# GUIDE FOR QUARTERLY SECTOR REPORTS BY PROVINCIAL EDUCATION DEPARTMENTS

#### 11 December 2012

#### 1 Introduction

This guide is intended for use by those working in the Provincial Education Departments (PEDs) who deal with education sector planning and reporting. The guide deals with the production of quarterly reports by the PED that are submitted to the Department of Basic Education as part of the larger process of producing quarterly, but even annual, reports on the basic education sector.

This guide is driven by the need to make periodic reporting in the sector **smarter**, more **strategically focussed**, more **factually correct**. It also acknowledges the need to reduce reporting that is irrelevant, not sufficiently cognisant of problems and possible solutions, and driven by overly complex tables and matrices.

The need for a guide such as this was identified by the Minister of Basic Education early in 2012. A first version was produced that guided provincial reports for the quarter April to June 2012. This guide replaces that guide.

This guide is obviously subject to improvement. At the same time, it is based on careful analysis by the DBE of existing quarterly reports produced by provinces. Future improvements to the guide will be based on assessments of whether provincial reports are improving and whether the guide is appropriately focussed in the minds of its users, namely provincial planners.

# 2 Why quarterly sector reporting is needed

#### It is needed to ...

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*The Bring together key information from sub-sectoral reports (ECD, for instance) and thematic reports (teacher development, financing, for instance).* 

*Promote strategic thinking amongst planners, which includes improving prioritisation based on realistic information on costs and likely impact.* 

Presidency's 2009 Green Paper on national strategic planning provided a new impetus for better government planning. In the basic education sector, the result was the development of the sector plan *Action Plan to 2014: Towards the realisation of Schooling 2025* and the 2010 *Delivery Agreement* for the sector. These documents brought about greater clarity and direction than had existed before with respect to the sector. But they also created a new need for stronger sector-level reporting against plans.

There are a number of reports that PEDs already produce at the sub-sectoral and thematic level. Examples are the quarterly performance reports submitted

to Treasury, conditional grant reports relating to, for instance, infrastructure development, and quarterly reports on progress against the National Strategy for Learner Attainment.

What is the point of having quarterly sector reports submitted by PEDs to the DBE when so many other reports exist? There are two reasons for this. The most important reason is that sub-sectoral and thematic reports on their own are not able to capture matters of strategy that transcend, for instance, individual themes such as teacher development and financing. For instance, it is necessary to evaluate where the greatest challenges lie in the provincial education sector and what combinations of solutions are required to tackle these challenges. For this, sectoral reports that exist are often of an insufficient quality and depth. This makes it difficult to consolidate the existing reports into coherent pictures of what is occurring in each province.

One report that could conceivably become the definitive quarterly statement of the state of the provincial education sector, is the quarterly performance report submitted to Treasury. However, for various reasons these reports are, with some exceptions, failing to capture the performance of PEDs as originally intended. The quarterly sector reports required according to the current document should be seen as part of the efforts to improve the quarterly performance report. What should be aimed for is the eventual merging of Treasury's quarterly performance report with the quarterly sector report specified below.

# 3 Problems experienced in the past

The following box summarises problems that are commonly encountered in the reports generated within the education sector. The aim should be to minimise these problems through capacity building, a move towards zero tolerance of clearly bad practices (thumbsuck statistics, irrelevant copy-andpaste jobs) and feedback by report users. With regard to the last point, it should be obvious that if no-one critically reads and then uses existing reports for some practical purpose, report-writers will have no incentive to strive for excellence in their reports.

# Typical problems include...

Poor sense of the magnitude of problems and the cost of possible solutions, making it difficult to assess what to consider as immediate fixes and what to consider as more long-range fixes. This problem is related to wishlisting, or the listing of 'nice-to-haves' without a sense of prioritisation.

A tendency to consider any action as being beneficial, with no emphasis on the need to test whether interventions are having the desired impact.

Insufficient synthesising and identification of cross-cutting and underlying problems, for instance relating to the motivation of the provincial workforce. Treating indicators if they were <u>the</u> report, as opposed to summaries of a few key measurable aspects of the sector.

Insufficient interrogation of numbers provided by districts and service providers, also an insufficient use of alternative sources of information and random checks to verify numbers.

# 4 The guiding principles

The five problems highlighted above point to the following five responses.

# Towards better practices...

A more critical (but still polite) view of what others in the organisation do. Put differently, just because a manager in charge of an intervention says some action is beneficial for education does not mean one cannot raise questions regarding impact.

A sufficient awareness that not all solutions are structural (bigger budgets, more staff, more rules). Many solutions relate to working on the culture of the organisation, trust, advancing professionalism.

Acknowledgement that whilst indicator values help us understand the sector, one cannot view these blindly or in isolation from underlying social and economic issues.

Itealthy scepticism towards the numbers that describe the sector. Accepting that at times it is more accurate to say a value lies in the range of, for instance, 82% to 88%, as opposed to saying that it is exactly 85.5%.

# 5 Structure, topics and guiding questions

# The basic specifications...

The main body of the quarterly sector report should preferably be no longer than about *ten pages*. There is no limit to the length of appendices and supporting documents, but it is important that the main statement of progress in the provincial sector should be contained and focussed, hence the limit of roughly ten pages for the main report should be adhered to.

Unlike many other guidelines, the specifications provided below say nothing about the precise format of tables or information. This is not because data are unimportant, but rather in recognition of the fact that provinces face different challenges and urgencies at different points in time. There is an expectation that the provincial sector reports should be data-rich, but how the information is presented is up to the provincial officials concerned. The important thing is that challenges and possible solutions should be quantified wherever possible.

Provincial sector reports should be proper reports, and not just slideshows. Slideshows may accompany the reports, but slideshows on their own are not able to convey sufficient information to users of the report who are not present in the presentation. The DBE will use the provincial reports and its own reports to produce synthesis reports for the sector as a whole, but the provincial reports should be of a standard that allows them to be attached as appendices to the national sector progress report which must be submitted to Presidency on a guarterly basis.

The quarterly sector report of each PED is an internal government report. It should not be considered an update report for public consumption or Parliament or any provincial legislature. Rather, the report is intended to provide national and other provincial officials with a frank assessment of recent developments. The DBE may use elements of the provincial reports in producing reports for public consumption, but the original provincial reports will not be treated as means for communicating developments to the public. The usage of the report must inform its content. It is not a public relations exercise and should aim to focus on information needed for better strategic decision-making in government.

The official name of the each provincial report should be, for instance, *Quarterly sector report for KwaZulu-Natal for period July to September 2014.* It should be dated, to avoid confusion relating to versions of the same report.

Each quarterly sector report should have as its point of departure **actions** that have occurred during the quarter, *or which should have occurred but did not where the lack of action represents a risk.* Reports need to provide sufficient basic details on these actions before they begin assessing their value. The following are types of actions that warrant attention in the quarterly reports:

- Actions representing the start of new initiatives. New interventions get launched, new learning materials focussing on improving practices in schools get distributed, new provincial rules and policies are finalised.
- Actions representing better ways of running old annual processes. The schooling system is largely about events and processes that are repeated each year. There are actions aimed at improving how these things happen, for instance the way teachers and learners are re-allocated across schools at the start of the year to deal with unexpected dips and surges in enrolment, or the way centralised textbook ordering occurs in preparation for the next school year.
- Actions that are responses to unexpected events and crises. Special action gets taken to respond to natural disasters, social unrest and unanticipated failure within the education system itself.

 Background actions to improve service delivery. Certain actions are not as visible as the ones referred to above, although they can be just as important. Examples would be new capacity building within aimed at managers in departmental offices or migration to a new information system.

Very importantly, the focus of the quarterly sector report should be on **actions that pertain to the quarter being covered**. This does not mean that there cannot be reference to what happened in earlier quarters, if that helps to explain what happened in the last quarter. It may also be appropriate to include background information, relating to for instance the prevalence of small schools or how well the province has performed in past assessments. *However, the core focus of the report should be on what has happened in the last quarter and what this means for educational progress in the province.* 

Here are some specific pointers to better practice when the **bare facts** of recent actions are explained:

→ Be clear about numbers, for instance numbers of schools, numbers of teachers. It is not enough to say 'school principals were trained in the use of X', for instance. If it was all principals, then say that. If all principals were supposed to participate, but only some did, provide at least a rough idea of how many.

→ Be clear about the level of the system where the action took place. If some action focussed on, say, just the Foundation Phase, then make this clear.

→ Try to include some details about the duration and contents of interventions. Focussing just on the number of teachers taken through some training is not enough. There needs to be some indication of the duration of the training and its content. With regard to the latter, if possible attempt to provide details on what materials were used in the training. Was this a national or provincial training package, for instance? Did trainers from districts construct their own training materials? Was the training the result of a collaboration with a university? If there are details available on the internet, provide the URL (internet address). This should be seen as part of a broader effort to focus better on *what* happens in teacher development and the probability that this action has a positive *impact* on learning.

→ Be clear about policy and strategy documents, especially provincial ones. If some action is occurring to promote a policy or strategy, be clear on what this is, in particular if the document is a provincial one. If possible, provide a URL.

Basic facts must be presented in the report, but it should also provide an evaluation of what has happened in the light of the sector's educational goals. Here it is worth emphasising points already made above: The report must offer a sober and professional view of provincial developments. Whilst it is important to acknowledge successes, the report should not shy away from examining problems, even potential problems (or risks). There should

moreover be a frank assessment of how well national DBE policies and interventions contribute to provincial development. If there are nationalprovincial alignment problems, for instance, these should be discussed. Overarching guiding questions that should inform the more evaluative part of the report are the following:

→ Is it known whether what is happening is moving the sector in the right direction? Are there uncertainties around whether, for instance, specific policies, learning materials or teacher development interventions are having a positive educational impact? How much closer are we to establishing whether certain interventions work, for instance through an expert review, feedback from schools or teachers, some national evaluation? Is there a need for a national process to try and evaluate this kind of action? Examples are:

■ 120 principals were taken through the new leadership training module X. This initiative is the outcome of a partnership with institution Y and several months of materials development. The training package is not available online but is available from the Department's school management unit on request. As part of the training, principals completed feedback forms which will be used to fine-tune the delivery of the training in future. One concern is that the training is too short. Currently it involves one full day, generally Saturday. The Department is investigating the possibility of extending the training session to a full weekend.

School principals in districts A, B and C (180 principals in total) were taken through Saturday training sessions as part of the Department's efforts to strengthen school management. Materials from institution Y were used, but training was conducted by district officials. It is difficult to establish how effective the training has been. Anecdotal evidence indicates that the training has been well received. It spans a weekend and involves accommodation of participants at a hotel conference venue. Given the initiative's cost, it is vital that a good sense of the quality of the training be obtained before training is extended to other districts. It seems as if the school management unit is talking to its DBE counterpart to identify a way of assessing the materials as well as the manner in which the training is delivered. ●

→ If there is relative certainty that a particular action has a positive impact, is impact being maximised relative to what the work costs? Even if the actual impact on learning and teaching of a certain action, such as improving the access of learners to computers, has not be established beyond doubt, it is still legitimate to be guided by certain indications that the action holds potential. For instance, if accompanying educational software has been carefully planned, if physical security systems in schools have been set up to prevent computer theft, if teachers are being taken through training on the use of computer-assisted learning, there are reasons to be hopeful. But then the question is whether costs are reasonable enough to extend the initiative to all schools. Sustainability questions must also be asked. How will computer repairs and troubleshooting be organised and financed, for instance?

→ If it is strongly suspected that an action is NOT delivering the desired impact, what can be done to fix or terminate the work? What easily happens in government systems is that initiatives are started which subsequently do not deliver the desired results, but which are also difficult to stop or change because they have already gathered momentum. The question then is what corrective action can be taken, despite possible resistance to such changes, or whether it would be best to investigate ways of terminating the activity.

A suggested structure for the provincial sector report is presented below. In many ways this structure is a checklist. It is perhaps not necessary to report on everything every quarter. A lot depends on the pressures and successes of provinces at any point in time. The preferred high-level headings are listed below. This is based on the *Delivery Agreement*, though the order of the headings has been changed slightly. Exactly how the report is structured under each of the high-level headings is up to the PED and the report-writers. However, the topics listed further down should guide the process. The guiding questions must be examined carefully. If certain questions are unimportant for a particular quarter, they should not be ignored.

High-level headings...

Indertake regular assessment to track progress

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Increase access to high quality learning materials

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*The Strengthen school management and promote functional schools* 

Strengthen the capacity of district offices

As will be seen below, under each of the high-level headings, there is always a topic "**Emerging evidence**". Whilst emerging evidence is not an action, the emergence of new data or research that the province considers might or should influence future action is worth noting. The report can mention emerging national evidence and what this means to provincial planners. But what is especially important here is, for instance, research that has focussed specifically on the province but which might be informative for the country as a whole.

Торіс	Guiding questions	
UNDERTAKE REGULAR ASSESSMENT TO TRACK PROGRESS		
Emerging	Has new information on what learners learn emerged from	
evidence	provincial assessment systems? Is this information	
	available in a report? Does this information suggest any	
	strategies need to change, or does the information	
	perhaps just confirm that current strategies must be	
	continued? Has there been innovative use by the province	

Торіс	Guiding questions
	of national assessment data, in particular ANA data and
	the Grade 12 examinations data?
Provincial	What new developments are there in the province's own
assessment	assessment practices, for instance relating to the
initiatives	collection and use of continuous assessment results?
National	What challenges and innovations exist in relation to ANA
assessment	and the Grade 12 examinations? Note that what is not
initiatives	expected is simply an account of regular processes that are running smoothly, such as the registration of learners for the examinations. Such operational information is reported to the DBE through other reports. The focus here must be on challenges that pose exceptional risks and innovations that point to new opportunities. Are there problems in the coordination with the DBE in the areas of
	the Grade 12 examinations and ANA which might require
	rethinking of approaches on the part of the DBE? If this is
	the case, an attempt should be made to offer concrete
	suggestions on what to improve. What steps are being taken to ensure that ANA is not just a testing system, but
	an initiative that improves accountability to parents and
	teacher awareness of standards? Are there actions that
	ought to be undertaken differently by the DBE in this
	regard?
IMPROVE TEAC	HER CAPACITY AND PRACTICES
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Торіс	Guiding questions
Matric	the quantity and quality of in-service training occurring in the province? Do initiatives driven wholly or partly by partners display good practices that warrant special attention, not just for the province, but the country? Are new national initiatives being received well by schools? What developments have occurred with respect to Matric
intervention programmes	support initiatives?
Teacher wellness and relations with unions	How are developments in the national salary bargaining process affecting the provincial employer's relations with employees? How is this affecting education service delivery? Think of both positive and negative developments, and bear in mind the situation with respect to non-educators as well. Are there management problems or innovations in the province with respect to matters such as leave, benefits, bonuses and monitoring of attendance that might affect the motivation of the educator workforce?
INCREASE ACCE	SS TO HIGH QUALITY LEARNING MATERIALS
Emerging evidence	Has the Department gained new insights into the quality of teaching and learning materials currently used in schools? Is the Department's information on actual access to required materials in the classroom improving? Has there been any analysis by the PED of the costs associated with ensuring that each learner has the books he or she needs?
Materials development	Have interesting new materials, traditional or internet- based, been developed as part of any government or non- government initiative?
Textbooks and workbooks provisioning	What improvements in the various provisioning steps have occurred in the last quarter? What new risks have emerged, for instance in relation to service providers? What is the thinking in the province around the best ways of dealing with risks in the short and long terms? This is another topic where it is especially important to refer to the relevant numbers, numbers relating to textbook deliveries, funding intended for schools themselves to buy books, numbers relating to textbook retrieval in schools. A special challenge here is to attempt to piece together the different information with a view to improving the understanding of what really counts: Do learners have access to the books they need? What improvements or risks are there in the national-provincial coordination processes, for instance relating to national catalogues of textbooks and national workbooks delivery procedures?
Provisioning of stationery	How sure is the PED that funding and provisioning steps currently being taken will ensure that learners have access to the stationery they need from the start of the next school year?

re there government or non-government actions that will
ake the province forward with respect to the presence
nd utilisation of these facilities in schools? What
ndication is there that sustainability has been properly
onsidered (think, for instance, of security systems) and
hat there is a good likelihood that educational outcomes
/ill benefit?
HILDHOOD DEVELOPMENT (The approach in the
ntegrate as many of the Grade R issues as possible under
This may mean that what is left for this section is just the
at coverage of Grade R is increased.)
lave any new studies emerged that are relevant for
nderstanding the quality of Grade R offered in the
rovince, or the ECD experiences of children below Grade
Vhat steps have been taken to improve the monitoring of
Grade R participation, inside and outside primary schools?
to steps taken with respect to school funding, advocacy,
eacher development, and teacher recruitment suggest
hat Grade R participation will be higher next year than it is
the current year?
OOL MANAGEMENT AND PROMOTE FUNCTIONAL
OUL MANAGEMENT AND FROMOTE FUNCTIONAL
s there new evidence relating to the demographic
ressures, for instance sudden population increases or
eclines in certain areas that would require reallocating
chool resources? Has information on difficult-to-measure
reas such as out-of-school children and grade repetition
nproved? Is there better information on the extent to
hich schools produce the basic management
ocuments, such as school development plans and
nnual financial statements, and the extent to which these
re of the required quality? Are there new and important
eports relating to school infrastructure and the rate of its
nprovement?
lave there been any developments in the systems that
nonitor this? Do monitoring systems point to
nprovements? If it is not possible to compile reliable
rovincial figures, how serious a monitoring gap does this
epresent? Is there satisfaction that schools and districts
re able to monitor and take the required action in this
rea?
lave there been important developments with respect to
elations with SGB and parent associations? If new
greements are concluded, do circumstances suggest that
ny action will come out of them? Are there ANA
evelopments that are influencing the ways communities
articipate in schooling? What training is occurring of SGB
nembers?

Торіс	Guiding questions	
School funding	How well is the whole school funding system working? Are	
	deadlines being missed? If so, what risks does this	
	present? Are there budgetary constraints that are affecting	
	compliance with the funding norms? If so, indicate the	
	magnitude of the problem. Are there independent school	
	funding issues that represent budgetary or political risks?	
School	Does the trend point to an acceleration or deceleration of	
infrastructure	infrastructure development relative to, for instance, the	
	same point during the last financial year? What	
	institutional stumbling blocks deserve mention, relating for	
	instance to national-provincial coordination, local	
	government planning, and Treasury?	
Learner health	Is there reason to believe that school nutrition is not on	
and well-being	track? What actions are being taken to ensure that public	
	funds are being properly utilised in the area of school	
	nutrition? Are there improvements with respect to verifying	
	school lunch statistics provided by external service	
	providers? (What should inform this question are the gaps	
	between the school nutrition coverage information	
	produced by PEDs in the past and the lower trend	
	revealed by Stats SA's household surveys.)	
Special needs	Have there been developments which have improved the	
education	chances for children from poorer households for obtaining	
	the specialist support they need? What improvements	
	have there been on the ground with respect to the	
	availability of specialised staff, be this through the hiring of	
	people or the capacity building of existing educators? Are	
	there new concerns being brought forward by	
Grade repetition	organisations representing the disabled? Is it possible to tell if this is declining? If not, are there	
	initiatives to improve monitoring in this area? Are there	
	any new Department instructions relating to grade	
	promotion practices in schools? How sure can one be that	
	these instructions promote a good balance between the	
	need to reduce grade repetition and the need to maintain	
	standards in schools?	
Compulsory	What actions have been taken to enforce compulsory	
schooling and	schooling? Are there new advocacy campaigns, or	
beyond	partnerships with community organisations? Are there	
,	new instructions that have been sent to schools aimed at	
	reducing the dropping out of learners aged 16 and above?	
Transitions to	What new collaboration with FET colleges has been	
post-school life	initiated to improve the flow of information between these	
	colleges and schools? More generally, how is the	
	availability of career and post-school studies guidance	
	information being strengthened in schools?	
STRENGTHEN THE CAPACITY OF DISTRICT OFFICES		
Emerging	Have there been any studies, inside or outside the	
evidence	Department, dealing the trends in the ability of districts to	

Торіс	Guiding questions
	monitor and support schools and, more generally, the
	capacity of the education bureaucracy as a whole?
Monitoring and	Have new rules been agreed on, or new best practices
support in	emerged, regarding the promotion of curriculum
curriculum	completion at schools? Have new high quality materials
delivery	and tools been developed that can assist districts in
	developing their own capacity and supporting schools?
Monitoring and	What school-district planning and reporting systems have
support in non-	improved or deteriorated? Are there important
curriculum areas	developments or new risks relating to matters such as
	EMIS and human resources management? Are there new
	initiatives or events relating to the overall functionality of
	districts?
Overall provincial	What events or actions point to changes, positive or
and national	negative, in the capacity of the PED as a whole to manage
enabling	and lead the provincial education sector? Are there
environment	leadership changes in the Department that translate into
	different management styles and different ways of doing
	things?

# 6 Suggested short guide

The following frame captures key things from this guide. It is designed as a possible pin-up reminder list.

Things that can be done well before the end of the reporting period:

Identify topics that are likely to be especially important and tell the programme people concerned about your intended focus. Get to know the issues and the information that has been available in the past. If there are very serious information gaps, see if it is possible to fill them.

Monitor the media and key websites and take note of how issues are being covered outside of government.

Look critically at earlier quarterly reports of e.g. districts and see whether there are glaring problems. If there are, communicate formally to the people concerned about how you believe their reports could be improved to serve sectoral reporting needs better.

8 8 8

# Things to bear in mind in the final rush to finish the report:

The sector, and not the length or depth of incoming information, determine where to place the emphasis. Of the around 30 topics that have been listed in the guide, it may be enough to deal with just 5 to 10 in a lot of depth. The emphasis depends largely on what has been happening.

The writing the main body of the report, let the following guide your focus:

"Is progress being made towards national and provincial goals, in particular those relating to learning outcomes? What developments warrant optimism? In which areas is special corrective action called for? How certain can we be that reported trends are true? Is there progress within the sector in the minds of ordinary citizens?"

Put together a high-level summary of less than a page at the start of the report. This not only helps readers, it also helps you **think through** what the absolutely **Critical issues** in the quarter were.

# 7 Deadline

The province's quarterly sector report should be submitted to the DBE ten working days into the month following the end of the quarter being reported on. This is a tight deadline, but is necessary if deadlines that the DBE is subject to are to be respected.

If the tightness of the deadline results in certain activities, especially those occurring towards the end of the quarter, being left out or being dealt with just superficially, this should be stated in the introduction to the report. Where this occurs, important missing information should be included in the following quarterly report.

#### 8 Feedback and enquiries from the DBE

The DBE will examine the provincial reports in detail and will send questions of clarity to individual provinces. Moreover, the DBE will make periodic reviews of the quality of the reports and provide feedback through the HEDCOM structures to all provinces in this regard.