

TABLE OF CONTENTS

FOREWORD	I
EXECUTIVE SUMMARY	III
SECTION 1: OPENING OF SCHOOLS IN JANUARY 2002	1
1.1 Impact of the relaxation of admission policy at Grade 1	1
1.2 Educator and Learner attendance by percentage	2
1.3 Educator attendance by percentage	3
1.4 Start of lessons	8
1.5 Physical conditions and tone at the school	8
1.6 General observations	9
SECTION 2: FINANCING OF EDUCATION	10
2.1. Utilisation line budgets	10
2.2. Donor Funds	11
2.3. Conditional Grants	14
2.4. Expenditure on School Infrastructure for the 2001/2002 financial year	25
SECTION 3: PLANS FOR SCHOOL INFRASTRUCTURE IMPROVEMENTS	29
SECTION 4: FILLING OF POSTS	47
4.1 Head Office	47
4.2 District level	47
4.3 School Principals	49
SECTION 5: ASSESSMENT OF THE PERIOD UNDER REVIEW AND CONCLUSION	52

FOREWORD

President Thabo Mbeki
Union Buildings
Pretoria



Dear Mr President

This is my fifth report to the Presidency on the state of education in the provinces. The report focuses on aspects that are of interest to government and the general public in the provision of education. Aspects that are described can be summarized under three broad headings. The first is the preparedness of provincial departments of education and their respective schools to receive learners during the opening of schools in January 2002. The issues that are reported on cover general attendance by learners and educators, the provision of learning support materials, the start of lessons and the general condition of the schools.

The second broad heading is an assessment of the extent of provision of and utilization of financial resources provided by government to support various activities. Financial resources comprise line budgets and budget support, which include conditional grants and donor funding. The report explores the activities and the level of expenditure in the provincial departments of education. The report seeks to demonstrate that there have been improvements in the way money is spent in some of the areas of education delivery. However, there are still areas that require improvement.

The third broad heading is an assessment of the human resource capacity at management level in the provincial departments. In assessing the human resource capacity, the report explores the extent to which critical management positions are filled at provincial head office, regional or district and at school level. This is considered to be important to report on since all implementation depends on the capacity to plan and manage various activities at the different levels. I believe that without the necessary human resource capacity the provision of education might be severely compromised. In this regard the report shows that some of the provinces, particularly the Eastern Cape and KwaZulu-Natal have not performed well in this area, particularly with respect to the position of the Provincial Head of Education. I remain concerned at the attitude and pace with which the matter is being addressed.

I am pleased to report on the progress that has been made by the various provinces on the one hand, but sad to say that the report also shows areas of low performance. Even so I am confident to report that purposeful strides have been made in the three years of the second term of government. This would not have been possible without the cooperation of my colleagues, the Members of the Executive Council, as well as the dedication of the officials. Our commitment to the spirit of Tirisano remains very strong.

A handwritten signature in black ink, reading "Kader Asmal". The signature is written in a cursive, flowing style.

Professor Kader Asmal, MP

Minister of Education

April 2002

EXECUTIVE SUMMARY

The fifth report describes four areas of education performance in the provinces and is based, to a large extent, on the submissions made by the Members of the Executive Councils for Education. The four areas that the Members of Executive Councils (MECs) were requested to make submissions on are:

- (a) Opening of Schools in January 2002;
- (b) Financing of Education with reference to the utilisation of line budgets and budget support;
- (c) Plans for School Infrastructure Improvements; and
- (d) Filling of posts at both the Head Office and District level and school principals.

The report describes progress that has been made with regard to each of the four areas of education delivery. The following is a summary of each of the areas:

Opening of schools in January 2002

Provincial Departments of Education reported that there was a general improvement in preparations for the opening of schools compared to the previous years. This can be attributed, in part, to the continued surprise visits by the Ministry, officials from national and provincial departments and community leaders to monitor schools during the first week of re-opening. The estimated level of attendance on the first day was at 95% for educators and 90% for learners. At least 70% of the schools began with teaching on the same day, even though some schools were still registering learners during the first day of school.

One of the areas of improvement might be to visit schools during the opening at the beginning of the year and at the end of the winter vacation. This might encourage learners, educators and school governing bodies to ensure that learners learn, educators teach and school governing bodies fulfil their functions. A proposal for such visits will be presented to the Council of Ministers for consideration before the winter vacation in 2002.

Financing of education: Utilisation of line budgets and budget support

The Department of Education made an assessment of financial expenditure on education by provincial departments of education during the 2000/01 and 2001/02 financial years. The assessment focused on the utilisation of four categories of funds; line budgets, donor funds, conditional grants and funds allocated for infrastructure development.

Line budgets

The figures used in this report for the utilisation of line budgets were obtained from National Treasury. Although provincial departments of education are required to report to the Department of Education, there is always a discrepancy between figures reported by provincial treasuries to National Treasury on the one hand and the figures reported to the Department of Education by the respective provincial departments of education. A surprising observation in the expenditure figures is that all provincial departments of education, except the Western Cape, underspent during the 2001/2002 financial years. The level of expenditure in the eight provinces varies between 96.7% and 99.8%. In particular the Eastern Cape spent 96.9%, Free State and Gauteng each spent 96.9%. The under-expenditure of approximately 3% in the three provinces is outside the permissible margin of 2%. This may appear to be a small amount compared to the total budget. However, this level of under expenditure amounts to R248 million in the Eastern Cape, R248 million in Gauteng, and R109 million in the Free State. The reasons for the low level of expenditure in all the provincial departments of education may be due to a lack of capacity to manage the funds and delays arising from procurement procedures.

Donor funds

Donor funding is made available to education through the national Department and through provincial departments of education. The challenge is always to track donor funding that is channelled directly to provincial departments. As this report shows, reporting on the extent of donor funding available to provincial departments of education has been inadequate. Some provincial departments chose not to report at all on the issue. What has been established thus far is that Gauteng and the Western Cape do not receive donor funding. The Eastern Cape received the largest share of donor funds. The provincial departments that received donor funding are: Eastern Cape (R418 million), KwaZulu-Natal (R87.8 million), Northern Cape (R76.2 million), Mpumalanga (R17.66 million) and Free State (R1.26 million). Limpopo and North West did not report on the issue. Provincial reports indicate what the funds were allocated for but do not explain the level of expenditure. The Department of Education will do the necessary follow-up on the matter.

Conditional Grants

Education receives conditional grants from National Treasury for three specific initiatives:

- Quality improvement and financial management;
- HIV/AIDS; and
- Early Childhood Development.

In addition provincial departments of education receive additional funds for infrastructure improvement.

Performance of provincial departments of education in the utilisation of the conditional grant for financial management and quality improvement, over the past four years, has not been good. However, for the 2001/2002 financial years, performance in the utilisation of the grant improved. The level of expenditure for the 2001/2002 financial year was above the 60% level compared to 45% in the 2000/2001 financial year. This improvement is due in part to the introduction of improved systems for planning and monitoring performance, which were introduced during the 2000/2001 financial year. However, it appears that, in some cases, there are still further delays experienced by departments arising from the implementation of procurement procedures. Overall there has been major improvement during the 2001/02 financial year. Further improvements are expected in the next financial years.

For the HIV/AIDS conditional grant, the expenditure level was 39.45% of the total allocation. The Eastern Cape spent only 6.39% and Limpopo only 16% of their respective allocations. The overall expenditure for the Early Childhood Development grant was 15% of the allocation. Only three provinces spent more than 30% of their respective allocations. These are KwaZulu-Natal (53.9%), Northern Cape (53.6%) and Western Cape (30.3%). These figures might improve slightly when the accounts of the 2001/2002 financial year are finalized. Two provinces, Eastern Cape and Free State respectively spent 0.28% and 0.9%. The remaining four provinces, (Gauteng, Mpumalanga, Limpopo and North West have either not submitted reports or worse still have not spent the funds at all. Performance on the latter two grants is quite unacceptable. The Department of Education will review the coordination mechanisms that are in place for the management of the grant and also focus on improving planning and monitoring of the utilization of these grants. This proved very effective with the management of the financial management and quality improvement conditional grant.

Expenditure on school infrastructure during the 2001/2002 financial year

Provincial departments of education reported on their activities regarding the improvement of infrastructure during the past financial year. The level of spending at the end of the financial year was at 71%. This figure may improve once all the figures have been checked and the accounts for the year finalized.

Plans for school infrastructure improvements 2002/03 - 2004/05 MTEF cycle

Provincial departments have been very slow in submitting their plans. In some cases the plans are no more than descriptions of what the departments expect to do without any quantitative information provided. This may be due to either lack of expertise in drawing up business plans or in extreme cases plans that have not yet been completed. For the provincial departments that have submitted, reports show that there are comprehensive plans for school infrastructure improvements for the 2002/3 financial year. The priorities vary from province to province. Provincial departments have prioritised the building of new schools, the provision of ablution facilities, and security (fencing). Other priorities that have been reported include additional classrooms, school halls, administration buildings, beautification of schools, electrification, special rooms (laboratories and libraries). The Department will monitor progress with implementation and report quarterly.

Filling of Posts

Although circumstances are not identical, at the time of writing, two provincial education departments, Eastern Cape and Western Cape, are still to appoint heads of departments. With regard to the rest of the senior management echelon in head offices, it is reported that at least 30% of the approved posts are vacant. These were reported to be in the process of being filled.

The situation varies from province to province with regard to regional, district and circuit offices. At this level, the vacancies account for approximately 40% of the approved establishment. The majority of these vacancies are for support staff.

At the school level, vacancies account for approximately 20%. All provinces have advertised these and expect to fill them by 1 May 2002.

Conclusion

Despite the challenges that are in this report, there has been an improvement in provision of education during the 2001/2002 financial year. The weaknesses that are mentioned in the report are not intended to detract from the achievements and gains made thus far. Schools start on time and attendance by both learners and educators has improved. The management and administration of financial resources has improved and should continue to improve if the provincial departments ensure that the necessary human resource capacity and skills are improved.

Finally the cooperation of Members of the Executive Council responsible for education in the provinces, the leadership provided by the Council of Education Ministers and the dedication of officials both at national and provincial level remains the key factor in ensuring continued growth and the provision of education. The spirit of Tirisano remains strong within the education system.

SECTION 1

OPENING OF SCHOOLS IN JANUARY 2002

The report is based on contributions from Members of the Executive Council (MECs) responsible for education in the provinces and the observations of the Department of Education during visits to schools to monitor the opening of schools. Provincial authorities had made arrangements and structured their own programmes for monitoring the opening of schools. Visits by the Department of Education were additional to and supportive of provincial efforts. Officials from the Department of Education visited at least fifty-five schools across the provinces. Delegations from the Department of Education that visited schools were in most cases accompanied by members of provincial legislatures, local government, school governing bodies and members of civil society. This section of the report, therefore, includes an analysis of submissions by the MECs supplemented by information gathered by the Department of Education.

Areas that were monitored included the following:

- Impact of the modified admission policy at Grade 1
- Percentage of learner and educator attendance
- Procurement and delivery of Learner Support Materials (LSM)
- Start of lessons
- Physical conditions and tone at the school.

1.1 IMPACT OF THE MODIFIED ADMISSION POLICY

In November 2001, the Council of Education Ministers (CEM) decided to reduce the age of admission of learners into Grade 1 from seven to six years. The decision was taken as a result of the Constitutional Court decision with regard to the age of admission in Grade 1. The decision meant that if a parent could prove that his/her child was ready for Grade 1 at the age of six, such a parent could apply for the child's admission in any public school. All provinces, except Gauteng and Western Cape, reported that the number of learners who applied for admission at the age of six was insignificant.

Gauteng received 6439 learners and the Western Cape received approximately 6000 learners. Gauteng reported that this number resulted in additional costs in human resources, physical resources and learner support material. The province estimated the financial implications to be approximately R30 million. The Western Cape reported that the increase in the numbers did not have any impact as the province had procedures in

place to receive the learners, and principals had been adequately briefed and informed before the opening of schools.

1.2. LEARNER AND EDUCATOR ATTENDANCE

All provincial education departments (PEDs) reported an estimated 90% - 98% educator attendance and 78 - 98% learner attendance. Provincial departments reported very few schools with 100% attendance for both educators and learners. There were some schools where attendance was reported to have been less than 25%. With regard to learner attendance, PEDs reported that learners failed to report for the first day because they were still seeking admission in schools other than those they attended the previous year.

There were instances where educators failed to report for duty. The attendance of educators during the first week was reported to have varied between 100% and less than 65%. It was observed that schools that are well managed had reported 100% attendance and those that are not, reported less than 65% attendance. Absenteeism among educators fell into two categories. The first category comprised of educators that had official leave of absence. The major reasons for not reporting for duty in this category was that most were either writing examinations or on sick leave. In both cases the leave was of short duration and there was therefore no provision made to employ replacement educators.

The second category comprised of educators that were absent without leave. It has to be noted that educators were required to report for duty two days before learners reported. Gauteng, for example, reported that 37 out of 40 educators in one secondary school had not reported for duty on 15 January 2002, the second day when educators were supposed to have been on duty. This may have been an extreme case, but from observations made by the Department of Education during the visits, such high rates of absenteeism were closely linked to and symptomatic of poor management.

1.3 PROCUREMENT AND DELIVERY OF LEARNER SUPPORT MATERIALS (LSM)

1.3.1 Introduction

The procurement and delivery of LSM at the beginning of the school year is an indicator of how well schools and provincial departments manage their systems for LSM procurement and distribution. The report summarises information supplied by provincial departments of education and supplemented with information obtained by the

Department of Education during monitoring. During one of the monitoring exercises, the Department of Education conducted a survey in November 2001 to assess:

- whether PEDs had made adequate budget provision for LSM for the beginning of the 2002 school year;
- whether PEDs managed the process of LSM procurement so that books could be delivered to schools on time at the beginning of 2002; and
- the extent to which LSM budgets for the 2000/2001 financial year had been utilised.

In this section of the report the above three issues are examined and the extent to which PEDs have succeeded or failed to supply learning support materials in January 2002.

1.3.2 Budget allocations in readiness for the opening of schools

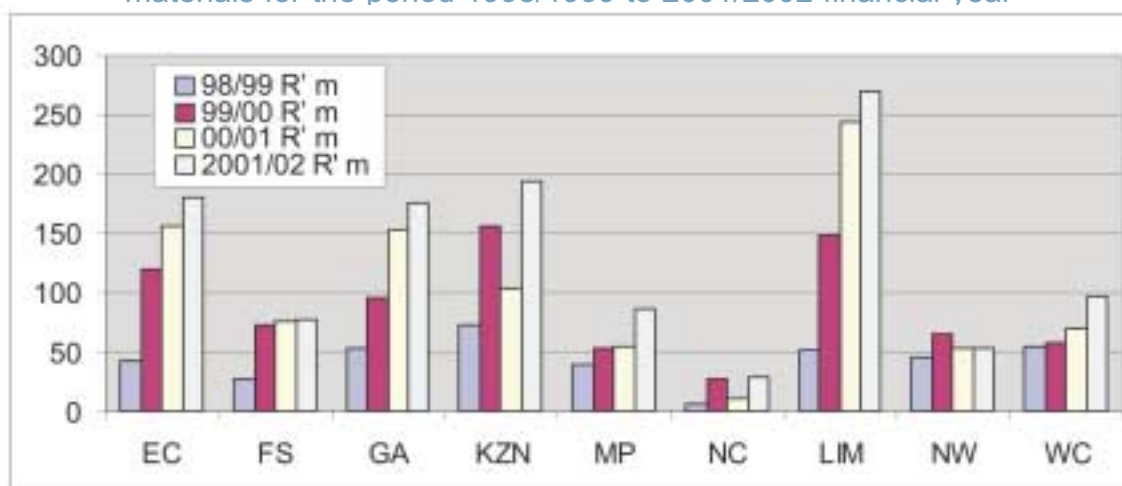
The LSM budget allocations reported by (PEDs) over the past four financial years are shown in Table 1.1 below:

Table 1.1: Budget allocations reported over the past four financial years

Province	Year 1998/99 R' millions	Year 1999/2000 R' millions	Year 2000/2001 R' millions	Year 2001/2002 R'million
Eastern Cape	42.1	120	155.5	180.0
Free State	26.9	72.1	75.7	77.8
Gauteng	52.3	95.4	153.4	176.0
KwaZulu-Natal	72.6	156	103.3	193.9
Mpumalanga	39.8	53	54.4	86.5
Northern Cape	6.6	27.7	10.7	28.9
Limpopo	51.5	148.3	244.2	269.4
North West	45.9	65.2	53	53.6
Western Cape	54.9	57	70	96.8
TOTAL	392.6	794.7	920.2	1162.8

The information reflected in Table 1.1 is also represented in graphical form in figure 1.1

Figure 1.1: Graphical representation of the provincial allocations for learning support materials for the period 1998/1999 to 2001/2002 financial year



The steady increase in the budget allocations as reflected in Table 1.1 and Figure 1.1 is a result of collaborative efforts between the national and provincial departments of education. The Department of Education had set a minimum target of R1.2 billion for the procurement and delivery of learning support materials. The calculations that were done at the time excluded costs incurred in logistical arrangements and were limited only to the actual cost of LSM. Each province had to allocate a budget for LSM to ensure that the learning support material requirements of learners were met. The total LSM allocation for the school year 2002 calculated from the individual budget allocations of all the provinces amounted to approximately R1.2 billion. The target has been reached after a period of three years. The challenge in the coming years will be to maintain this level of funding. A further marginal increase is still required to cater for associated expenses.

1.3.3 Performance in the delivery of LSM

The procurement and delivery of learning support materials is the responsibility of provincial departments of education. The Department of Education can only monitor progress and advise in that regard. During January 2002, the Department conducted a further survey to assess progress made by provincial departments of education in the delivery of learning support materials in preparation for the opening of schools during the weeks beginning 14 January and 21 January 2002. The information required with respect to the delivery of stationery and textbooks to public schools covered the following aspects:

- (a) Percentage of textbooks delivered;
- (b) Percentage of number of schools to which deliveries were made;
- (c) Reasons why textbook deliveries could not be completed before the schools opened;
- (d) If not all deliveries had been made, the expected date by which all textbooks would have been delivered.

The discussion that follows focuses first on public schools that have not been allocated functions (non-section 21 schools) in terms of Section 21 of the South African Schools' Act, 1996 and secondly on schools that have allocated functions. The information received with respect to textbook deliveries to non-section 21 schools is summarised below.

Table 1.2: Performance in the delivery of textbooks to public schools excluding schools which have been assigned functions in terms of Section 21 of the South African Schools Act, 1996

Province	% textbooks delivered	% schools covered	Expected date of completion of outstanding deliveries	Comments made by PEDs to explain lack of delivery on target dates
Eastern Cape	Varied according to District from 33% to 65 %	Information not available	Information not available	Most rural areas registered low returns. Suppliers tend to prioritise urban areas and stocks run out before they supply rural areas. Furthermore, publishers (suppliers) who started printing the material late did not have enough stock to supply to distributors.
Free State	98% (Gr. 5 and 9)	100%	31 January 2002	Deliveries could not be completed because of delayed orders from publishers. It was expected that all deliveries would have been completed by 31 January 2002.
Gauteng	88%	100%	Information not available	The outstanding 12% comprises out of stock/ and print books
KwaZulu-Natal	88%	100%	28 Feb 2002	The PED reported that it did all it could to ensure that the remaining 12% was delivered before the end of February 2002. The Department has a contract with suppliers who in turn purchase books from the publishers. Titles that come from overseas countries cause delays as it takes time for them to reach the publishers.
Mpumalanga	50% (Gr. 5 and 9)	100%	31 March 2002	The remaining 50% of the textbooks for GR 5 and 9 and workbooks for Grades 1, 2 and 3 had been ordered. It was expected that these would have been delivered by 31 March 2002.
Northern Cape	91%	100%	31 January 2002	Some titles were still out of print or in reprint.
Limpopo	30%	45%	31 January 2002	Most publishers started printing the required textbooks in October 2001 and only started to distribute to suppliers during December 2001. Suppliers who were successful are mostly SMMEs and take long to comply with publishers' requests resulting in a delay in processing their orders.
North West	90%		31 January 2001	Textbook orders were placed later than the targeted date due to delays in capturing the data. Also heavy rainfall delayed deliveries during December 2001. Some of the textbooks ordered were withdrawn from the market and schools had to order replacements.
Western Cape	79.2% by 7 Dec 2001	77.2%	23 January 2002	Extent of coverage could not be determined precisely. This was scheduled for the second quarter of the 2002/2003 financial year.

Performance with regard to the delivery of stationery is generally better than the delivery of textbooks. The table below gives details of the performance by province:

Table 1.3: Performance in the delivery of stationery

Province	% stationery delivered	% schools covered	Expected date of completion of outstanding deliveries	Comments by PEDs to explain lack of delivery on target dates.
Eastern Cape	Varied according to District from 45% to 88%	Information not yet available	Information not yet available	Most rural areas registered low returns. Suppliers tend to prioritise urban areas and stocks run out before they supply rural areas. Furthermore stationery manufacturers and publishers who started printing the material late did not have enough stock to supply distributors.
Free State	100%	100%	25 January 2002	Deliveries could not be completed before the opening of schools because of delayed orders from suppliers.
Gauteng	Varied according to District from 45% to 88%	100%	Information not yet available	
KwaZulu-Natal	97%	100%	28 Feb 2002	Most regions received 100% of the stationery, except for Port Shepstone (97%) and Pietermaritzburg (75%).
Mpumalanga	100%	100%	Not applicable	Not applicable.
Northern Cape	100%	100%	Not applicable	Not applicable.
Limpopo	90%	96%	31 January 2002	Orders were issued in October 2001 and deliveries started late in November 2001. Deliveries continued during school holidays. At some schools, however, there was no teacher/officer to receive stationery.
North West	100%	100%	31 January 2002	Some of the successful transport tenders could not be reached on time and they only started deliveries to schools later than originally scheduled. Heavy rainfall also delayed deliveries.
Western Cape	85.9%	84.66%	23 January 2002	Some of the schools did not order stationery as they had enough stock at hand. The WCED was confident that all stationery ordered was to be available in schools during the opening week.

Deliveries to Section 21 (South African Schools Act, 1996) schools

The South African Schools Act, 1996 (Act No. 84 of 1996) makes provision in section 21 for the Head of a Provincial Department of Education to allocate functions with financial implications to schools that are deemed to have the capacity to handle financial matters. Schools that have the capacity are given a school budget from which they make allocations at school level for different services. The provision of learning support materials to learners is one such service. Provincial departments of education were required to report on deliveries made to such schools. Only the Northern Cape and Western Cape provided reports. The other seven provincial departments did not report on the performance of the schools that had been assigned functions in terms of section 21 of the South African Schools Act. The Northern Cape reported that schools with assigned functions had provided approximately 97.82% of all LSM required. The

percentage includes Grade 5 and 9 requirements and a top up of LSM in the remaining grades. The Western Cape reported that some of the schools did not order stationery as they had enough stock available from the previous year.

Expenditure trends on provision of LSM in the 2000/2001 financial year

Provincial education departments have, in the past year, demonstrated their commitment to ensuring that they provide LSM within their budget allocations. Although there were deviations from the budget allocations in the 2000/2001 financial year, the level of spending was not affected. Instead, some provinces spent more than they had initially budgeted. Table 2.4 compares budgeted amounts, the level of spending and deviations from the budget.

Table 1.4: LSM budget and actual expenditure for the opening of schools in 2000 and in 2001

PROVINCE	Financial Year 1999/2000			Financial Year 2000/2001		
	Budget R' millions	Expenditure R' millions	Difference R' millions	Budget R' millions	Expenditure R' millions	Difference R' millions
Eastern Cape	120.0	129.4	+9.4	155.5	147.9	-7.6
Free State	72.1	72.1	0	75.7	90.0	+14.7
Gauteng	95.4	84.0	-11.4	153.4	176	+22.6
KwaZulu-Natal	156.0	129.1	-26.9	103.3		
Mpumalanga	53.0	64.0	+9.0	54.4	57.2	+2.8
Northern Cape	27.7	10.7	-17.0	10.7	10.7	0
Limpopo	148.3	152.1	+3.8	244.2		
North West	65.2	68.0	+3.2	53	50.0	3.0
Western Cape	57.0	60.0	+3.0	70	70.0	0
TOTAL	794.7	769.4	-25.3	920.2	651.5	

The figures in Table 1.4 show that if the trend continues, as provincial departments finalise their expenditures for the financial year 2001/2002, the expenditure on LSM for the 2002 school year is expected to match or even exceed the budgeted amount of R1.2 billion.

From the information presented above it can be concluded that the delivery of textbooks has not been managed as well as it should have been in most provinces. Only three provinces Free State, Northern Cape, North West and Western Cape appear to have reached the 75% level of delivery by the time schools opened. All the provinces except Eastern Cape, Gauteng and KwaZulu-Natal delivered more than 90% of the stationery before the schools opened in January. In comparison to previous years, the reports show an improvement in the delivery of learning support materials in the six provinces. However, there have been reports in the print media alleging that some schools did not receive LSM on time or did not receive any LSM at all. This has been the case in the KwaZulu-Natal and Limpopo provinces. The affected PEDs responded to such allegations by stating that among other reasons, delays were caused by logistical

arrangements imposed by tender boards, through the tender process, books that are sometimes out of print or have to be reprinted. There have also been cases where reports in the print media have not been accurately presented. Only Northern Cape and Western Cape responded to the question on the delivery of learning support materials to schools that were assigned functions in terms of section 21 of the South African Schools Act. The Department will continue to monitor the performance of this category of schools to ensure that funds are utilised appropriately.

1.4 START OF LESSONS

Approximately 70% of the schools started with the lessons on the first day, even though in some cases schools were still busy with registration. This was particularly reported to be the case in Mpumalanga, some parts of KwaZulu-Natal and Eastern Cape. The affected PEDs reported that the delays were largely due to both external and internal factors. Some of the internal factors were the distribution of LSM during schools hours and absence of timetables. These internal factors have to do with poor planning on the part of the schools. Some of the external factors were due to parents not adhering to the requirement to register their children in the year preceding the year of admission to school. As policy, the departments decided that if there are learners who need to be registered on the day of the opening of schools, these should be done after school hours. This was generally observed, though in not all cases. On the one hand this non-adherence may be a reflection of the lack of the effectiveness of communication with parents on the part of the schools and the individual PEDs. On the other hand the majority of parents, particularly, in township and rural communities appear to be still adhering to old practices, that of registering children when the schools re-open. Although there has been a slight improvement in this area, there is still much to be done to improve the situation. Areas of improvement include intensifying communication with communities, parents and learners, and proper planning on the part of schools.

1.5 PHYSICAL CONDITIONS AND TONE OF THE SCHOOLS

Many schools need urgent refurbishment, particularly in the rural and township areas. The extent of the refurbishment required in each PED is well recorded in the 2000 School Register of Needs (SRN). Among the most common problems are falling ceilings, broken windowpanes, missing doors, leaking roofs and vandalized electrical fittings. The Eastern Cape reported that the condition of some of the schools has been worsened by tornadoes, particularly those that had mud structures, while in the Free State some schools were affected by floods. Mpumalanga reported vandalism of schools

as a major factor. Only three provinces Gauteng, Northern Cape and Western Cape reported satisfactory conditions, highlighting largely refurbishment and maintenance of buildings that was required. All provinces, except the Western Cape, reported that the general condition of the grounds was not adequate. Most of the schools still had very long grass showing that no preparation for receiving learners had been done.

One of the priorities set by the Council of Education Ministers and the Heads of Education Departments Committee, for the 2001 school year, was the beautification of schools. Provincial departments were required to use part of the conditional grant for financial management and quality enhancement to make schools attractive to learners by painting buildings and improving the school premises. Provincial departments of education do not appear to have made adequate arrangements for that to be done. Only few provinces reported on using the conditional grant in this way. More detailed discussion on the improvement of school infrastructure will be presented in section 3 of this report.

1.6 DISRUPTION OF SCHOOLS IN TSAKANE TOWNSHIP (GAUTENG) AND BALFOUR (MPUMALANGA)

The accounts given in the provincial reports regarding the opening of schools are proof that there has been a great deal of improvement in the past two years compared to the earlier years of a single education system. However, there were incidents of disruption of schools spearheaded by the Pan Africanist Student Organisation (PASO), in the different provinces, notably Gauteng, Mpumalanga, North West and Limpopo, one week after the opening of schools on 16 January 2002. The incidents soon subsided in the other provinces but PASO sustained them in Gauteng and Mpumalanga.

The Council of Education Ministers held a meeting on 18 February 2002. At that meeting the opening of schools was discussed. None of the MECs in both provinces made mention of the disruptions. The Department visited the affected schools in both provinces. One of the findings in Balfour, Mpumalanga was that parents in one of the affected schools had demanded a refund of the fees they had paid. However, the MEC appeared not have been briefed about such a serious matter. A second important common factor that was reported, by both educators and members of the South African Police Service, was the extent of intimidation of learners, educators and school principals and in one case violence was used. This contributed enormously to the disruption. The Ministry of Education is of the view that there are political motives behind the disruptions. The Ministry is planning to hold discussions with the PAC if the disruptions continue.

SECTION 2

FINANCING OF EDUCATION

2.1 UTILISATION OF LINE BUDGETS

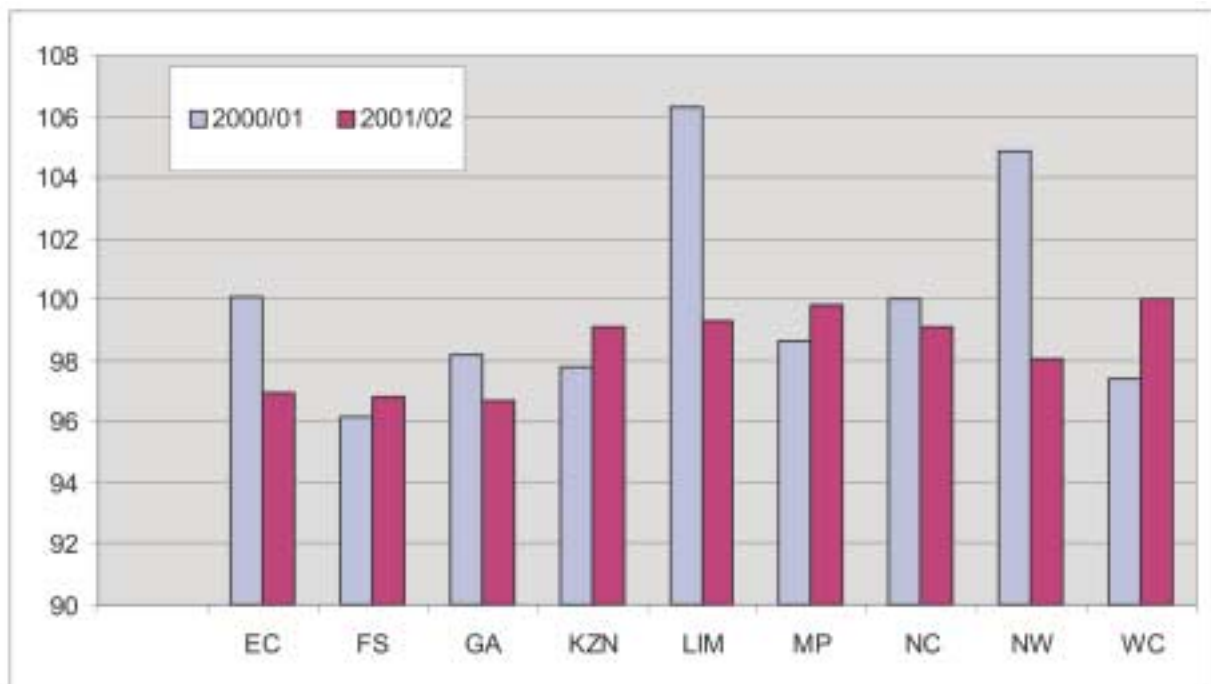
The budget and expenditure of the provincial departments over the past two years is summarized in Table 2.1 and represented graphically in Figure 2.1.

Table 2.1: Provincial expenditure over the past two financial years

Province	Actual Expenditure		Budget		Under/over expenditure (1)		% expenditure	
	2000/01	2001/02	2000/01	2001/02	2000/01	2001/02	2000/01	2001/02
	R million	R million	R'million	R million	R million	R million		
Eastern Cape	7191	7871	7187	8119	4	-248	100.0557	96.94544
Free State	2990	3273	3110	3382	-120	-109	96.14148	96.77705
Gauteng	6834	7259	6961	7507	-127	-248	98.17555	96.69642
KwaZulu-Natal	8185	9265	8368	9347	-183	-82	97.8131	99.12271
Limpopo	6370	6772	5992	6819	378	-47	106.3084	99.31075
Mpumalanga	2997	3329	3038	3336	-41	-7	98.65043	99.79017
Northern Cape	965	1019	965	1028	0	-9	100	99.12451
North West	3699	3951	3527	4029	172	-78	104.8767	98.06404
Western Cape	4023	4339	4130	4339	-107	0	97.4092	100
Total	43254	47078	43278	47906	-24	-828	99.94454	98.27162

(1) The (-) sign indicates under-expenditure

Figure 2.1: Comparison of provincial expenditure during the 2000/01 and 2001/02 financial year



During the 2000/01 financial year, five provinces under-spent their budget and three over spent. During the 2001/02 all the provinces, except the Western Cape, under-spent their allocations. Three provinces that have shown a level of expenditure outside the permissible 2% are Eastern Cape (3.1%), Free State (3.3%), and Gauteng (3.3%). What is more striking is the fact that in these three provinces the level of under-expenditure can be as high as 20% of the non-personnel expenditure. This is illustrated by using the Eastern Cape, which under spent by R248 million. National Treasury published the medium term estimate of personnel expenditure for 2001/02 to be R6956 million. The non-personnel expenditure would then be R1163 million. The level of under-expenditure in this case is as high as 21% of the non-personnel expenditure. Some of the reasons that may have led to under-expenditure could be due to the lack of capacity to manage and administer the budget, delays associated with the process of procuring goods and services and positions that remain vacant over long periods in the provincial departments. Some of these reasons will become more evident in other areas of the report.

2.2 DONOR FUNDS

Provincial departments of education receive donor funds from different agencies. By and large, these donor funds are used among others, to support a number of programmes, especially in the fields of professional, system and infrastructure development and to address challenges encountered during policy implementation. Gauteng and the Western Cape reported that they do not receive donor assistance. Limpopo and the North West did not report on donor funding that the departments receive. The report furnishes information extracted from the Department of Education records with respect to the two provinces. The extent of the donor funding reported by provincial departments is given in the Table 2.2.

Table 2.2: Extent of Donor Funds in Provincial Departments of Education

EASTERN CAPE

Donor	Amount R'million	Purpose
Department for International Development, United Kingdom (DFID)	243	To improve the management capacity of the Head office and Districts
United States Agency for International Development (USAID)	15	To improve the quality of 80 primary schools over a period of three years
Swedish International Development Agency (SIDA)	12	To improve the quality of 120 primary schools in the Northern Region
Quality Learning Program (QLP)	28	Improvement of Maths and Science teaching in secondary schools for a period of five years
Japanese International Cooperation Agency (JICA) and the European Union (EU)	120	Construction of 20 Schools (JICA) (R50mill)& 33 schools (R70 mill) (EU)
TOTAL	418	

FREESTATE

Donor	Amount R'million	Purpose
Flemish Government	1.26	To improve literacy and numeracy standards in the Free State
TOTAL	1.26	

KWAZULU-NATAL

Donor	Amount R'million	Purpose
United States Agency for International Development (USAID)	34.99	For school governance manuals
Japanese International Cooperation Agency (JICA)	50	For school management manuals
Netherlands Government	2.8	For teacher development and resources and information network
TOTAL	87.79	

MPUMALANGA

Donor	Amount R'million	Purpose
United States Agency for International Development (USAID)	6.0	Maths & Science teaching and Inclusive education
Japanese International Cooperation Agency (JICA)	(The contribution of each donor agency has not been given in the provincial report.)	
Finish International Development Agency (FINIDA)		
Local donor agencies	11.66	Capital and education development projects
TOTAL	17.66	

NORTHERN CAPE

Donor	Amount R'million	Purpose
United States Agency for International Development (USAID)	39.42	Thusanang Project, EMIS, DDSP, Science Kits, Teacher Resource Centre, Box Library Project
Finish International Development Agency (FINIDA)	7.76	HE Capacity building, ICT Enhanced Learning, Inclusive Education
Swedish International Development Agency (SIDA)	29.07	Support for curriculum development
TOTAL	76.25	

LIMPOPO

As stated earlier, the province did not submit a report on donor funding. Examination of the records kept in the Department of Education shows evidence that the province received donor funding in the period 1996 - 2000. The province appears to benefit from USAID funding together with the Eastern Cape, KwaZulu-Natal, Northern Cape and the Department of Education. The amount reflected in the records does not indicate specifically the amount that would be available to Limpopo Province.

NORTH WEST

Donor	Amount R'million	Purpose
Danish International Development Agency (DANIDA)	12.0	Education management development. The grant was available from 1996 to 2001
Netherlands Government	7.3	Teacher access to resources and information. The amount is shared with KwaZulu Natal
	9.0	Capacity building in NGOs for Science, Maths, Technology, Language education manuals and support for school development
TOTAL	28.3	

The Eastern Cape received a total of R418 million from donor funds. The amount of R243 million from DFID to the Eastern Cape is to be utilized over a period of three years. The next province that benefits substantially is KwaZulu-Natal with a total of R87 million. It would have been expected that Limpopo Province would be the third province to benefit from donor funding, and its inability to supply this information is alarming.

While most of the provincial departments that receive donor funding have reported the amounts and the purpose for which the funds were allocated, they did not report the level of expenditure. They also did not report on progress made in the implementation of the various projects. The Department of Education has recognized the need to coordinate the utilization of donor funds. This report will discuss strategies that will be adopted to strengthen the capacity of provincial departments to use donor funds, together with strategies for the utilisation of conditional grants.

2.3. CONDITIONAL GRANTS

In addition to the provincial votes, departments of education receive further funding from National Government through conditional grants focused on specific initiatives to transform the education system. The specific initiatives targeted are:

- Quality improvement and financial management;
- HIV/AIDS;
- Early Childhood Development;
- Infrastructure - Classroom backlogs.

The budget for these initiatives over the period 2001 / 2002 to 2003 / 2004 financial year is shown in Table 2.3

Table 2.3: Conditional Grant allocations for special initiatives and MTEF estimates for the 2002/03 and 2003/04 financial years

Grant	Fin Year 2001/02	Fin Year 2002/03	Fin Year 2003/4
Classroom backlogs	13	-	-
ECD	21	52	88
Financial Management	213	224	234
HIV/AIDS	64	-	-
Total	298	276	322

Source: National Treasury, based on provincial inputs. Amounts in R' millions.

In this section the report will deal with funds allocated for quality improvement and financial management only. The other initiatives will be dealt with in the respective sections devoted to Infrastructure, ECD and HIV/AIDS.

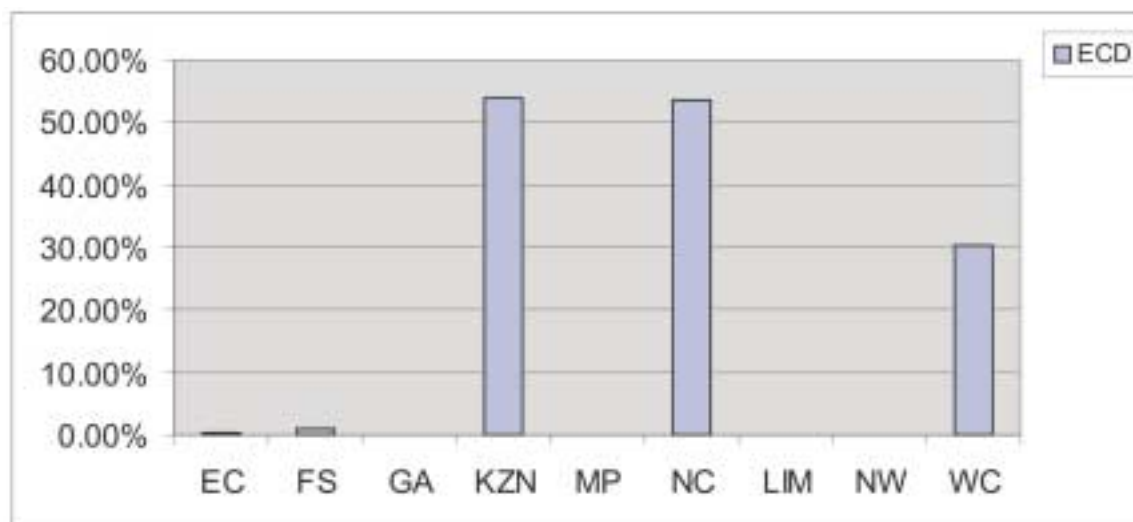
2.3.1 Expenditure on the ECD conditional grant

Of a total sum of R30 million allocated for the conditional grants in 2001/2002, R21 million was allocated to provinces and the remaining R9 million to the Department of Education for nationally co-coordinated activities. The provincial allocation is allocated according to the equitable share formula. The business plans have been designed with a view to implementing a compulsory Reception Year programme as part of the 10 years of compulsory education as set out in the White Paper on Education (1995). Expenditure on the conditional grant is monitored on a monthly basis. Provincial departments of education are required to submit their financial reports once every month. Table 2.4 shows the amount allocated to each province and the level of spending by the end of February 2002. The information is also represented graphically in Figure 2.3.

Table 2.4: 2001/02 Conditional Grant allocation to and expenditure by provincial departments of education for Early Childhood Development (ECD)

Province	Allocation	Transfers	Expenditure as per last report received	Balance	% Spent	Month of last report received
	R'000	R'000	R'000	R'000		
Eastern Cape	3,885	3,885	11	3,874	0.28%	Feb-02
Free State	1,323	1,323	12	1,311	0.91%	Feb-02
Gauteng	2,583	2,583	-	2,583	0.00%	Dec-01
KwaZulu-Natal	4,641	4,641	2,500	2,141	53.87%	Jan-02
Mpumalanga	1,533	1,533		1,533	0.00%	
Northern Cape	399	399	214	185	53.63%	May-01
Limpopo	3,297	3,297		3,297	0.00%	Dec-01
North West	1,680	1,680	-	1,680	0.00%	
Western Cape	1,659	1,659	502	1,157	30.26%	Feb-02
TOTAL	21,000	21,000	3,239	17,761	15.42%	

Figure 2.3: Graphical representation of the level of spending of the ECD conditional grant



Only two provinces, KwaZulu-Natal and Northern Cape, have spent more than 50% of their allocations by the dates indicated, despite the fact that 100% of the amount had already been transferred to the provinces.

An analysis of the reports submitted by Members of the Executive Council, however, does not reflect the information given above. Six provinces, except Free State, Gauteng and KwaZulu-Natal, did not provide a narrative on ECD although they received a conditional grant as shown in the table above. Gauteng and Kwa Zulu-Natal made interesting comments worth noting with respect to the capacity available in the provincial departments to spend the allocations. The comments are summarised as follows:

- The lack of personnel to effectively manage the implementation of the project is a real concern. There is no ECD Directorate or sub-directorate at the Gauteng Head office and not all staff in districts have ECD experience.
- The status of ECD and Grade R is not of high importance in many districts. This directly impacts on the utilisation of the conditional grant and the phasing in of Grade R at all levels.
- It is anticipated that the number of Grade R learners in a site could drop, as a large number of young adults are HIV positive and the risk of illness, death and emotional trauma exists. In anticipation of this, sites will be supported to become “Centres of caring”. Support material is being developed and aspects of handling grief and death should be included in the training. Flexibility will be allowed in terms of enrolment of learners and cognisance will be taken of specific circumstances.
- A further problem is that mandatory criteria for inclusion of sites on the conditional grant may not be met, owing to lack of communication with administrators of the sites. An advocacy campaign to lobby for the urgent registration of identified sites will be put

in place to deal with this.

- There was widespread concern regarding the impact of training on classroom practice in the ECD Pilot Project, especially in rural areas. To counteract this, a more effective monitoring, reporting and evaluation system must be put in place. However, the lack of personnel will make the supporting and monitoring process difficult to manage.
- Delays in the tender process at national level during year 1 severely affected the implementation of the conditional grant in this province. Resource kits for each site were allocated a budget from the provincial budget.

KwaZulu-Natal expects to begin the phasing-in of a quality reception year by extending provision to an additional 996 ECD sites, impacting on approximately 29 880 five to six year old learners. At the end of December 2001, R0.8m of the R4.6m budget was spent. The Department is expecting R1.1m under-expenditure on this grant, owing to a delay in the appointment of a service provider by the National Education Department.

The low level of expenditure regarding the utilization of the conditional grant for ECD in all the provinces may in part be related to the fact that this is the first time that provision has been made for phasing in the reception year. Proper systems for human resource management, implementation and monitoring progress with the provision of ECD and the concurrent phasing in of Grade R will need to be strengthened in all the provinces. The Department of Education will take the lead in ensuring an improvement of the system of provision in the Eastern Cape Department.

2.3.2 Expenditure on the conditional grant allocated for quality improvement and financial management

Conditional Grants for Quality Enhancement and Financial Management in education were introduced in the Department of Education in 1998/1999. The primary objective of these grants was to provide financial support to a broad spectrum of national and provincial education development initiatives intended to address systemic problems that undermined the functionality and the efficacy of the different levels of the education system.

At the inception of this intervention in the education system, the Department of Education held the funds on an agency basis. This arrangement was, however, changed in 1999/2000 when it was decided that the funds for this programme should be included in the Division of Revenue Act as part of the provincial revenue allocation. This effectively transferred the accountability for the funds to the heads of the provincial education departments. The Director-General of the Department of Education, however, still retains the responsibility for monitoring the utilisation of the funds on the programme

and for reporting to National Treasury as prescribed by the Division of Revenue Act.

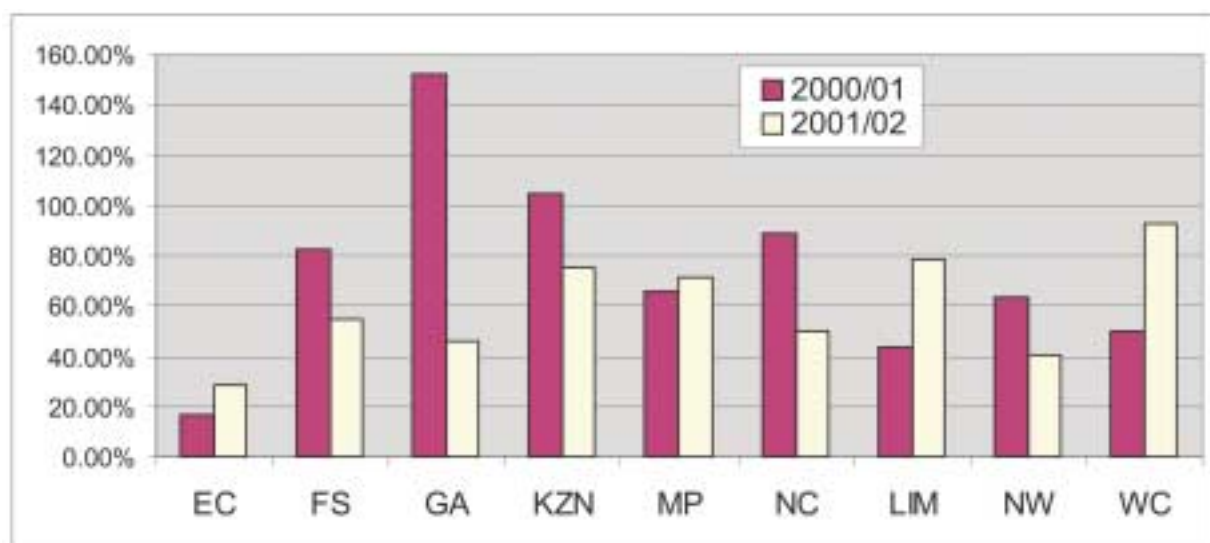
When the programme was introduced in 1998, it had a total budget of R200 million for 1998/1999 projects. In the 1999/2000 financial year the total allocation for projects under this programme was R261 million while in 2000/2001 the allocation stood at R272 million. The total allocation for the financial year 2001/2002 was R282 million.

Table 2.5 shows the allocation of the conditional grant for the 2001/02 financial year for quality improvement and financial management. The funds were allocated to the respective provinces on the basis of the equitable shares formula.

Table 2.5: 2001/02 Conditional Grant allocation to and expenditure by provincial departments of education for quality improvement and financial management

Province	Approved Roll-over from 00/01	Allocation 2001/02	Transfers	Total funds available	Expenditure as per last report recorded	Balance	% Spent	Month of last report received
	R'000	R'000	R'000	R'000	R'000	R'000		
Eastern Cape		39,405	39,405	39,405	11,260	28,145	28.58%	Feb-2002
Free State	9,316	13,419	13,419	22,735	7,325	15,410	54.59%	Jan-2002
Gauteng		26,199	26,199	26,199	11,991	14,208	45.77%	Jan-2002
KwaZulu-Natal	6,531	47,073	47,073	53,604	35,541	18,063	75.50%	Jan-2002
Mpumalanga	5,204	15,549	15,549	20,753	11,118	9,635	71.50%	Feb-2002
Northern Cape		4,047	4,047	4,047	2,028	2,019	50.11%	Nov-2001
Limpopo		33,441	33,441	33,441	26,111	7,330	78.08%	Feb-2002
North West		17,040	17,040	17,040	6,873	10,167	40.33%	Dec-2001
Western Cape	3,897	16,827	16,827	20,724	15,632	5,092	92.90%	Feb-2002
TOTAL	24,948	213,000	213,000	237,948	127,879	237,948	60.04%	

Figure 2.2: Comparison of expenditure during the 2000/01 and 2001/02 financial years



The performance of the provincial departments in utilising the conditional grant for financial management and quality improvement has improved dramatically compared to the previous financial years. This improvement is due in part to the introduction of improved systems for planning and monitoring performance, which were introduced during the 2000/2001 financial year. However, it appears that in some cases, there are still further delays experienced by departments arising from the implementation of procurement procedures. Overall there have been major improvements during the 2001/02 financial year. Further improvements are expected in the future.

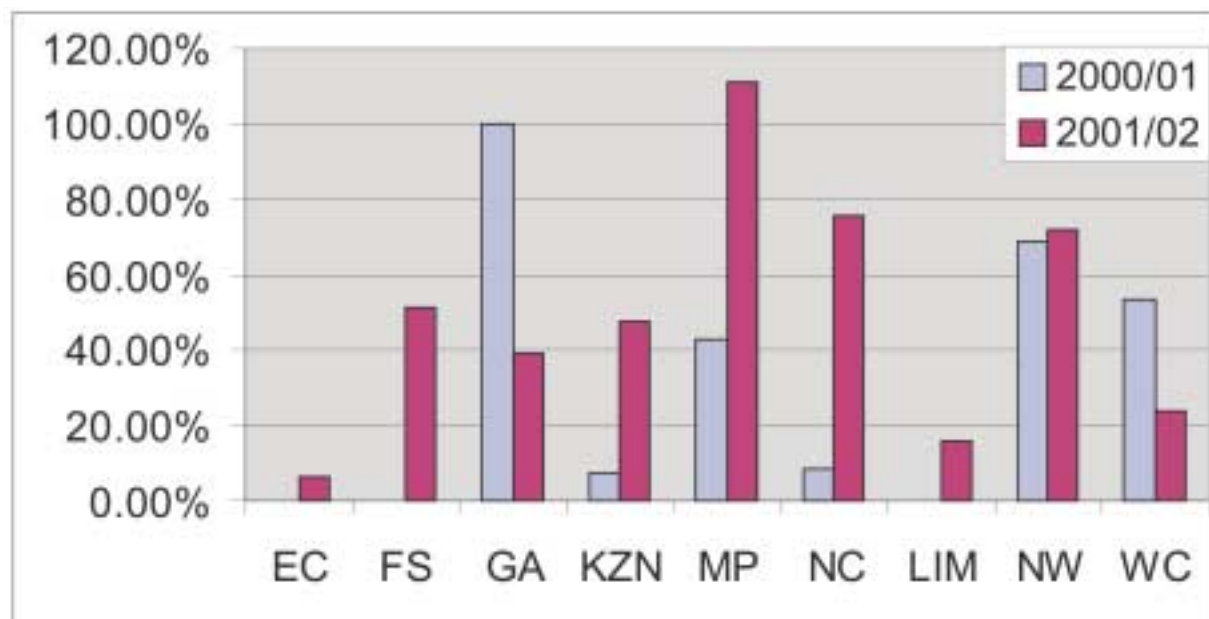
2.3.3 Expenditure on the HIV/AIDS conditional grant

The expenditure of the conditional grant is given in Table 2.6 and is graphically represented in Figure 2.4.

Table 2.6: 2001/02 Conditional Grant allocation to and expenditure by provincial departments of education for HIV/AIDS

Province	Approved Roll-over from 00/01	Allocation	Transfers	Total funds available	Expenditure as per last report recorded	Balance	% Spent	Month of last report received
Eastern Cape	-	11,747	11,747	11,747	751	10,996	6.39%	Feb-02
Free State	2,297	4,001	4,001	6,298	2,047	4,251	51.16%	Feb-02
Gauteng	-	7,810	7,810	7,810	3,037	4,773	38.89%	Dec-02
KwaZulu-Natal	4,287	14,033	14,033	18,320	6,713	11,607	47.84%	Jan-02
Mpumalanga	2,000	4,636	4,636	6,636	5,148	1,488	111.04%	Feb-02
Northern Cape	-	1,207	1,207	1,207	914	293	75.72%	Jan-02
Limpopo	-	9,969	9,969	9,969	1,584	8,385	15.89%	Feb-02
North West	734	5,080	5,080	5,814	3,665	2,149	72.15%	Dec-02
Western Cape	1,474	5,017	5,017	6,491	1,190	5,301	23.72%	Feb-02
TOTALS	10,792	63,500	63,500	74,292	25,049	49,243	39.45%	

Figure 2.4: Graphical representation of the expenditure on the HIV/AIDS conditional grant.



The data reflected in the table and the figure is the latest available data on the utilization of the HIV conditional grant. Figure 2.4 also reflects a comparison of the expenditure in the 2001/2002 financial year with expenditure during the 2000/2001 financial year. Preference was given to analysing the level of expenditure on the latest available data rather than that reported by the provincial departments of education, as it was outdated.

A common explanation that is cited in the reports from provincial departments of education for under expenditure is the lack of capacity and the associated difficulty with tender processes that result in delays regarding the procurement of services and goods. The Department of Education plans to focus on the coordination, planning and monitoring of the grant to the same extent it has done with the process of coordination of the grants for financial management and quality enhancement of education that has proved to be successful.

2.3.4. Expenditure on school infrastructure for the 2001/2002 financial year

The following sections describe activities in each province regarding the refurbishment of school buildings, the building of new classrooms and schools, and sanitation. Much of the current activities are funded from the capital investment budget. The School Register of Needs (SRN) provides extensive information on the condition of schools across the country. The activities range from addressing classroom shortages, refurbishment of buildings, provision of sanitation, water and other services. As background to illustrate the extent of classroom shortages across the country, information from the SRN is used in this report and is shown in Table 2.7

Table 2.7: Number of schools with classroom shortages and the number of classrooms required

Province	Total number of schools	No. of schools with classroom shortages	%	No. of classrooms required
Eastern Cape	6 260	2969	47	11557
Free State	2 500	394	16	1759
Gauteng	2 204	566	26	2963
KwaZulu-Natal	5 734	2750	48	9867
Mpumalanga	1 810	996	55	6218
Northern Cape	482	50	10	266
Limpopo	4 261	2107	49	9071
North West	2 304	636	28	2071
Western Cape	1 593	265	17	1344
TOTAL	27 148	10733	35	45116

Source: Information extracted from the 2000 School Register of Needs

The information contained in Table 2.7 shows that almost 50% of the schools in Eastern Cape, KwaZulu-Natal, Mpumalanga and the Limpopo require classrooms. With this background, this report continues to present the information supplied in the provincial reports.

EASTERN CAPE

School Building Programme (2000/2001 Financial Year)

The school building programme for the 2001/2002 financial year in the Eastern Cape covered projects funded by the remaining R 146 million from the R 248 million earmarked for infrastructure in the 2001/2002 financial year.

Two hundred and twenty one schools went out on tender early in December 2001.

One hundred and thirty two mud-structure and disaster schools went out on tender at a cost of R110 million towards the end of January 2001. Of these schools 127 had been completed by the end of January 2002 and the rest will be completed by 31 March 2002.

The Implementing Agents of this programme are:

- Micro Projects Trusts (MPT)
- Independent Development Trust (IDT)

The province reported that it had made some progress in the following areas:

- Prioritisation of the schools has been completed even for 2002/2003
- Construction of 86% of the 221 schools (including the budget for 2002/2003) is already under way.

- A Programme of Action is in place to utilize the remaining R146 million.
- The programme for 2002/2003 has been designed to ensure efficient and effective service delivery of the infrastructure programme.
- The expectation was that all projects would be completed by 31 March 2003.

FREE STATE

The provincial department did not report on its expenditure over the specified period. However, an indication of how the department performed during the 2001/2002 financial year will be given later in the section.

GAUTENG

During 2001/2002, the planning of 322 classrooms and documentation of 21 schools had been completed, 478 classrooms have been put out on tender, 327 classrooms were under construction and 690 classrooms were in the retention phase.

With regard to upgrading/renovations: 9 schools are in the planning phase, 1 is out on tender, 15 are under construction and 17 are in the retention phase. Altogether 1030 routine maintenance projects have been completed and services were rendered to 22 schools to prevent occurrence of sinkholes in dolomitic areas. Total expenditure of provincial budget for infrastructure development by December 2001 was R 9 449 3179 (51% of allocation). Projected expenditure by the end of March 2002 is R169 260 000 (100%).

The province received R 32 million as a conditional infrastructure grant. As many as 29 schools were renovated and upgraded in predominantly African areas. Total expenditure to date is R 23 268 478. A 100% expenditure is expected by the end of financial year.

KWAZULU-NATAL

Focus is on reducing overcrowding at existing schools. Overcrowding occurs at more than 2 900 existing schools. Providing a limited number of additional classrooms at as many affected schools as possible is necessary. Two hundred and eighty nine (289) new classrooms were provided between 1 April 2001 and 31 December 2001. A further 712 classrooms are presently either under construction or ready for tenders to be invited. The drawings and documentation of a further 3282 classrooms are close to completion and tenders will be invited by the Department of Public Works on these projects by March 2002. Approximately 132 000 children will benefit from these improved educational conditions. Between 1 April 2001 and 31 March 2002, it is anticipated that 1596 new toilet units will be completed. During the remainder of 2002 at least 3000 toilet units will have been completed.

MPUMALANGA

The Mpumalanga Department of Education reported that it had received a R57 million capital investment budget for 2001/2002. The Department also received R 24,494 million from the Government Infrastructure Investment Grant.

Seven (7) new schools with 128 classrooms were to be completed from the departmental budget during the 2001/2002 financial year. An additional three new schools were also to be built as a result of a joint venture with the private sector. The total cost for the new schools amounts to R47 438 711,00.

A total of 63 schools were refurbished at a total cost of R2, 7 million and 19 additional classrooms at 3 schools will be built at a total cost of R2 627 675,00. Water and sanitation facilities were provided to 183 schools at a total cost of R7, 5 million.

NORTHERN CAPE

The Northern Cape embarked on a number of projects during the 2001/2002 financial year. The scope of the work and the expenditure to complete the projects is given in the following table.

Table 2.8: Summary of programmes and associated expenditure for the 2001/2002 financial year

Financial year 2001/2002	Number of schools	Amounts to be spent
Construction of new schools (Phase 1)	3 (52 Classrooms over three years)	R 20,663,000.00
Rehabilitation	43	R 7,752,500.00
Fencing	5	R 385,500.00
Making Schools Accessible	5	R 358,000.00
Special Schools Repairs and Renovations	8	R 674,244.00
Beautification of Schools	7	R 686,548.00
Improvement at schools to meet requirements for IT infrastructure.	40	R 2,143,208.00
Subtotal	111	R 32,663,000.00
Day-to-Day Maintenance	All schools	R 8 049 992
TOTAL		40 712 992

The amount spent on the projects was derived from different sources detailed in the following table.

Table 2.9: Sources of funds for the infrastructure development in the Northern Cape during the 2001/2002 financial year

Source	Amount
Works Education Budget –	R6 663 000,00
Infrastructure Grant –	R12 000 000,00
Donor Funds –	R14 000 000,00
Day-to-day maintenance	R8 049 992
Total	R 40 712 999.00

The table above shows three sources of funding. However it will be shown later in section 2.4 of this report that there is a discrepancy between the information presented in the provincial report and information that was supplied to the Department of Education during routine monitoring. The discrepancy will be dealt with in detail later.

LIMPOPO

The provincial department did not report on its expenditure over the specified period. However, an indication of how the department has performed during the 2001/2002 financial year will be given later in the section.

NORTH WEST PROVINCE

The provincial department did not report on its expenditure over the specified period. However, an indication of how the department has performed during the 2001/2002 financial year will be given later in the section.

WESTERN CAPE

The Western Cape provided the following table in its report on the expenditure for the 2001/2002 financial year.

Conditional Grant

ALLOCATED 2002/02	ROLL OVER FUNDS	TOTAL AVAILABLE	SPENDING TILL 31 DEC 2001	BALANCE TILL 31 MARCH 2002
R*000	R*000	R*000	R*000	R*000
16 827	3 799	20 626	14 660	5 966

Expenditure on school infrastructure for the 2001/2002 financial year

ALLOCATED 2002/02	ADDITIONAL ALLOCATION	TOTAL AVAILABLE	SPENDING TILL 31 DEC 2001	BALANCE TILL 31 MARCH 2002
R*000	R*000	R*000	R*000	R*000
119 287	19 626	138 908	93 022	45 886

However, the information was considered to be already outdated at the time of writing. The discussion below on provincial expenditures will show recent figures for the all provinces.

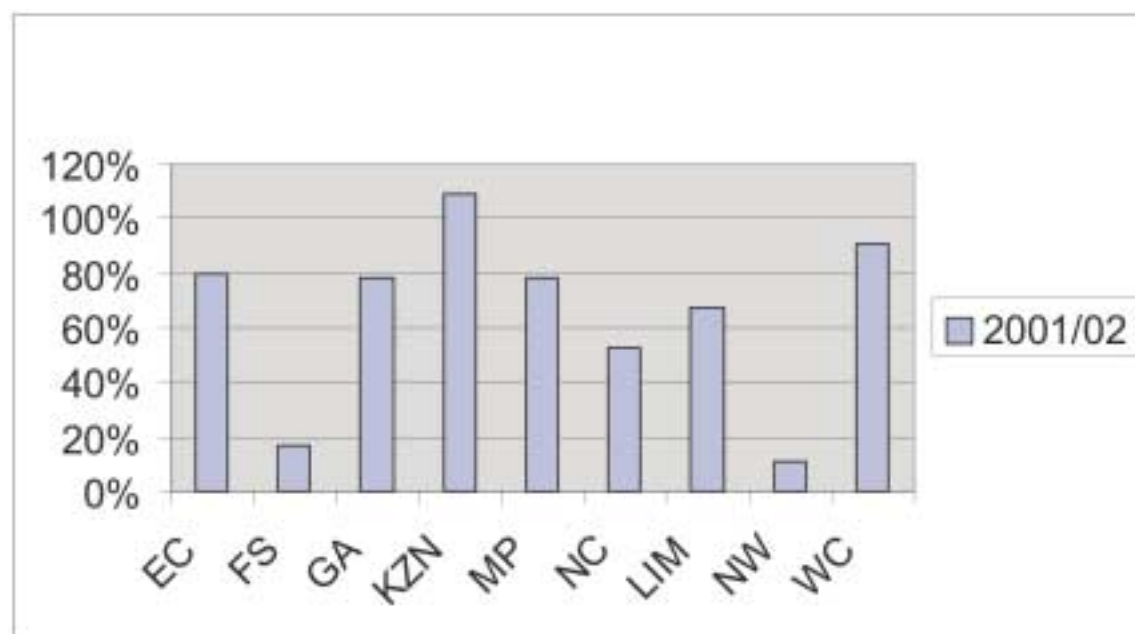
2.4 CONCLUSION

Provincial reports show that there were activities planned and undertaken towards improving school infrastructure. The reports, however, fail to indicate the extent of the backlogs that they have to deal with so that it can be possible to measure the need that still exists. The Department of Education monitors the expenditure of provincial departments. The information supplied includes commitments made towards projects that are still in progress and those that have been completed. The information is presented in Table 2.10 and graphically in Figure 2.5, see page 26.

Table 2.10: Total Capital Budget For School Infrastructure Investment

	EC	FS	GA	KZN	MP	NC	LIM	NW	WC	TOTAL
PROVINCIAL ALLOCATION	286,413,046	38,794,000	189,000,000	172,000,000	57,000,000	18,807,000	1,420,000	80,000,000	32,628,000	836,862,046
CAPITAL GRANT	-	-	32,344,000	-	24,494,000	12,000,000	57,348,000	28,000,000	55,378,000	209,564,000
OTHER ALLOCATIONS	4,705,547	42,000,000	4,200,000	-	7,850,000	-	63,258,763	27,000,000	5,964,000	154,778,310
TOTAL ALLOCATION	271,118,593	80,794,000	205,544,000	172,000,000	89,144,000	31,807,000	122,026,763	135,000,000	93,970,000	1,201,204,356
COMMITTED										
PROVINCIAL ALLOCATION	53,282,609	12,568,000	40,470,484	89,882,000	54,000,000	1,518,630	1,420,000	80,000,000	32,628,000	365,770,723
CAPITAL GRANT	-	-	195,668	-	24,494,000	6,499,065	57,348,000	28,000,000	55,378,000	171,914,733
OTHER ALLOCATIONS	3,030,912	2,310,000	-	-	2,350,000	-	63,258,763	20,000,000	5,964,000	98,913,675
TOTAL COMMITMENT	56,313,521	14,878,000	40,666,152	89,882,000	80,844,000	8,018,695	122,026,763	128,000,000	93,970,000	634,599,131
SPENT										
PROVINCIAL ALLOCATION	214,322,102	12,898,000	128,529,516	187,041,806	54,131,000	13,240,025	1,420,000	1,000,013	28,141,000	640,723,262
CAPITAL GRANT	-	-	32,148,332	-	-	3,409,841	51,646,228	790,000	51,457,000	139,451,401
OTHER ALLOCATIONS	1,854,556	1,159,000	-	-	15,329,000	-	29,242,405	13,710,802	5,964,000	67,059,763
TOTAL EXPENDITURE	215,976,658	14,057,000	160,677,848	187,041,806	69,460,000	16,649,866	82,308,633	15,500,815	85,562,000	847,234,426
PERCENTAGE										
COMMITTED										
PROVINCIAL ALLOCATION	20%	32%	24%	52%	95%	8%	100%	100%	100%	30%
CAPITAL GRANT			1%		100%	54%	100%	100%	100%	82%
OTHER ALLOCATIONS	64%	6%	0%		31%		100%	74%		63%
TOTAL COMMITMENT	21%	18%	20%	52%	81%	25%	100%	96%	100%	53%
SPENT										
PROVINCIAL ALLOCATION	80%	33%	78%	109%	95%	68%	100%	1%	86%	77%
CAPITAL GRANT			99%		0%	28%	90%	3%	93%	87%
OTHER ALLOCATIONS	35%	3%	0%		200%		46%	51%		43%
TOTAL EXPENDITURE	80%	17%	78%	109%	78%	53%	67%	11%	81%	71%

Figure 2.5: Graphical representation of expenditure on infrastructure development in the 2001/2002 financial year



The information supplied is the latest information obtained by the Department of Education from provincial departments through routine monitoring of the provincial expenditure on infrastructure. A disturbing observation is the low level of expenditure in the Free State (17%) and North West (11%). Most of the provinces have exceeded the 40% expenditure level. The low level of expenditure may be an indication of the state of the financial management systems in the provincial department of education. KwaZulu-Natal is shown in the table 2.10 and Figure 2.5 as having over-spent its budget by 9%. The total expenditure of R847.23 million reflected in Table 2.10 is constitutes a spending rate of 71% of R1.2 billion budget available nationally as at the end of March 2002

Financial reporting on infrastructure expenditure is very complex. Provincial departments of education tend to provide very different numbers to the Department of Education. For example, the Northern Cape reported in Table 2.9 an amount of R40 712 99.00 for infrastructure. The amount is inclusive of donor funding to the value of R 14 million. The latter amount is however not reflected in Table 2.10 and the total amount available to the provincial department differs in the two tables. Major work needs to be done by provincial departments to ensure that proper systems are put in place to ensure the availability and reliability of expenditure information.

The Department of Education is in the process of developing a format to capture delivery of infrastructure in relation to expenditure to enable comparative analysis of delivery. The Department also experiences a problem with provinces that do not submit expenditure data when requested. Regular meetings will be held with Physical Planners to take stock of implementation and to develop strategies for resolving blockages.

The Ministry of Education has committed itself to taking the necessary steps to improve the current situation over the next three years. The steps include requiring Members of the Executive Council to prepare and submit business plans, with clear targets, showing how they will handle infrastructure development over the next three years. In addition the Minister of Education will set up a monitoring team that will:

- Assess and apply problem solving techniques to address blockages in infrastructure delivery in provinces;
- Set up regular monitoring systems for reporting; and
- Submit regular reports on progress against targets for inclusion in the quarterly reports from the Minister to the President.

The national and provincial departments of education recognise, jointly with national and provincial departments of works, that some of the backlogs are caused by inefficient management of delivery and lack of cooperation between the provincial departments of

education and their respective counterparts in provincial departments of public works. The departments have already set in place strategies that address the challenges and expedite delivery. The Ministry of Education is confident that infrastructure improvements will improve if the procedures of procurement of services are streamlined and made less cumbersome.

SECTION 3

PLANS FOR SCHOOL INFRASTRUCTURE IMPROVEMENTS

3.1 INTRODUCTION

The information discussed in section 2 above on the expenditure during the 2001/02 financial year is relevant when the plans for infrastructure development in the next three financial years are considered. Subsequent to the release of the 2000 SRN in October 2001, the Minister of Education requested provincial departments of education to draw up business plans for infrastructure development for the next three financial years. The President also indicated in his speech during the opening of parliament in February 2002 that government will allocate the necessary resources during the current medium-term expenditure period to ensure that no child studies under a tree. However the response of provincial departments of education to the Minister's request and the President's speech has not shown the urgency that is required. The submission of provincial business plans to the Department of Education has been very slow. At the end of March Eastern Cape, Gauteng, Limpopo and North West had not submitted their business plans. This report presents a brief summary of the projects described in the provincial reports despite the fact that complete business plans have not been submitted.

EASTERN CAPE

2002/2003 financial year

The Department has plans to complete the awarding of a tender on a comprehensive school survey aimed at the following:

- Costing all the schools in the province, in particular those that need urgent intervention over the period mentioned;
- The tender is designed to assess each project accurately in respect of the needs and the costs, so that the Department spends on the right project for the right purpose to maximize on cost benefits;
- Enhancing micro-planning for the Department with a view to meeting the needs of the learners.

The Department has established a partnership with the Department of Public Works through a service level agreement as well as with the two NGOs, to address the following:

- Dealing effectively with the backlogs
- Spending the allocated funds within the financial year
- Improving the physical environment of our schools
- Enhancing the implementation of Operation Shukumisa through community participation.

The account given above from the Eastern Cape does not indicate that much work has been done to develop a business plan for the three financial years. The provincial department may require assistance to achieve the task placed before it.

FREE STATE

Summary of Capital Projects

At the end of the 3-year MTEF period: 2002/2003 to 2004/2005 financial years, the Department plans to provide:

- 39 new schools with 924 classrooms. Out of these schools, 20 new ones with 471 classrooms will be completed while 19 with 453 classrooms would still be under construction.
- Additional facilities (150 classrooms) at 40 existing schools.

The budget received for the 2002/2003 financial year has been reduced and will not enable the Department to implement all its planned school building projects. This change in the planned School Building Projects will be carried over to the budgets for the 2003/2004 financial year and for 2004/2005. The 20 schools to be constructed in the 2002/2003 financial year have been reduced by 4 schools and only 16 schools will be constructed. This was done to enable the Department to provide 10 halls as incentives to previously disadvantaged schools that performed consistently and sport facilities to deserving schools.

The projects earmarked within the allocated funds for the three year MTEF period: 2002/2003 to 2004/2005 financial years, are as follows:

2002/2003 financial year

Table 3.1: Projects and budget 2002/2003 financial year

Project	Project description	Budget
Buildings	New schools under construction from previous financial year: 6 schools (1 primary, secondary, 1 combined) Commence with construction: 10 schools (9 primary, 1 secondary) Completion of 5 schools (2 primary, 2 secondary, 1 combined) Under construction from the previous financial year: 2 Special schools Commence with construction: 2 primary schools Completion: 16 schools (10 primary, 1 intermediate, 5 secondary) Convert existing classrooms to admin block with strongrooms at 10 schools.	Details about allocations are given under financial implications below
Renovations	Contractual commitments carried over from the previous financial year Emergency projects – the number of projects and cost implications cannot be determined beforehand 12 major renovations	R 18 999 200
Water	Provision of water to 20 farm schools	R 400 000
Toilets	Provision of water-borne toilets to 20 schools Provision of pit toilets to 30 farm schools	R 4 million
Electricity	Assistance by ESKOM to provide electricity for 91 schools Electrification by the Department: to provide solar energy at 35 farm schools	R1.07 million R 408 000

The budget allocated for the buildings referred to above is given in the following table according to the source of funds:

Table 3.2: Source of funds budgeted for infrastructure

Allocations needed to accomplish targets for 2002/2002	R'000	Allocations received R'000	Shortfall R'000
Departmental Budget	44 420	15 920	28 500
Provincial Conditional Grant	40 000	40 000	
National Conditional Grants	57 900	57 900	
TOTAL	142 320	113 820	28 500

Table 3.3: Projects and budget for the 2003/2004 financial year

Project	Project description	Budget
Buildings	Under construction from the previous financial year: 3 schools (1 primary, 2 secondary) Commence with construction: 17 schools (9 primary, 8 secondary) Completion: 8 schools (7 primary, 1 secondary) Commence with construction: 3 schools (2 primary, 1 secondary) Completion: 21 schools (15 primary, 1 combined, 1 intermediate, 2 secondary, 2 special) Convert existing classroom to admin block with strongroom at 10 schools at R 1 million	Details about allocations are given under financial implications below
Renovations	Details not supplied	R 18 999 200
Water	Provide 20 farm schools with water	R 400 000
Toilets	Provision of water-borne toilets to 20 schools Provision of pit toilets to 30 farm schools	R 4 million
Electricity	Assistance by ESKOM to electrify 50 schools Provision of solar energy to 35 farm schools by the Department	R 1 million R 408 000
Telephones	Provision of telephones to 320 schools	R 80 000

The budget allocated for the buildings referred to above is given in the following table according to the source of funds:

Table 3.4: Source of funds budgeted for infrastructure

Estimated allocations needed to accomplish targets for 2004/2005 '000		Indicative Allocations '000	Shortfall '000
Departmental Budget	R 74 190	R -	R 74 190
Provincial Conditional Grant	R 55 000	R 55 000	R -
National Conditional Grants	R 59 350	R 59 350	R -
TOTAL	R 188 540	R 114 350	R 74 190

Table 3.5: Projects and budget for the 2004/2005 financial year

Project	Project description	Budget
Buildings	Under construction from the previous financial year: 13 schools (8 primary, 5 secondary) Commence with construction: 6 schools (4 primary, 2 secondary) Completion: 7 schools (2 primary, 5 secondary) Completion: 3 schools (2 primary, 1 secondary) Convert existing classroom to admin block with strongroom in 10 schools at a cost of R 1 million	
Renovations	Various renovations are undertaken per annum, but this cannot be planned beforehand. The renovations are done according to the priority list and urgent requests received	R 24 000 000
Water	Provide 20 farm schools with water	R 400 000
Toilets	Provide 20 schools with water-borne toilets Provide 30 farm schools with pit toilets	R 400 000
Electricity	Assistance by ESKOM still to be decided Provision of solar energy to 35 farm schools by the Department	R 408 000
Telephones	Provide 200 schools with telephones	R 50 000

The budget allocated for the buildings referred to above is given in the following table according to the source of funds:

Table 3.6: Source of funds budgeted for infrastructure

Estimated allocations needed to accomplish targets for 2004/2005 '000		Indicative Allocations '000	Shortfall '000
Departmental Budget	R 27 290	R -	R 27 290
Provincial Conditional Grant	R 100 000	R 100 000	R 0.00-
National Conditional Grants	R -	R -	R -
TOTAL	R 127 290	R 100 000	R 27 290

PUBLIC PRIVATE PARTNERSHIP (PPP)

According to identified needs with regard to renovations and upgrading using the allocated amount of R18 999 200.00 for the 2002/2003 financial year, a shortfall of R14 million is predicted. The shortfall for the next two financial years cannot be predicted, but according to the register of needs compiled by physical planning and the trend of new requests, the indicated allocations for renovations will definitely not be sufficient.

PPP: 2002/2003

A Transaction Advisor has been appointed and is busy with a feasibility study to investigate the possibility of involving the private sector to assist with the alleviation of the backlogs in physical school facilities by means of a public private partnership.

The Free State Department of Education is the first department that approached the PPP-Unit of National Treasury to involve the private sector to assist with the provision of physical school facilities. Should the feasibility study, affordability study and the value for money study be approved by the National Treasury, the first newly built schools by the private sector would be ready by 2005/2006.

It is envisaged that these schools will be rented by the Department for a contract period of between 20 and 25 years, after which they will become the property of the Department. The funds available on the departmental budget for capital projects will be utilised to pay the rentals of the schools provided by the private sector.

GAUTENG

Fundamental Implementation plan: macro plan

The review of the existing methodology has been ongoing and fundamental principles have been established. As a result a macro plan has been developed that will form the basis of a 3-year framework to ensure that an effective and efficient infrastructure implementation plan is developed and can be monitored and evaluated, and if need be corrective action taken in a timely manner to ensure targets are met.

Immediate interventions

To rectify the current situation, the following immediate interventions are necessary:

- To define the minimum infrastructure standards for primary and secondary schools
- To appoint planning officials with responsibilities per district and allocate per schools
- To appoint two building control officers per district and allocated per schools
- To grade all schools into 3 categories of infrastructure standards:
 - ▶ Grade A - Good

- ▶ Grade B - Fair
- ▶ Grade C - Poor
- To develop a maintenance preventative strategy based on a 3-year and 5-year plan
- To develop Project Business Plans - 2002 / 2005

Macro Plan:

Six Flagship Projects

- Provincial Priority Lists: Priority lists have been compiled by the Physical Resources Planning Unit. Reviewed on an annual basis as a result of consultation between external and internal stakeholders.
- School Register of Needs - 2000: Main objective is the elimination of the problems identified in the current SRN over a 3-year period. Maintenance plan will also be developed as part of this project to ensure that the state's assets are effectively managed in relation to infrastructure.
- New Housing Development Plans: Aim is to achieve effective co-ordination and service delivery between Education and Housing Departments. Investigating the possibility of the provisioning of a school as part of the deliverables of a developer responsible for a housing development roll out plan.
- Regeneration of Schools Programme: Plan has been developed to ensure that all existing schools are regenerated and to ensure that basic facilities are provided to the underprivileged communities. Will include the repair of buildings, glazing, painting, roofing, ceiling, electrical work system, landscaping, ablution facilities, classrooms, administrative blocks and the provision of basic sport facilities. School properties will be secured by means of palisade fencing and schools will be made centres of cultural and community life.
- Public Works Labour Programme: Programme in conceptual phase. Labour intensive programmes are planned which will impact on the SMME's empowerment strategy, job creation and sustainability of SMME's and individuals.
- Public Works Poverty Alleviation Programme: Objective is to prepare a programme under the guidance of the Gauteng Department of Education to contribute towards social upliftment and empowerment of disadvantaged communities by providing opportunities to existing contractors as well as unemployed local labour within the community where the project will occur. Total amount requested is R18,28 million. Estimated costing includes material; labour; training and contingencies.

3.4 CAPITAL BUDGET PER PROGRAMME FOR 2002/3-2004/5

Table 3.7: Estimated expenditure over the MTEF Cycle 2002/3-2004/5 is as follows:

Description	2002/03 voted R'000	2003/4 MTEF R'000	2004/5 MTEF R'000
Major Works (Including planning of new schools)	138,490	156,153	130,121
Minor Repairs and Renovations	4,500	198,987	267,200
School Collaboration Programme – Cluster Project	9,000		
Minor Repairs (transfer)	50,000	55,750	55,125
Minor New Work	9,330	18,641	16,000
Office Accommodation	19,000		
Dolomite Risk Management	9,000	20,000	25,000
Purchase of New land	5,000	12,000	6,000
School Furniture	10,000	11,000	11,025
Fencing	4,680	4,920	5,400
Refurbishing of Schools (DoE grant)	62,918	94,107	116,000
Rural Schools Education Strategy	2,000	5,500	6,000
Gauteng Online	100,000	200,000	200,000
Total	423,918	777,058	837,871

KWAZULU-NATAL

Plans for school infrastructure improvement: 2002/2005

Main goals/objectives over the period 1999 to 2000:

In order to provide improved physical conditions, which will support sound education for all children in the province, schools with the most neglected physical infrastructure were identified for upgrading and improvement. The main focus during this period was on the maintenance and upgrading of educational infrastructure. It was possible to effect essential, but limited repairs and renovations to the value of R122 million at 1390 disadvantaged schools where buildings were in a serious state of dilapidation. Approximately 600 000 children benefited from these improved conditions.

In many instances existing school buildings (classrooms) were irreparable and R18 million was spent on major renovations as well as the construction of 55 new classrooms and 101 toilets. In most cases these classrooms were built to replace badly deteriorated existing classrooms, which had to be demolished.

Main goals/objectives over the period 2001 to 2002 (to date):

Apart from the unacceptably poor condition of very many school buildings, serious overcrowding (possibly with as many as 80 children in one classroom) at more than 2 900 schools severely limits the ability and potential of learners and teachers to function effectively. A priority objective was therefore to reduce overcrowding by providing limited number of additional classrooms at as many affected schools as possible, thus indirectly improving the conditions at such schools. New/additional ablution facilities are as a rule provided with new/replacement classrooms.

In this regard significant progress has been made and as a result 289 new classrooms were provided between 1 April 2001 and 31 December 2001. A further 712 classrooms are presently either under construction or ready for tenders to be invited. The planning phase (drawings and documentation) of a further 3282 classrooms is close to completion and it is envisaged that Department of Public Works (DoW) will start inviting for tenders for these projects by March 2002. Some of these classrooms are replacement classrooms because it is simply not economically viable to spend large amounts of money repairing poorly constructed buildings which are often also in a state of advanced deterioration. It is estimated that approximately 132000 children will benefit from these improved educational conditions.

During the early part of 2001 it became very clear that cholera was having a serious impact on many school children. It was consequently regarded as absolutely essential to also focus on the improvement of ablution facilities and provision of water tanks to schools with inadequate facilities. Between 1 April 2001 and 31 March 2002 it is anticipated that 1596 new toilet units will be completed (many are presently under construction). During the rest of the year (2002) at least a further 3000 toilet units will be completed.

Many disadvantaged schools have difficulty in controlling vandalism caused by outsiders and it was found that most such schools have inadequate fencing. During 2002 security fencing will be erected around the buildings to provide at least reasonable levels of security to children and to reduce the incidence of vandalism (which should reduce our repair and maintenance expenditure).

During 2002 the planning phase of 16 new schools will be completed and DoW will start invite tenders in April 2002. In most cases these buildings will replace existing school buildings, which cannot be repaired at all. The planning phase of a further 30 major projects (major additions or completely new buildings) will commence in March 2002 with the intention to have contractors on site by the end of March 2003. All these projects are multi-year projects and construction could take up to 18 months to complete.

During 2002 and subsequent years, programs focusing on repairs, renovations and upgrading will continue in order to achieve increased levels of parity as far as infrastructure is concerned. Although the present focus is mainly on essentials such as classrooms and ablution facilities, it is envisaged that it will be possible to consider the addition of proper office facilities, media centres/libraries and other specialised support areas in 2003 and subsequent years.

MPUMALANGA

Projects funded from departmental budget

The budget allocated for the buildings referred to above is given in the following table according to the source of funds:

Facilities to be provided	2002/2003	2003/2004	2004/2005
Classrooms	401	486	510
Special rooms	28	46	48
Administration Blocks	12	35	38
Toilets	308	348	365
Renovations	17		
Other: Fencing water & electricity	26		
Total Budget	61 000 000	68 900 000	72 350 000

Conditional Grant

The financing of the above developments will be supplemented by a conditional grant. The amounts expected during each financial year are:

Year	Amount
2002/2003	R47 584,000
2003/2004	R71 267,000
2004/2005	R88 228,000

* NB Facilities to be developed as in 3.1 supra

Donor funded projects: (Japanese) 2002/2003

In addition there are projects that will be funded through Japanese donor funds. The projects that are planned are given in the table below.

Description	No of facilities
Classrooms	232
Admin. Blocks	20
Special Rooms (Science Laboratory)	4
Toilets	1 toilet seat per 50 pupils
Water supply	Provided at each of the 20 schools
Electricity supply	Provided at each of the 20 schools
Equipment: classrooms, science lab, Principal's office Staff room	Details contained in the minutes of discussion between Japan and MDE

The total amount of the project has not yet been determined as discussions are still in progress.

NORTHERN CAPE

The Department of Education (Northern Cape) has embarked on a three-year programme to eliminate backlogs within schools. The programme is geared towards assisting schools to enhance the culture of learning and teaching through infrastructure improvements. The three-year plan was based on the indicative figures as they appear in the MTEF period (2001/2002, 2002/2003 and 2003/2004)

This programme will go a long way towards the elimination of backlogs, but will definitely not eliminate all backlogs within the three-year programme. The programme is also developed to integrate with the departmental ICT Strategy (Information and Communication Technology) - hence the huge number of schools identified to be assisted in order to meet the minimum infrastructure requirements for IT (Information Technology) installations.

The various categories of infrastructure development and rehabilitation are described individually as well as the estimated costs for the three-year period. However, only a summary will be presented in this report.

Summary of Programmes for 2002/2003

Financial Year 2002/2003	Number of schools	Amount budgeted R million
Construction of new schools (Phase 2)	1	7 500,000.00
Rehabilitation	10	2,052,150.00
Fencing	20	3,319,000.00
Fitting Stone Guards	6	0.963,600.00
Upgrading of Sports fields	8	2,328,250.00
Skills Development	6	1,800,000.00
Beautification of Schools	39	0.780,000.00
Erection of Classrooms for IT	25	5,264,000.00
Improvement at schools to meet requirements for IT infrastructure.	89	2,736,600.00
Construction of new Classrooms	3 (8)	1,344,000.00
Construction of new Ablution facilities	2	0.412,400.00
Subtotal for 2001/2002	209	28 500 000,000
Day to Day Maintenance	All Schools	8 052 304

Table

Source	Amount
Works Education Budget –	R6 663 000,00
Infrastructure Grant –	R12 000 000,00
Donor Funds –	R14 000 000,00
Day to day maintenance	R8 049 992
Total	R 40 712 999.00

Summary of programmes for 2003/2004

2003/2004	NUMBER OF SCHOOLS	AMOUNTS TO BE SPENT
Construction of New School Phase 3 (Works Education Budget)	2	R 7,500,000.00
Rehabilitation	28	R 9,348,270.00
Fencing	0	R 0.00
Making Schools accessible	8	R 670,320.00
Fitting Stone Guards	31	R 4,120,410.00
Renovations at Special Schools	7	R 560,000.00
Upgrading of Sports fields	7	R 2,010,000.00
Skills Development	6	R 1,800,000.00
Beatification of Schools	39	R 780,000.00
Erection of Classrooms for IT	18	R 3,920,000.00
Improvement at schools to meet requirements for IT infrastructure.	166	R 5,119,000.00
Construction of new Classrooms	6 Schools (8 Classrooms)	R 672,000.00
Subtotal for 2001/2002	318	R 36 500,000.00
Day-to-Day maintenance	All Schools	R 8430762.00
Total		

Source	Amount
Works Education Budget –	R7 500 000,00
Infrastructure Grant –	R29 000 000,00
Donor Funds –	R14 000 000,00
Day-to-day maintenance	R8 430 762
Total	R 44 930 762.00

The Northern Cape Department of Education, however, still has to submit plans for the 2004/2005 financial year.

NORTH WEST

2002/03 financial year

An amount of R 54 million has been committed to 15 projects in 15 schools, indicating in each case the extent of the projects. These comprise:

- Building of 7 new schools;
- Building of 8 extensions to existing schools;

The proposed utilization of the national grant for three financial years and the names and costs for each school are given in the following table.

Name of school	NS	Ext	C	T	A	SFR	HOD	S	F	Budget R million
Reitshokile PS		X	6	8			1	1		1 148 997.04
Mamalebang MS		X	10	18	1		1	1	X	2 648 005.03
Selekeng PS		X	3	16			1	1		1 123 672.70
Ntebogeng PS	X		18	30	1	1	2	2	X	4 794 869.94
Setlopo HS	X		15	24	1	2	2	2	X	5 797 440.39
Mosikare SS		X	2	24	1	2	2	2	X	3 068 202.37
ZM Seatlholo SS		X	10	30	1	2	2	2	X	5 092 819.37
Mamusa PS	X		24	36	1	1	1	1	X	6 388 114.78
Chris Hani SS	X		17	24	1	2	2	2	X	5 823 276.40
Retlile SS			16	24	1	2	2	2	X	3 579 441.14
Welgevonden PS		X	5	10			1	1	X	1 087 913.39
Sefutswelo SS		X	5	12		1	1	1		1 475 684.08
Thulaganyo HS	X		24	36	1	2	2	2	X	5 525 571.76
Mokonyane PS	X		14	20	1	1	1	1	X	3 587 277.55
Kgwanyape PS		X	12	24	1	1	1	1	X	2 887 528.28
Total	7	8	181	336	11	17	22	22	12	54 028 814.22

2003/2004 financial year

The North West Department of Education has reserved R80 800 million for a variety of projects. The details are summarized in the following table.

Projects	Number of schools	Estimated costs R' million
New schools	8	25.0
Extensions to existing schools	10	25.8
Provision of new toilets to existing schools	75	30.0

The scope of work that will be achieved is detailed in the following table

Project	Quantity
New classrooms	160
New toilets	1860
Administration Blocks	18
Special function rooms	24
Heads of Department rooms	36
Storerooms	36
Fencing	15

WESTERN CAPE

The annual scheduled maintenance budget for education buildings in the Western Cape has been increased from the present R32 320 000 in the 2001/2 financial year to R54 800 000.00 in 2002/3, R53 200 000.00 in 2003/4 and R50 700 000.00 in 2004/5. This represents an annual increase of 69,6% for 2002/3, 64,6% for 2003/4 and 56,9% in 2004/5. The increased budgets will allow for more comprehensive maintenance of the existing buildings and it is estimated that approximate 300 schools per annum will be attended to. During the 2001/2002 financial year there were limited improvements made at approximately 265 schools. With the increased maintenance budgets we envisage more comprehensive improvements at our schools in the future.

The Directors of Education Management and Development Centres (District offices) prioritise their needs. These priorities are then ratified by the planners of the Directorate: Physical Resources Planning and the building inspectors of the Departments of Economical Affairs, Agriculture and Tourism, and Public Works. The head of education and the MEC finally approve the listed priorities for the different categories of expenditure.

The Western Cape Education Department was very fortunate to receive additional funds in the form of a provincial infrastructure grant. This grant is allocated over three years as follows: R19 247 000.00 during the 2001/2 financial year, R24 053 000.00 during the 2002/3 financial year, and R28 089 000.00 during the 2003/4 financial year.

It has been decided to use these funds as follows:

1. The building of 11 forums
2. The building or upgrading of 17 toilet bucks
3. The building of 4 permanent schools
4. The building of 5 core schools
5. The upgrading of 8 schools
6. Maintenance at 41 schools

A conditional grant of R2 280 000.00 was approved for the beautification of 12 schools.

A further amount of R3 381 000.00 has also been allocated in the form of a grant for the improvement of physical infrastructure at disadvantaged schools. Two schools received sufficient funds for the construction of halls as a reward for good matric examination results over many years. Upgrading projects are also being undertaken at 3 disadvantaged schools.

During the 2001/2 financial year approximately 269 schools received assistance from the emergency repair budget of R3 200 000.00. Notification has also been received that this latter budget will be increased to R5 791 000.00 in 2002/3, R6 150 000.00 in 2003/4 and R6 470 000.00 in 2004/5.

One hundred and seventy four classrooms have already been built during this financial year. Two hundred and fifty eight are still under construction and the contracts for 91 classrooms still need to be awarded.

It was also confirmed that the annual capital budget of R39 204 000.00 of the last few financial years has been increased to R53 705 000.00 in 2002/3 financial year, R49 705 000.00 in the 2003/4 financial year and R47 205 000.00 in the 2004/5 financial year.

These increases plus the Provincial Infrastructure Grant will go a long way towards alleviating some of the existing instruction room shortages in the Western Cape as well as those of basic services at many of our smaller rural schools.

Western Cape department of education intends decreasing the existing instruction room shortage by at least 40% over the period. In summary the projects can be summarized as follows:

Description	2002/03 Voted R million
16 new schools	72 212 000,00
Add additional classrooms to 12 schools	3 836 000,00
Locate new mobile classrooms in 105 schools	8 000 000,00
Relocate used mobile classrooms in 20 schools	1 000 000,00
Build forums at 6 schools without halls	3 000 000,00
New toilet systems and revamping of systems in 5 schools	1500 000,00
Improve water supply plus new toilet systems: 5	Not quantified
Electricity connections by Eskom: 15	Not quantified
Total Budget	89 548 000,00.

Description	2003/4 MTEF R'000
New schools: 24	R41 302 000,00
Add additional classrooms: 243	R33 609 000,00
Relocate used mobile classrooms: 20	R2 000 000,00
Build forums at schools without halls: 10	R5 880 000,00
New toilet systems and revamping of systems: 15	R5 100 000,00
Improve water supply plus new toilet systems: 15	
Electricity connections by Eskom: 25	
Total Budget:	R87 891 000,00

Description	2004/5 MTEF R'000
New schools: 4	R40 002 000,00
Add additional classrooms: 20	R7 203 000,00
Relocate used mobile classrooms: 20	R3 000 000,00
Build forums at schools without halls: 6	R3 000 000,00
New toilet systems and revamping of systems: 5	R1 500 000,00
Electricity connections by Eskom	Not yet available
Total Budget:	R54 705 000,00

Overall observations of business plans

The Northern Province did not submit a report on the plans for the improvement of school infrastructure. The others submitted incomplete business plans. It is evident that the provinces, which have submitted business plans, are ready for implementation. Although the Department of Education has been informed that the Eastern Cape Department of Education has delivered all their projects for the 2002/2003 financial year to the Eastern Cape Department of Works, no business plan has yet been received from them.

When funds are allocated from conditional grants or donations, the provincial priority is considered in the selection of schools to be constructed. Of concern though is that only Mpumalanga submitted lists of schools with the numbers of classes being conducted outside, under trees or in the open air. A comparison of these schools and the business plan of Mpumalanga revealed that the schools did not form part of the business plan. Provinces are being urged to submit these lists accompanied by a clear plan with time frames to address these challenges as soon as possible according to the President's directive.

The Department of Education plans to develop a proper format for infrastructure development business plans as well as clear definitions. This will allow comparative analysis of the business plans of provinces. The different phases of infrastructure development, namely: prioritisation, planning, document preparation, tendering, construction and retention need to frame the business plan development.

SECTION 4

FILLING OF POSTS

4.1 INTRODUCTION

In earlier sections of the report reference was made to the possible lack of capacity in provincial departments of education. This section of the report focuses on the filling of posts in provincial departments of education. Provincial departments of education were requested to give information on the filling of vacancies according to the following headings

Head Office

- Management echelon
- Middle management

District level

- District management
- Professional staff

Principals' posts at school level

The information obtained from the reports from Members of the Executive Council is summarized below.

4.2 HEAD OFFICE

The information received from provincial education departments regarding the filling of posts at each respective Head Office is summarized in the Table 4.1

Table 4.1: Filling of vacancies at Provincial Head Offices of the Departments of Education

Province	Total approved	Total filled	Total vacant	% Filled	%vacancies	Comments
Eastern Cape	17?	5?	5?			
Free State	26 PS 87 CS	19 6	7 81	73% 7%	27%	Number of vacancies reported is 80
Gauteng	Not stated	Not stated	797			
KwaZulu-Natal	Not stated	Not stated				
Mpumalanga	398 PS 101 CS	173 PS 69 CS	225 PS 32 CS	43% 68%	57% 32%	All management echelon posts are filled. Vacancies occur in the other PS posts
Northern Cape	Not stated	Not stated	18 PS 25 CS	-	-	
Limpopo	Not reported	Not reported	Not reported	-	-	
North West	Not reported	Not reported	Not reported	-	-	
Western Cape	827 PS 119 CS	604 PS 81 CS	223 38	73% 68%	27% 32%	

PS refers to Public Service posts and CS refers to College/School posts

Only three provinces supplied information that disaggregated information into different categories. It is very difficult to assess the capacity in different categories at Head Office level owing to lack of information and the manner of presentation. From the reports only Free State and Mpumalanga have given precise information regarding the management echelon. In the Free State there are ten management posts and all are filled. In Mpumalanga there are 16 management posts and only eight are filled. The province is therefore operating with only 50% of its management echelon. The Western Cape did not disaggregate the posts at Head Office according to post level.

A critical post in any organization is that of its Chief Executive Officer. In the case of the provincial education departments, this would be the position of the Head of Education. At the time of writing the positions of Head of Education in the Eastern Cape and Western Cape are still vacant. In the case of the Eastern Cape the situation is of grave concern since this high level posts has been vacant now for over one year. In the Eastern Cape the Head of Education resigned in January 2001. In KwaZulu-Natal the Head of Education retired in March 2001 and the post has only been recently filled during the month of April, a year later. There is absolutely no doubt that both provincial

managements have suffered as a result of lack of leadership.

4.3 REGIONAL /DISTRICT LEVEL

Table 4.2: Filling of vacancies at Regional / District Offices of the Departments of Education

Province	Total approved	Total filled	Total vacant	% Filled	%Vacancies	Comments
Eastern Cape	24	22	2			The number reported refers to District Managers only
Free State	17 PS 233 CS	5 48	12 185	29% 21%	71% 79%	
Gauteng	1205 CS 2240 PS	839 1796	353 444	70% 80%	29% 20%	The report only states that these are office-based staff but does not indicate their location
KwaZulu-Natal	Not stated	103	-	-	-	The report stated only CS posts filled at regional level
Mpumalanga	1119 PS 465CS	672 PS 271 CS	447 194	60% 58%	40% 42%	The numbers include regional and circuit offices
Northern Cape	Not stated	Not stated	68	-	-	The number includes both PS and CS staff in four districts
Limpopo	Not reported	Not reported	-	-	-	
North West	Not reported	Not reported	-	-	-	
Western Cape	265 PS 555 CS	113 PS 289 CS	152 266	42% 52%	58% 48%	The numbers do not differentiate between the post levels

PS refers to Public Service posts and CS refers to College/School posts

The Eastern Cape restructured the district level and reduced its number of districts from 41 to 24. The numbers reported refer to the filling of District Managers' posts only. No indication was given of other staff except to say that posts below this level would be filled through the migration process as staffs is redeployed between the 24 districts.

Of the provincial departments that provided clear information it can be deduced that at district level the Free State is operating at less than 30% of its capacity, Gauteng at probably more than 70% capacity and Mpumalanga at approximately 60% capacity. The Western Cape appears from the table to be operating at approximately 50%. The report from the MEC, however, states that the identification of the posts as being vacant means that the posts are not appropriately filled in a permanent capacity. Most of the posts are

reserved for staff that may be declared in excess. The posts identified as vacant are filled on a temporary or contract basis where that is warranted. It seems therefore, that the department is actually operating at a level, which is higher than is indicated by the table.

4.4 FILLING OF PRINCIPALS' POSTS AT SCHOOL LEVEL

The reports from the provincial departments did not make any considered efforts in responding to the question. Table 4.3 summarises the information supplied.

Table 4.3: Filling of Principals' posts at school level in the Departments of Education

Province	Total approved	Total filled	Total vacant	% Filled	%Vacancies	Comments
Eastern Cape	Not stated	Not stated	Not stated	95%	5%	
Free State	Not stated	Not stated	Not stated	-	-	
Gauteng	1995	1884	111	94%	6%-	Majority of posts filled in 2001. Trend suggests attrition rate of 5 to 6%
KwaZulu-Natal	Not stated	1176	Not stated	-	-	
Mpumalanga	1873	1710	163	91%	9%	Department is currently finalizing the recommendations made by SGBs
Northern Cape	Not stated	Not stated	27	-	-	
Limpopo	Not reported	Not reported	Not reported			
North West	Not reported	Not reported	Not reported	-	-	
Western Cape	Not stated	Not stated	54	-	-	

No conclusions could be made from the information reported. It is only in the case of the Eastern Cape that a further comment could be made. The Department of Education monitored the vacancy rate in the Eastern Cape from data contained in the PERSAL that was also confirmed by the Provincial Department of Education.

CONCLUSION

From the data presented above the following conclusions can be made, namely, that:

- Provincial departments of education did not report adequately to give a sense of the filling of posts at the head office and school level.
- Reporting on the filling of vacancies at district level was much better although there is still room for improvement.
- A matter of concern at district level is that there does not appear to be adequate human resource capacity to support schools. This is particularly so in view of the initiatives (phasing in the new curriculum, whole school evaluation, and many other policies that were intended to have an impact at school-level).

Increased effort on the part of the Department of Education will be required to assist the provinces to plan adequately for their human resource needs and capacity.

SECTION 5

ASSESSMENT OF THE PERIOD UNDER REVIEW AND CONCLUSIONS

The areas that have been reported on in this report regarding the performance of provincial departments of education and provision of education are of interest to government and the public. Aspects that have been reviewed fall broadly in three categories, namely:

- the preparedness of provincial departments of education and their respective schools to receive learners during the opening of schools at the beginning of the 2002 school year;
- an assessment of the extent to which provincial departments of education utilise available financial resources to support various activities; and
- an assessment of the human resource capacity of the provincial departments of education to perform their responsibilities.

The following conclusions and general assessment of the performance of provincial departments of education can be drawn from the report.

OPENING OF SCHOOLS AT THE BEGINNING OF A YEAR

On the preparedness of provincial departments and their respective schools to receive learners at the beginning of the year there are improvements compared to previous years. There are at least three areas that still need attention.

Firstly, while there has been an improvement with regard to the number of learners that are registered during the year preceding that of the opening of schools, provincial departments of education have still to pay more attention to their strategies of communication with school management teams, parents and learners about the importance of ensuring that learners are registered on time as required. Much time gets wasted when learners have to be registered on the day that schools open. This reduces the time that could have been spent either for learning and teaching purposes or for the orientation of learners to face the school year with confidence and enthusiasm.

Secondly, many school governing bodies have as yet to realise the importance of a school environment that is welcoming to both learners and educators, and is conducive to learning and teaching. The improvement of the condition of school buildings, the

improvement of sanitation and provision of adequate toilet facilities, the appearance of school grounds, and the availability of sporting facilities all fall within the responsibilities of school governing bodies. The observations made in the report about schools that had tall grass on the day of opening is one indication of the neglect of responsibilities on the part of school governing bodies. Provincial departments of education have to ensure firstly, that school governing bodies are trained to understand their responsibilities and are also encouraged to perform them, and secondly, that provincial departments of education and school governing bodies embrace the spirit of Vuk'uzenzele. They should arise and act in partnership with the communities served by the schools to provide school environments that are conducive to proper learning and teaching.

Thirdly, the provincial budget allocations for the procurement and distribution of learning support materials have improved. However, the procurement of the learning support materials and the distribution to schools has not improved as would have been expected after three years of focused attention. There are clearly still some weaknesses in the learning support materials' procurement and distribution systems used in most provinces. The report has demonstrated that not one province reported 100% delivery of learning support materials to schools before the first day of the commencement of the school year. Some of the reasons, for example, the fact that texts are out of print are understandable. Delays that are caused by either provincial departments making late submissions to Tender Boards or delays that are caused by Tender Boards not considering the submissions on time are not acceptable. This is not the responsibility of provincial departments alone but also of provincial treasuries. The Department of Education will continue to monitor and to advise on improvements in these areas of weakness in the spirit of cooperative governance.

UTILISATION OF FINANCIAL RESOURCES

The report has shown that in the financial year 2000/2001 five provincial departments of education had an under expenditure in their line budgets. The situation for the 2001/2002 has been worse than the previous year in that all provincial departments, except Western Cape, have shown an under expenditure in their line budgets albeit at different levels. Three provinces, Eastern Cape, Free State and Gauteng, have underspent by as much as 3% of their budgets which is outside the allowed 2% margin of over or under spending. The under expenditure has been demonstrated also in the utilisation of conditional grants. There has been no indication in the provincial reports of what the expenditure of donor funds has been during the 2001/2002 financial year.

Provincial departments of education have been encouraged to ensure that they appoint

Chief Financial Officers who would monitor and advise departments on the utilisation of departmental allocations. The delay on the part of provincial departments in appointing these officials may have been one reason for the under expenditure, which would be indicative of lack of capacity in skilled officials to manage and administer the budgets. In addition to this there may still be under expenditure due to delays associated with the process of procuring goods and services and an absence of financial management systems. All of the reasons cited above may be removed and the situation improved as Chief Financial Officers are appointed in all the provinces.

The request from the Minister of Education for provincial departments to develop and submit business plans for school infrastructure improvements should have served as an indication of what the government's priority for the current medium-term expenditure period regarding the provision of education. In addition the President announced in his speech during the opening of Parliament that government will make financial resources available to ensure that no child studies under a tree. However the slow response of some of the provincial departments of education has indicated one of two possibilities, either there is a lack of capacity to develop the required plans or the provincial departments do not regard the request as government's priority. This issue together with the challenges with spending financial resources will receive the attention of the Council of Education Ministers to ensure that all provincial departments align their priorities with government's priorities and delivery of services is improved.

HUMAN RESOURCE CAPACITY OF PROVINCIAL DEPARTMENTS OF EDUCATION

There are three levels described in the report with regard to the human resource capacity required to manage the provision of education. The three levels are at the provincial head office, at district offices and at schools. The reports were disappointing in their treatment of the subject particularly with respect to the filling of posts at head office and at school level.

Only three provinces, Free State, Mpumalanga and Western Cape, recognised that there are public service and educator positions at Head office and at Regional or District and then reported accordingly. The reports also failed to indicate the percentage vacancies according to post levels. The delay in two provincial departments, Eastern Cape and Western Cape, with respect to the filling of the post of the Head of Education in the respective provinces has been highlighted in this report but this had not been indicated in the provincial reports.

Provincial reports did not give a convincing picture with respect to the school principal

positions. All of this is due to the poor reporting on the part of provincial departments of education. Only Gauteng and Mpumalanga reported well in this regard.

CONCLUSION

Despite the challenges that have been highlighted in this report, there has been an improvement in the provision of education during the 2001/2002 financial year. Schools start on time and attendance by both learners and educators has improved despite the weaknesses that have been indicated. The management and administration of financial resources has improved and should continue to improve as weaknesses discussed above are addressed. All the challenges referred to can be addressed if provincial departments ensure that the necessary human resource capacity and skills are improved.

