethal.[36]

Delays in grants and budget allocations to schools are not communicated effectively: school district officials suggest that 69 per cent of schools are informed on time, but up to 31 per cent of officials inform schools after the fact. The officials also emphasised the importance of schools submitting their audits on time. In one instance in the North West, a school submitted its audit in June, two months after the start of the financial year. District officials bemoaned the lack of resources to support schools in improving their financial management capacity. Only 46.7 per cent of principals reported having received financial training in Mpumalanga, compared to 86.6 per cent in Gauteng; and only 48.8 per cent of all principals surveyed felt they were fully skilled to handle the financial management of their schools.

Approximately a third of principals reported that the highest risk of corruption pertaining to staff discipline, promotion and posting was at the district level. This may be explained by a lack of educators: 48 per cent of principals stated that they do not have enough. Some district officials also pointed out the high level of influence wielded by teacher unions in the appointment of educators at the schools level. It is encouraging to note, however, that district officials conduct regular school visits for monitoring and support: only 2.2 per cent of principals said they were not visited in the last academic year with 11 per cent not having answered the question. These visits by district officials aimed at curriculum or governance support range from 1 to 50 times in the last academic year.

Schools and Schools Governing Bodies

There is a lack of accountability and possible participation problems in the relationship between schools and their governing bodies. Although the South African Schools Act envisioned a system where schools would be community owned and controlled, one district official stated that communities still perceive schools as belonging 'to government and teachers'.

According to 86 per cent of parents, they had been invited to attend a formal school meeting in the previous year. A further 88 per cent of parents acknowledged that they have equal opportunities to participate in decision-making and 76 per cent reported that they feel they can influence planning decisions. According to one parent, the lack of parental participation is because 'government… has taken all the responsibility of the parents to itself'. The lack of parental involvement poses a risk of corruption, as parents are not sufficiently involved to be able to monitor or support the activities of

[36] World Bank, 'Africa Development Indicators 2010', Washington DC, 2010

Schools Governing Bodies. This is especially important given the reported instances of abuse of power by Schools Governing Bodies (see textbox below).[37]

School Governing Body members by syndicate: A case of representation for manipulation of resources

In one of the townships in the North West, evidence of the manipulation of resources has resulted in some parents with influence and experience in the workings of Schools Governing Bodies forming a syndicate with the aim of controlling the maintenance of school building budgets in all the local schools. The modus operandi is reportedly that the members of the syndicate lobby and make themselves available to be elected into Schools Governing Bodies, in particular as chairpersons.

This has resulted in collusion, whereby when a tender contract is advertised for a school, a member of the syndicate representing another school submits a bid and is often selected, due to the fact that they have insider knowledge of the 'lowest bidding price'. This assistance in winning tenders would then be reciprocated when a tender is announced at another school. This appears to have been going on for some years now and was recently reported to the Provincial Department of Education, which has reportedly launched an investigation.

Source: Information provided by a North West principal at the North West validation seminar, Mafikeng, January 2011.

Internal problems relating to Schools Governing Bodies are observable through evidence of irregular attendance at meetings by members. Only 34 per cent of the Schools Governing Bodies interviewed indicated that their members attend regularly. This is particularly worrying given that other research indicates that school principals and governing body chair people sometimes take decisions regarding school finances outside these meetings.[38] It was reported by educators that some principals control Schools Governing Bodies, and chairpersons merely rubber-stamp decisions made by the principal.

When asked whether utilities are paid on time, 53 per cent of School Governing Body members indicated that they were. There is great disparity between the provinces, however: 90 per cent of Schools Governing Bodies in Gauteng indicated that utilities are paid on time, while in the North West none indicated that they were paid on time. Furthermore, overall 50 per cent of School Governing Body representatives indicated that the utilities are mostly paid on time and another 50 per cent did not know. This is a considerable concern given that the payment of utilities is within the remit of Schools Governing Bodies, signalling considerable lack of capacity.

[37] Botha, RJ., 'Perceptions with Regard to the Responsibilities of School Principals in the Democratic Management of South African Schools', International Journal of Educational Administration. Volume 2, Number 3, (2010), pp. 573-587
[38] Maluleka, J, 'The capacity of Schools Governing Bodies in rural schools in the Moretele district of the Nkangala Region', 2008, University of South Africa.

Table 6: Perception of knowledge and respect of rules according to Schools Governing Bodies

Item	School fees	Textbook charges	National school nutrition programme	Fee exemption	Schools Governing Body roles responsibilities	Schools Governing Body elections
Knowledge	85%	74%	84%	70%	91%	95%
Respect	72%	68%	79%	78%	82%	90%

Table 6 indicates that the respect for and level of knowledge of Schools Governing Bodies for rules varies considerably. Given that the areas in the table are amongst the responsibilities of the Schools Governing Bodies, it is disturbing and disappointing that one out of four believes that rules related to text books are not known and that one out of three thinks that rules related to fee exemption are not respected.

The table highlights two particular areas of concern: textbook charges, where one out of four of the interviewed Schools Governing Body members considers that the rules are not known and one out of three that they are not respected; and school fee exemption, where one out of three considers that the rules are not known, and one out of four that they are not respected. This would indicate a considerable risk to governance when School Governing Body members are not in a position to effectively execute their roles and responsibilities.

In order for representatives of Schools Governing Bodies to discharge their roles and responsibilities effectively, they must be empowered to improve their capacity levels. Given the low levels of literacy and basic skills in many communities, some Provincial Departments of Education have implemented training programmes for new members. Figure 3 shows the responses of members to the training they had received.

Figure 3: Training received according to Schools Governing Bodies

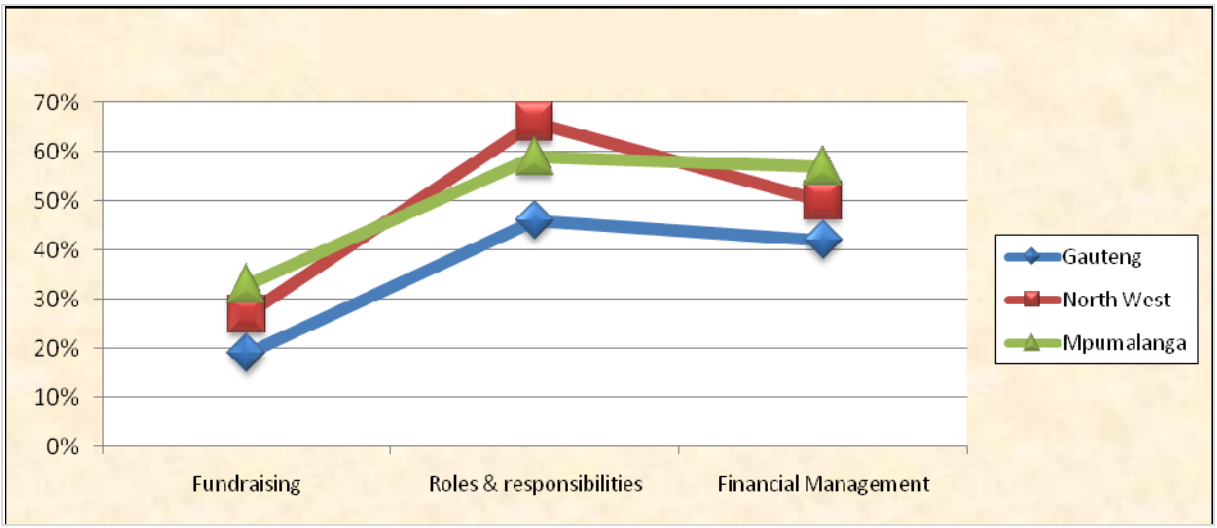


Figure 3 paints an unflattering picture of the current level of training in the three provinces: Although 57 per cent of the members have been trained in their School Governing Body roles and responsibilities, additional training in areas of fundraising and financial management has not been effectively addressed.[39] The graph demonstrates that Gauteng lags behind the other two provinces in terms of its investment in training; but it is in the province of Mpumalanga, where the most training has been conducted, that respondents were least confident of their skill levels. This may be because Gauteng has more skilled parents than the other provinces, thereby requiring less basic training, or it may reflect on the quality of training provided in Mpumalanga. As one principal remarked, 'often people doing the training are not very well informed'.

In relation to corruption, School Governing Body members identified the following areas of concern for schools. According to table 7, staff absenteeism ranks highest, followed by sexual harassment of learners. It is clear that the vast majority (78 per cent) of these areas relate to staff behaviour.

Table 7: Top areas at risk of corruption according to Schools Governing Bodies

Top areas at risk of corruption	
Staff absenteeism	35%
Sexual harassment of learners	29%
Misuse of school funds	27%
Ghost learners	24%
Sexual harassment of educators	20%
Staff discipline and promotion	19%
Staff appointments	18%

[39] Only 26 per cent of Schools Governing Bodies have been trained in fundraising, and on 34 per cent in governance.

The respondents highlighted the fact that the management of schools requires more support from the government. These areas of concern affect the education system as a whole; both Schools Governing Bodies and principals have the responsibility to ensure that they provide environments conducive to teaching and learning and where educators are safe from harassment and seen as professionals.

School Principals and Educators

Communication between principals and their staff appears to be effective. When educators were asked who they would approach if they were faced with management irregularities, the majority responded that they would report these to principals. Furthermore, approximately 95 per cent of educators reported that they receive their salaries on time and 88 per cent reported receiving the correct amount. However, only 63 per cent reported that they were involved in school budget planning processes, and only 67 per cent receive reports on financial budgets and expenditure. The relationships between the schools and educators indicate problems relating accountability and participation. One of the major problems relates to the prevalence of authorised long term absences and the slow processes in addressing those. 27 per cent of principals say that educators are absent 'very often', 71 per cent say they are 'sometimes' absent and 2 per cent say they are 'never' absent. The vast majority of these absences (93 per cent) are authorised due to illness, approved training or other factors, reflecting the prevalence of disease, such as HIV/AIDS and tuberculosis in South Africa.

Table 7 illustrates the comparison between the principals and the educators' perception of knowledge of the rules in schools in general and their perception of the respect for these rules. According to this, there is a difference between the level of knowledge of rules on the one hand and the respect for rules on the other. Compared to 95 per cent of principals, only 76 per cent or three out of four educators think rules and procedures are well known: the difference between educators and principals' perception of knowledge and respect also shows that even when rules are known, they may not always be respected.

Table 8: **Comparison between principal and educator perception of knowledge and respect for rules**

Item	Actor	School fees	National school nutrition programme – school feeding	Fee exemption	Schools Governing Body elections	Schools Governing Body roles responsibilities
Knowledge	Teacher	77%	74%	55%	90%	84%
Respect	Teacher	52%	65%	45%	82%	68%
Knowledge	Principals	100%	93%	84%	100%	100%
Respect	Principal	80%	80%	69%	89%	78%

Non-compliance with rules is a tendency that appears to be widespread and has a direct impact on the users of the education system. Mechanisms to address lack of knowledge and compliance are sometimes cumbersome and take time to implement. Furthermore, the authority to deal with non-compliance rests with the provincial education departments, and is not effectively delegated to principals and Schools Governing Bodies, resulting in delays in decision-making and resolution of disputes.

Table 8 shows that one out of two educators believes that rules related to fee exemption are not known and respected. One out of ten considers that the rules governing Schools Governing Body elections and the roles and responsibilities of the Schools Governing Bodys are not well known and in average one out four educators doesn't think these rules are respected. According to educators, Schools Governing Bodies do not always comply with procedures, providing a situation conducive to manipulation and mismanagement.

Table 9: Perception of knowledge of rules and respect among educators: teacher attendance and behaviour

Item	Rules about teacher attendance	Rules about teacher behaviour
Knowledge	95%	95%
Respect	72%	72%

Educator attendance and behaviour are critical factors in the delivery of quality education. Despite a good knowledge among educators of rules concerning attendance and teacher behaviour, educators themselves believe that more than one out of four educators does not respect the rules. In Gauteng, it is less than two out of three. This indicates that governance mechanisms in school are lacking and staff non-compliance and lack of respect for rules represent a high risk.

Schools and Suppliers

There is lack of integrity and a risk of corruption in the relationship between schools and suppliers. This risk derives from the absence of appropriate mechanisms to regulate these relationships, or the failure to consistently apply such mechanisms where they exist. According to the South Africa Schools Act, a school has the legal capacity to enter into contracts. Since Schools Governing Bodies act on behalf of schools, they are responsible for ensuring the soundness of contracts that they enter into with suppliers. Given the legal implications of this statute, it is important that schools have well developed financial management policies and controls to ensure the sound management of contracts. Only half of the principals (49 per cent) reported having a procurement policy in place, however, underscoring the importance of training in financial management. Furthermore, when asked whether schools had mechanisms to compare suppliers only 70 per cent of Schools Governing Bodies said yes, suggesting that many schools merely compare prices when deciding on tenders for contracts. Despite these apparent weaknesses, in many cases, the relationship between suppliers and schools would be managed by the provincial offices, or district offices, reducing the overall risk in this area.

Schools and Users (Parents and Learners)

A comparison of the perception of the levels of knowledge between parents and School Governing Body members illustrates significant differences. Only one out of two parents believe that rules on Schools Governing Body elections and of the roles and responsibilities of Schools Governing Bodies are well known and respected. This is alarming given that the Schools Governing Bodies are meant to represent their interests. An official from a Provincial Department of Education bemoaned this situation, claiming that, ‘parents they sit back and believe that everything will be done for them’. As a result, parents are unable to hold Schools Governing Bodies accountable for their actions.

Table 10: **Comparison of perception of knowledge and respect of rules among Schools Governing Bodies and parents**

Item	Actor	School fees	National school nutrition programme - school feeding	Fee exemption	Schools Governing Body elections	Schools Governing Body roles responsibilities
Knowledge	Schools Governing Body	85%	84%	70%	95%	91%
Respect	Schools Governing Body	72%	79%	78%	90%	82%
Knowledge	Parents	65%	60%	45%	63%	54%
Respect	Parents	53%	56%	39%	58%	49%

When considering the issue of parental and community involvement in the education system, it is important to take into account the various factors that encourage or inhibit effective engagement. Research studies conducted in a number of countries reveal a host of conditions affecting participation, such as parents' socio-economic status, education level and their access to information.[40] A study in Gauteng province, found that the language of parents affected their engagement.[41] Other research has demonstrated that parents are most likely to be involved directly in the education of their children, rather than through formal structures.[42]

Another important element in analysing ways to better involve parents is to review some of the established views on the nature of different types of parent participation. Generally parents, particularly the poor and illiterate, lack the skills to successfully engage in decision-making processes relating to school finances and other school planning mechanisms. As a result, alternative ways need to be explored. A study of parental involvement in South Africa has demonstrated some creative ways to involve parents, such as linking school business to community needs. The findings revealed substantial improvements in teaching and learning environments.[43] Further research has demonstrated that principals and educators would like to see more

[40] Naidoo, J.P., 'Educational Decentralization and School Governance in South Africa'. *From Policy to Practice* (Paris: UNESCO International Institute for Educational Planning, 2005); Le Bahn, J., 'Education and parental involvement in secondary schools: problems, solutions and effects', (Education Psychology Interactive, Valosta State University, 1995); available at: www.chiron.valdosta.edu/whuitt/files/parinvol.html.
[41] Lemmer, E. M., 'Parent involvement in teacher education in South Africa', in *International Journal about Parents in Education,* 2007, Vol.1, No. 0, pp. 218-229.
[42] Epstein, J.L. 'School/family/community partnerships: Caring for the children we share', in *Phi Delta Kappan*, May 1995: 701-712.
[43] Lemmer, E. M., 'Parent involvement in teacher education in South Africa', in *International Journal about Parents in Education,* 2007, Vol.1, No. 0, pp. 218-229.

participation of parents, to anchor and complement the teaching and learning that takes place in schools.[44] They would appreciate more engagement in the form of assistance with homework and the positive stimulus of reading books. An enabling culture at home could assist in creating and maintaining a fertile foundation upon which effective teaching and learning can take place.

Table 11: Learners views on accountability and possibilities for participation in schools

Response	Are you consulted: school rules and regulations	Can you complain if teacher not doing job	Do you know how to complain	Do you have all textbooks/ materials	Do you have a desk and a chair
Yes	61%	61%	72%	50%	52%
No	34%	25%	9%	40%	48%

Table 11 shows the learners views on accountability and possibilities for participation in schools. One third of the learners indicate that they are not consulted when rules and regulations are considered and developed and only one out of two reports that she actually participates in the consultation processes. This could be because learner representative councils do not exist at primary schools, so there are limited avenues for participation.

One out of four feels that she cannot complain if she feels that the educators are not performing properly, and one out of ten says she does not know how to complain.

Finally, table 11 shows that an alarming number of learners, four out of ten, indicate that they do not have enough textbooks and other learning materials and another one out of two reports not having a desk or chair. This is particularly concerning as the Southern African Consortium for Measuring Education Quality 2, clearly shows that increased access to adequate infrastructure increases learner performance.[45]

3.4 Emerging Thematic Issues

The analysis of corruption risks in the relationships involved in providing basic education has highlighted some thematic issues that are important for a complete picture of the education environment.

[44] Beane J. and Apple M., 'The case for Democratic Schools', in Beane J. and Apple M., *Democratic Schools: Lessons from the Chalk Face* (Buckingham: Open University Press,1999); Mncube, V.S., 'Democratisation of Education in South Africa: Issues of Social Justice and the Voice of Learners', *South African Journal of Education*, 2008, 28:77-90.
[45] The Southern African Consortium for Measuring Educational Quality SACMEQ 2, 2005.

Access to and Procurement of Quality Textbooks

The delivery and provision of textbooks has been fraught with problems including low quality and late delivery. Although the situation has improved somewhat in recent years, the 2010 school year started with serious delivery shortfalls, resulting in many learners not having the required textbooks even 10 days after the start of the school year.

Each year textbooks are the major non-personnel expenditure for schools. Corruption may occur at all stages: the approval of textbooks for schools; the processes of awarding tenders for publishing school books; selection of distributors; and the use of intermediaries that market textbooks to schools and may offer incentives to purchase specific books, either officially or unofficially. In some countries, such as France and India, all school books are printed by the department of education or the schools themselves, with royalties being paid directly to the authors. But even in these countries there are cases where ebooks and other materials have been downloaded illegally, printed and sold to schools. As such, even when systems are in place to mitigate opportunities for abuse, the provision of textbooks remains highly vulnerable to corruption.

Quality of Education

Although this study was mainly concerned with governance and service delivery issues, a few questions were put to the learners and parents about the quality of education and how it prepares students for the future. Education is an important vehicle for reducing poverty and inequality. Many schools catering mainly for the townships are said to lack this 'equalising effect' and at 'worst they may be disadvantaging their pupils'.[46] The Department of Basic Education evaluated its progress in 2005, and its report concluded that 'the majority of Grade 6 learners have not achieved the expected assessment standards, a result that has serious implications for the ability of Grade 7 educators to cope with a diverse learner population in terms of knowledge and skills' levels'.[47]

On an international stage, South Africa also scores poorly on educational achievement. According to Cas Prinsloo, chief education specialist at the Human Sciences Research Council, in 'national comparative pupil assessments and trends in international maths and science surveys, particularly at grades 4 and 8, showed that South Africa was 'at the bottom of the log'.[48] The reasons for low quality education in South Africa are manifold. However, this report has identified poor teacher training, high levels of teacher absenteeism, lack of parental support and shortages in educational resources as particular challenges to providing quality education.

[46] Taylor.N, 'Equity, Efficiency and Development of South African Schools', in Townsend, T (ed.) *International Handbook of School Effectiveness and Improvement* (Berlin: Springer, 2007).
[47] 'Intermediate Phase Systemic Evaluation Report', Department of Education, 2005.
[48] Prinsloo, C., in SA education standard is dismal, by Newman, L. 2008, IOL News; available at: www.iol.co.za.

No Fee Schools

The policy to establish no fee schools is an attempt to improve education standards in the most disadvantaged communities, many of which are located in rural areas. Despite these laudable aims, the teaching and learning conditions in these schools face major challenges: impoverished families, neglected learners, under-nourished students, pupils living with HIV, and children heading up families due to parental deaths. These factors combined with a lack of available funds and poor support from the Department of Education, often result in the below-average quality of education provided at these schools. This was confirmed by 40 per cent of educator respondents who said that learners in no fee schools receive a lower quality of education than students in other types of school.

National School Nutrition Programme

The National School Nutrition Programme aims to 'improve the health and nutritional status of South African primary school children, to improve levels of school attendance and to improve the learning capacity of children'.[49] It has had a tremendous impact on promoting access to primary schooling in South Africa. According to 52 per cent of learners interviewed, the programme is working well, as opposed to only 34 per cent who feel it is not working well.

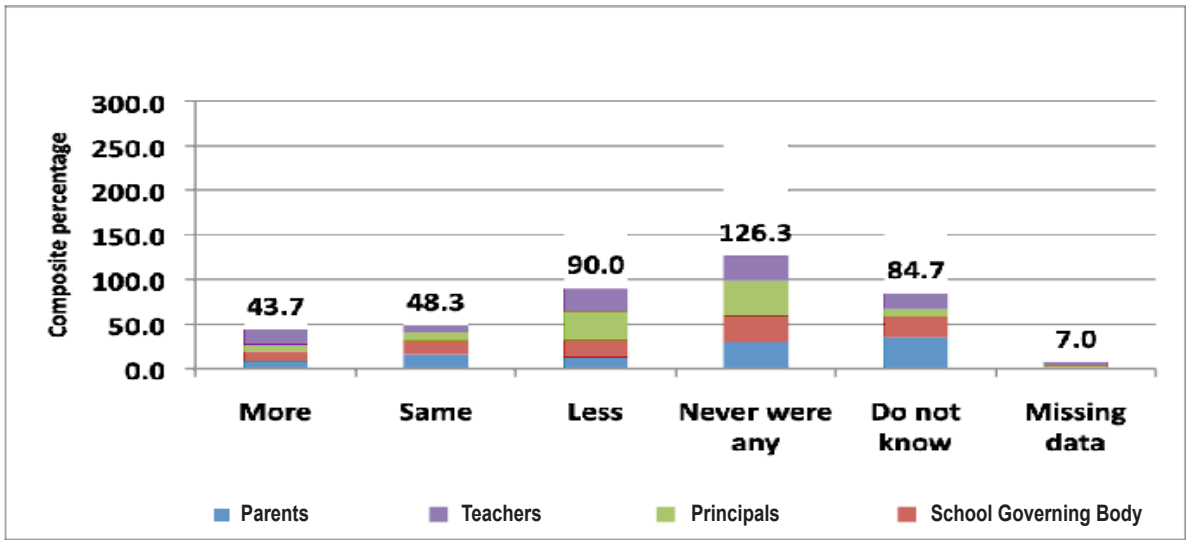
The Public Service Commission's evaluation of the programme in 2008 suggests that although it has made significant progress since its introduction, there remains considerable room for improvement.[50] Indeed, findings suggest that the programme is not implemented each day as it should be throughout the country, and the provision of basic materials is often inadequate; lack of cooking equipment and refrigerators are common problems for schools. The programme has also been plagued by corruption and maladministration at different levels. In 2009, the finance minister admitted that the government was paying R26 (about US$2.50) for a loaf of bread,[51] more than twice the average value. It is not immediately clear how this came about, but the minister went on to state that 'these are leakages in the system that has become a part of our lives and I believe it is imperative that we collectively take action to put a stop to it'.[52]

Perception of Trends Regarding Irregularities in Schools

The overall impression of major stakeholders in the education sector (parents, educators, principals and Schools Governing Bodies) is that processes are improving. Figure 4 shows the evaluation by the different stakeholder groups.

[49] 'Report on the Evaluation of National School Nutrition Programme (NATIONAL SCHOOL NUTRITION PROGRAMME)', The Public Service Commission, 2008.
[50] Ibid.
[51] Gordhan, P., 'Provincial Budget and Expenditure Review 2005/6 to 2011/12', Address to the National Council of Provinces, 2009; available at: www.info.gov.za.
[52] Ibid.

Figure 4: Perception of irregularities by stakeholders



The figure shows that:

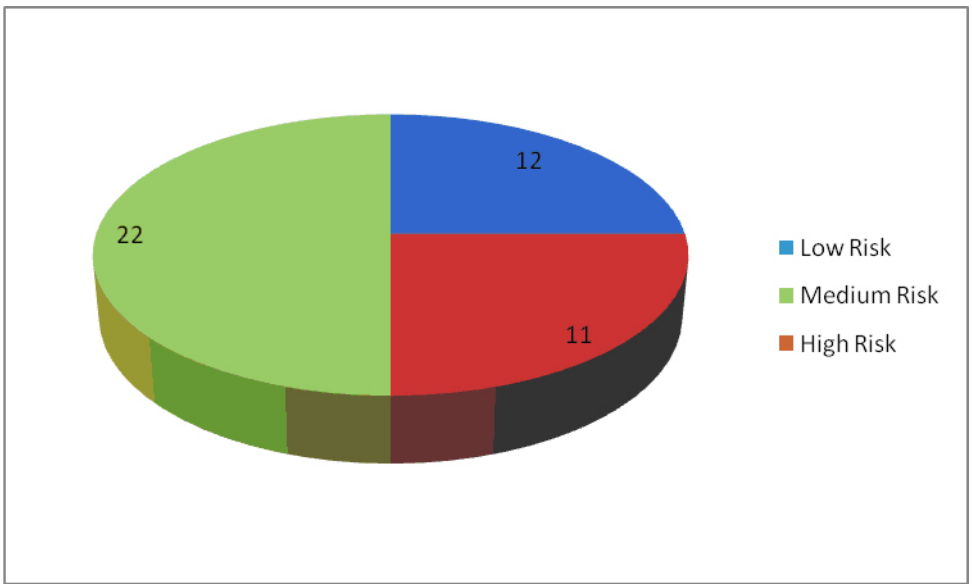
- 7 per cent of principals think there are more irregularities, 33 per cent that there are fewer and 40 per cent think that there were never any irregularities.
- 11 per cent of School Governing Body members think there are more irregularities, 20 per cent that there are fewer and 30 per cent think that there were never any irregularities.
- 18 per cent of educators think there are more irregularities, 25 per cent that there are fewer and 27 per cent think that there were never any irregularities.

These results indicate that within the school process, the majority of stakeholders (88.2 per cent) were of the opinion that the education system is improving, and expressed a positive attitude towards addressing change and moving forward.

3.5 Micro Risk Mapping

The 45 primary schools that participated in this project were ranked according to their governance rating. The position of each school relative to other schools was established and the higher scores indicate the degree of risk to governance based on the categories of accountability, integrity, participation and transparency. According to Figure 5, 12 schools fall into the category of low risk, and 22 schools are medium risk, leaving the remaining 11 schools in the high risk category.

Figure 5: All 45 schools by risk category



Analysis of the three regions studied – Gauteng, Mpumalanga and the North West – indicates that high risk schools are found equally in each region. A significant finding is that there are very few low risk schools in Mpumalanga, however, making it the region with the highest governance risk.

A broader, but less detailed study of Bojanala, Ehlanzeni, Central, Sedibeng and Southern districts was conducted by assessing just five schools in each district. This research found that Bojanala (North West) and Ehlanzeni (Mpumalanga) had the most schools in the high risk category; Central (North West) and Sedibeng (Gauteng) had the most schools in the low risk category; and Southern (North West) is the only district with no schools in the high risk category.

3.6 Possible Areas of Further Research

The findings suggest that more research is needed to assess and address needs in the following areas:

- An investigation of the reasons for officials and schools to disregard known rules.
- A study into where leakage of funds occurs between the school and provincial departments and the suppliers of goods, especially for no fee paying schools.
- An assessment of the level of financial training and understanding of financial processes by all stakeholders to determine direct risks of corruption.
- An analysis of the processes related to the supply of textbooks, especially with regards to accountability and integrity between different stakeholders.
- A measurement of the resources and capacity of district offices.
- A full investigation into the dynamics affecting staff absenteeism and sexual harassment.

4 Conclusions and Recommendations

Since the establishment of democracy in South Africa in 1994 there has been an explosion of government policies aimed at addressing problems of equality and access to democratic processes for citizens. Policies on the provision of public services have aimed to increase quality and access, and a particular focus has been on the provision of basic education for all.

This study has aimed to assess the success of the implementation of these policies and to identify governance weaknesses that affect the quality and quantity of education provision.

While the study finds that the corruption risks at the higher levels of administration within the Department are limited, serious governance and performance deficits are identified at the lower levels of administration and not least at the level of the schools. The study concludes that

- The Provincial Departments of Education and the district offices fail to deliver optimal basic services across a variety of needs. Schools receive their budget allocations late and do not have the facilities required to run their services effectively. This has a particular impact on the poorer non-fee paying schools. The governance risk in the relationship between schools and districts is medium and mainly related to integrity and transparency deficits, indicating that the district offices are not well informed and that information circulates badly. Furthermore, poor implementation and enforcement of rules and regulations leads to weaknesses in effectiveness and legitimacy, opening more spaces for non-compliance at the lower levels. The Auditor General has concluded that there are considerable failures in the internal controls at the Provincial Department of Education,[53] and the district offices are generally considered over stressed and under resourced.
- One out of three principals thinks that the highest risk is related to the embezzlement of funds at the provincial level, e.g. when procuring textbooks, remunerating staff and constructing school buildings.
- At the level of the schools, there are high governance risks in the relation between the schools and the users. This is linked to low levels of participation, accountability and transparency. There is lack of participation and support from parents and a prevailing apathy: despite efforts to involve them, parents have not embraced the vision of community owned schools. Only one out of three of the Schools Governing Bodies interviewed, indicated that their members attend regularly. There is also a lack of knowledge of rules and regulations governing some key transactions at the school level, including the arrangements for school fees. According to the actors interviewed there is a widespread tendency of non-compliance with regulations and that even where they are known, they are not consistently enforced. For instance only half of the educators interviewed believe that rules relating to school fees and fee exemption are respected.

[53] Mokone, T. & Davids, N., 2010, '44bn disappears'; available at: www.timeslive.co.za.

- Within schools the main risks of corruption identified by the Schools Governing Bodies are related to staff absenteeism, sexual harassment of learners and misuse of school funds.
- There is a lack of capacity at schools, particularly at the level of the School Governing Body. Training has been slow and mostly limited to understanding their roles and responsibilities and some operational areas, such as financial management.
- There are major problems related to the learning environment, both in terms of safety and infrastructure. Three out of four principals estimate that they don't have the facilities required to run the schools, and one out of two learners says she is not always provided with a desk. About 15 per cent of schools had no electricity and 10 per cent no water supply. One out of four learners indicates that the schools are unsafe and rape and violence are major problems. The study was not able to relate these problems directly to the governance indicators, but clearly the general learning environment is of major concern affecting the financial and human resources available and generating problems at the governance level as well. For instance the high level of teacher absenteeism may well be at least partly explained by the poor working conditions.

To avoid the entrenchment of corruption in the system and to improve the quality and effectiveness of education, it is crucial to address the identified governance weaknesses within the context of the state of infrastructure and safety.

Based on these findings, the following *recommendations* are put forth for all actors, equally at the national, provincial, district and school levels:

- Timely budget allocations should be a priority. Schools should be helped to prepare for audits and inefficiencies within Provincial Department of Education with regard to the internal auditing should be resolved. The district offices should play a proactive role in ensuring timely funding from Provincial Department of Education to schools.
- Clear and simple standards should be developed for Provincial Department of Education and district offices in the area of ethics, financial management, supervision and evaluation, and should be followed up with institutional strengthening of their management capacities to apply the standards. This would improve their ability to provide assistance to schools and monitor and sanction poor implementation of rules and procedures regarding staff, procurement policies and audit requirements. The assistance could include quarterly, whole-school monitoring and evaluation, as well as assistance with carrying out the responsibilities of the Schools Governing Bodies. The district education departments should also play a proactive role in ensuring timely funding allocation from the provincial offices.
- District and regional officials should implement strategies to improve working relationships with schools and play a key role in training educators, school management teams and School Governing Body members.
- The financial management capacities of Schools Governing Bodies and staff must be improved, through clearer guidelines and better financial management training. This would improve the

quality and timeliness of the audits, which are necessary to ensure accountable use of resources and the timely allocation of budgets. To allow public use and oversight, audit reports should be produced in user-friendly language, available to all direct users within the system, and audit opinions must be closely monitored at the district and provincial levels. It is also important to further train Schools Governing Bodies in such areas as recruitment and interview skills, performance and management of learners and educator performance.

- Efforts to encourage and maintain participation of parents in the schools need to take centre stage. These efforts should include training for parents on the importance of their oversight responsibility. The relative lack of involvement of parents on Schools Governing Bodies and committees must be addressed and participation needs to be encouraged by schools, Schools Governing Bodies and the relevant district departments. Simple guidelines on the roles and responsibilities of the Schools Governing Bodies should be developed and adapted to engage users and communities. Engagement with local traditional and moral authorities, including the church, is also a way to emphasise ethics and integrity and a feeling of ownership and responsibility for the education of children.

Under these conditions – management capacity and participation – the delegation of greater governance power to schools and their governing bodies could increase accountability. Stronger Schools Governing Bodies and empowered communities could then play their role in advocating for higher budgets, more timely allocations and access to information on their schools.

In its last phase, the TISDA programme will organise a targeted advocacy campaign in South Africa to address some of the identified governance weaknesses and corruption risks.
Only through education can the shackles of poverty and deprivation be broken. 'Learning is fundamentally connected to a person's intrinsic motive to seek meaning in the world'.[54]

[54] Purkey, W.W, Novak, H.M., *'Inviting School Success. A Self-Concept Approach to Teaching, Learning, and Democratic Practice.'* Third Edition (Wadsworth Publishing Company,1996), p.10.

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6 Annexes

Annex 1: Descriptive analysis of statistics findings

Annex 2: Validation of TISDA findings

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