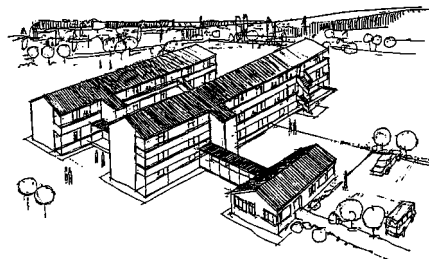




**Province: KwaZulu-Natal
Department: Education**

Implementation Plan for the Elimination of Public School
Infrastructure Backlogs in the Province of KwaZulu-Natal as
Identified through the Regulations Relating to Minimum Uniform
Norms and Standards for Public School Infrastructure, Promulgated
in Terms of the South African Schools Act, 1996 (Act No. 84 of
1996)



29th November 2014

Approval Control				
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1. INTRODUCTION

The Regulations Relating to Minimum Uniform Norms and Standards for Public Schools Infrastructure (referred to as the Regulations) were published in the Government Gazette No. 37081 on 29 November 2013. The stated objectives of the regulations are as follows:

- i. To provide minimum uniform norms and standards for public schools infrastructure;
- ii. To ensure that there is compliance with minimum uniform norms and standards in the design and construction of new schools and additions, alterations and improvements to schools which exist when the regulations are published; and
- iii. To provide for timeframes within which school infrastructure backlogs must be eradicated.

2. LEGAL FRAMEWORK

The legal framework within which the regulations will need to be implemented will include the following:

- i. The South African Schools Act No. 84 of 1996;
- ii. The National Building Regulations;
- iii. SA-SANS 10-400;
- iv. The Public Finance Management Act (PFMA);
- v. The Government Immovable Asset Management Act.

3. PURPOSE OF THIS PLAN

The purpose of the Implementation Plan is to:

- i. Provide an outline of the content and implications that the Regulations will have for the KwaZulu-Natal Department of Education (KZNDoe).
- ii. Identify the key strategic issues arising from the promulgation of the Regulations.
- iii. Outline the KZNDoe's approach to the Regulations and how best the identified backlogs could be addressed.
- iv. Assess the cost of eliminating the infrastructure backlogs within designated timeframes and to consider the implications of these costs for other strategic priorities in the 2015/16 and future KZNDoe U-AMPs .

4. BACKGROUND TO THIS IMPLEMENTATION PLAN

The *Regulations Relating to Minimum Uniform Norms and Standards for Public Schools Infrastructure* were published in the Government Gazette No. 37081 on 29 November 2013. The Implementation Plan is the KZNDoE's response to the Regulations.

The Regulations [clauses 4(6)(a) and 4(7)] place an obligation on the Member of the Provincial Executive (MEC) to develop a plan on how the department will achieve compliance with the norms and standards and to report annually on the progress made with regard to the implementation of the plan.

This KZNDoE Implementation Plan incorporates the following:

- i. The backlogs at district level compiled after a survey was done on all schools in the province.
- ii. The costed short, medium and long-term plans with targets.

5. TIMEFRAMES APPLICABLE TO THESE REGULATIONS

The regulations spell out the minimum infrastructure norms and standards and set the timeframes for education departments to comply with. The Regulations prescribe that:

- i. All schools built entirely from materials such as **asbestos, metal and wood**, as well as all those schools that do **not have access to any form** of power supply, water supply or **sanitation** must be prioritised and complied with, within a period of **three years** from the date of publication of these regulations.
- ii. The MEC must prioritise the norms and standards relating to the availability of **classrooms**, electricity, water, **sanitation, electronic connectivity** and **perimeter security** and that these norms and standards be phased in over a period of **seven years** from the date of publication of these regulations.
- iii. The MEC must specifically focus on the norms and standards relating to **libraries and laboratories** for science, technology and life sciences and that these norms and standards be phased in over a period of **ten years** from the date of publication of these regulations.
- iv. All other norms and standards contained in the regulations must be planned, prioritised and phased in before 31st December 2030.
- v. Schools already in planning and prioritisation within the 2013/14, 2014/15 and 2015/16 MTEF cycle be excluded from having to comply with the regulations.
- vi. The implementation of the norms and standard is, where applicable, subject to the resources and co-operation of other government agencies and entities responsible for infrastructure in general and the making available of such infrastructure.

6. INFRASTRUCTURE BACKLOGS IN KWAZULU-NATAL

In the context of the set of deliverables in the first THREE year timeframe, the KZNDoe has, through the NEIMS database – supplemented by District data – identified, 64 schools with no toilets, 181 schools with no water and 628 schools with no electricity. There are no schools built entirely from mud and/or inappropriate materials. However, the Department continuously engages with the Districts to receive feedback on the status of services at schools and respond according to the changing environment.

7. DETERMINATION OF BACKLOGS

As mentioned above, NEIMS data has been supplemented by district data to determine the number of facilities at every individual school. Thereafter, applying the norms and standards requirements per individual school – based on the current enrolment at the existing school – the backlogs per individual school was then determined. (Spreadsheet on CD) The accumulation of all these backlogs, per facility, was then used to determine the backlogs contained in the spreadsheet on the attached CD.

8. PROPOSED KZNDoe IMPLEMENTATION PLAN FOR ELIMINATING INFRASTRUCTURE BACKLOGS

- i. The KZNDoe has already geared itself towards the implementation of programmes aimed at addressing norms and standards backlogs.
- ii. The KZNDoe Infrastructure budget for the 2014/15 MTEF is already set and planning has already started on several new and replacement schools, upgrades and additions to existing schools as well as all the other categories of needs as identified in the Regulations. The KZNDoe therefore needs to make little change to the existing programmes, in terms of targeted interventions. However, the available budget does not allow for the KZNDoe to achieve the desired volumes in each category. The financial limitations have been further exacerbated by the recent decision to reduce the infrastructure budget by R3,47 billion over the 2014/15 MTEF period.
- iii. If additional funds become available, the KZNDoe focus on norms and standards backlog and increase the outputs in the programmes that address the backlogs, as is the case with the incentive grant received from DBE/National Treasury.

- iv. Larger scale interventions will be pursued after the current MTEF and onwards and future U-AMPs will reflect the department's commitment to deal with the backlogs.
- v. Several interventions are proposed by the KZNDoe to decrease the backlogs and in so doing create a feasible target for backlog elimination. Some of the interventions in the Plan are:
 - Rationalisation of small schools (less than 200 learners), where possible and in a phased approach where the smallest schools are addressed first;
 - Replacement of schools built of inappropriate materials; and
 - To deal with norms and standards issues when schools are identified for upgrade and addition or repair and renovation interventions.

9. IMPLEMENTATION PLAN (3 YEAR PLAN)

The Department's plans to address the Norms and Standards backlogs have received a severe setback as a consequence of the excision of ±R3.4billion from the 2014/15, 2015/16 and 2016/17 budgets.

The focus of the first 3 years of the Implementation Plan is on the elimination of schools without water, sanitation and electricity, and the eradication of schools built entirely of inappropriate material.

At face value this does not appear to be a major challenge, however, coupled to the need to address significant backlogs within the first 7 years – particularly that of toilets and classrooms – it is imperative the KZNDoe starts immediately with the eradication of these backlogs.

i. Sanitation

The Department has allocated R236.728 million for the elimination of the schools without sanitation and the provision of water, which is to be further supplemented by R92million received as an incentive grant from National Treasury and the Department of Basic Education.

Schools without toilets have been provided with chemical toilets as an immediate response to the plight of the school, with a permanent intervention to follow from the allocation mentioned above.

The situation i.r.o. of sanitation is more complicated than simply identifying schools without toilets. Although schools may have some toilets of the appropriate technology, e.g. VIP, and therefore do not fall within the first 3 year timeframe, many schools also have gross toilet inadequacies and/or toilets that are beyond repair and require urgent attention. Consequently, the Department is dealing simultaneously with these schools whilst addressing schools without toilets. Therefore, it is envisaged that all sanitation backlogs will be addressed within the SEVEN year timeframe.

The level of service for toilet delivery is

1. Waterborne sewerage
2. VIP or EnviroLoo.

The type of technology applied is dependent on the following factors:

1. the availability of a reliable water supply
2. Access to municipal sewer and/or sewerage treatment plant
3. Soil conditions.

The number of sanitation facilities are supplied in accordance with the Norms and Standards regulations which are compliant with National Building Regulations.

A "Toilet Calculator" has been developed to determine the sanitary fittings required at schools, inclusive of toilets, urinals and wash basins for learners, staff and persons with disabilities.

ii. Water

For the provision of water the KZNDoe provides water in terms of a preferred hierarchy, viz.:

1. Municipal piped water where available
2. Borehole where potable
3. Rain water tanks. Tanks to be filled by tanker when rain water is exhausted.

Unfortunately, in times of drought the reliability of the latter two options is questionable, and the dependency on a third party often results in schools being without water.

In this context, the KZNDoe has scheduled meetings with municipalities, in the 2015, to secure service level agreements i.r.o. of the provision of water to schools.

iii. Electricity

The delivery of electricity is being retarded by the dependency on electrical grid and the vandalism of solar panels where used.

In the context of this programme, the DBE is negotiating with service providers to eliminate the remaining backlog of schools without electricity. The KZNDoe is relying on the DBE to assist with the electrification of schools through the ASIDI programme.

iv. Schools Built Entirely of Inappropriate Material

The only schools that the KZNDoe has that could be classified as being built entirely of inappropriate material fall in the category of non-viable schools. In that context, schools that are not to be merged, consolidated and/or closed with immediate effect have been provided with mobile classrooms.

Once again the situation in KwaZulu-Natal is different from many of the other provinces. Although many schools may be built from concrete block, which is classified as appropriate material, upon closer inspection the materials used are of inferior quality. Consequently, many such schools will have to be replaced entirely in due course as it is not possible and/or economically viable to repair same.

For the purpose of this Implementation Plan, the KZNDoe has not included these schools as part of Inappropriate Schools but is addressing such schools in the Upgrades and Addition programme that runs parallel to the basic functionality requirements.

10. IMPLEMENTATION PLAN (YEARS 4 – 7) YEAR

Years 4 – 7 are likely to provide the biggest challenge to the KZNDoe in meeting the requirements of the regulations, particularly in addressing the classroom backlogs because of the sheer volume of facilities that have to be provided. Table 1, below, indicates that between R5,8 billion and R7,0 billion will be required per annum to meet the 7 year timeframes. This is provided adequate funding is made available in years 2 and 3 to start addressing these needs together with the basic 3 year requirements.

i. Perimeter Fencing

All government school with no perimeter fence or those with a fence described as being in a poor condition, will be prioritised within the existing fencing programme of the KZNDoe.

According to the NEIMS 200 schools have no fence.

The estimated cost of providing new perimeter fencing at the 200 schools that have no fence, will be R100 million in terms of 2014 prices.

The level of service for perimeter fencing supplied to KZNDoE schools is a 1,8m high weldmesh fence with flat wrap razor wire attached to the tops. Full specifications for perimeter fencing and gates are attached.

ii. Standard Classrooms

According to NEIMS data and applying the Norms and Standards regulations of 1 classroom per 40 learners, there is an accommodation shortage of 5747 classrooms throughout the province.

The KZNDoE provides classrooms of 50m², as per our standard plans.

iii. Grade R Classrooms

The KZNDoE has been engaged in a sustained drive to provide Grade R classrooms to accommodate the new grade that has been introduced in the schooling system. There are currently 2592 Grade R classrooms in the province with a further 3985 classrooms required to accommodate the learners at the norm of 30 learners per classroom.

The Grade R facility is fenced off from the rest of the school by means of a 1,2m internal fence and classrooms of 75m², as per our standard plans, together with playground equipment and small toilets are provided.

11. IMPLEMENTATION PLAN (YEARS 8 AND BEYOND)

As can be seen from Table 1 below, if the targets for years 1 – 7 can be met, the financial requirements for the subsequent years are well below current thresholds, requiring ±R1,8 billion (in current term, excluding inflation) for years 8 – 10, and ±R1,1 billion for the last 7 years.

i. Structure Built of Inappropriate Materials

The KZNDoE has identified 206 inappropriate structures in the KwaZulu-Natal. The types of facilities still have to be determined.

It is envisaged that these facilities will be replaced during the various upgrades and additions programmes planned and may already be counted as existing backlogs accommodated elsewhere.

ii. School Nutrition Programme Kitchens

The KZNDoe has standard plans for the School Nutrition Kitchens. The Department currently provides such facilities at all new schools and upgrades and addition projects. The Department will be required to provide 2808 kitchens at the Quintile 1, 2 and 3 schools to meet the Norms and Standards requirements.

iii. Laboratories, Libraries/Media Centres, Computer Rooms and Multipurpose Classrooms

According to NEIMS approximately 3002 libraries, 4808 laboratory, 3178 computer rooms and 4502 multipurpose classrooms are required in the Province.

The KZNDoe has for a number of years been addressing the provision of libraries, laboratories, multipurpose classrooms and computer rooms at secondary schools through a dedicated programme (Curriculum Redress) whilst at the same time providing these facilities at all schools addressed through either the new school or upgrades and additions programme.

The KZNDoe will continue to focus on the secondary schools in the inner years and expand the programme to primary schools in the outer years.

The KZNDoe has standard plans for all these facilities.

iv. Physical Education/Sport and Recreation Areas

NEIMS data indicates that 1553 schools have no physical education/sport and recreation areas. This information is in all probability misleading in that it does not quantify or quality the type of facilities provided, and could be well below an acceptable norm.

However, all new school and upgrades and additions projects include the provision of sports facilities which include netball court, soccer field and chess board.

v. New Schools

All new schools built by the Department are compliant with the Norms and Standards Regulations, in all respects.

vi. Universal Access for KZNDoe Schools

The majority of schools in KwaZulu-Natal have no access for the disabled in terms of toilets, ramps, gates and doors or to disabled parking facilities

These facilities are provided at all new schools and upgrade and addition projects.

The regulations prescribe that these backlogs should be eliminated over a period of 17 years in order for all schools to have universal access by 2030.

12. FINANCIAL IMPLICATIONS FOR ELIMINATING ALL INFRASTRUCTURE BACKLOGS IN THE PROVINCE

The backlogs described in the preceding paragraphs provide the estimated backlogs for all KZNDoE schools in respect of each backlog category and include schools already identified as projects within the current MTEF (2014/15 – 2016/17).

If the KZNDoE must eliminate all the identified backlogs as per the timeframes given in the Regulations, an amount of R59,5 billion would be needed (see Table 1 below).

		Cost assuming an inflation rate of 5.5%
National ASIDI (Year 1)	R	R
National ASIDI (Year 2)	R 158 000 000	R 158 000 000
National ASIDI (Year 3)	R 156 000 000	R 164 580 000
MTEF(Provincial) Year 1	R	R
MTEF(Provincial) Year 2	R 4 097 240 000	R 4 322 588 200
MTEF(Provincial) Year 3	R 4 888 080 000	R 5 440 555 242
Year 4	R 5 024 310 000	R 5 899 752 683
Year 5	R 5 080 560 000	R 6 293 922 967
Year 6	R 5 067 550 000	R 6 623 085 180
Year 7	R 5 128 740 000	R 7 071 726 257
Year 8	R 1 787 200 000	R 2 599 802 597
Year 9	R 1 800 100 000	R 2 762 589 196
Year 10	R 1 800 500 000	R 2 915 179 239
Year 11	R 1 061 150 000	R 1 812 597 492
Year 12	R 1 062 100 000	R 1 914 002 342
Year 13	R 1 070 000 000	R 2 034 292 010
Year 14	R 1 073 900 000	R 2 154 000 588
Year 15	R 1 084 750 000	R 2 295 430 213
Year 16	R 1 092 150 000	R 2 438 199 201
Year 17	R 1 098 300 000	R 2 586 785 023
TOTAL	R 42 530 630 000	R 59 487 088 430

Table 1: The estimated cost in order to eliminate all the current backlogs at schools

This amount of R59,5 billion translates into the following cash flow scenario, given the timeframes:

- i. Years 1 to 3: R10,085 billion (\pm R5,042 billion per annum as Year 1 has already passed);
- ii. Years 4 to 7: R25,889 billion (\pm R6,472 billion per annum);
- iii. Years 8 to 10: R 8,277 billion (\pm R2,759 billion per annum); and
- iv. Years 11 to 16: R15,235 billion (\pm R2,176 billion per annum).

However, the plan as indicated above, is not feasible and is unachievable, particularly in the first 7 years. This is because of the limited timeframes, lack of funding and doubt of whether sufficient implementing capacity exists.

The KZNDoe Implementation Plan can be summarised as per the Table 2, below. The full cost for the KZNDoe Implementation Plan is R59,487 billion. The KZNDoe Implementation Plan cash flow and target scenario for the full implementation period is presented in available on CD.

Category	Backlog	Cost
No Water (Number of Schools)	181	Costed in Service below
No Sanitation (Number of Schools)	64	
No Electricity (Number of Schools)	628	
Inappropriate: Entire School (Number of Schools)	0	
Standard Classrooms required - after new schools scenario has been applied	3492	R 1 743 750 000
Grade R Classrooms required	3552	R 4 782 000 000
Insufficient Water (Infrastructure to all facilities)	3010	R 522 600 000
Insufficient Electricity (Infrastructure to all facilities)	628	R 314 000 000
Insufficient Sanitation (Number toilet seats required)	47112	R 3 302 280 000
Perimeter / fencing / security (Number of schools without)	185	R 100 000 000
Libraries /Media centres (Number of schools without)	2550	R 3 002 000 000
Laboratories (Number of schools without)	4109	R 4 808 000 000
New Schools (excluding Inappropriate schools) required - Based on Growth	88	R 3 321 000 000
New Schools required - Based on a percentage of overcrowded classrooms	120	R 3 645 000 000
Inappropriate Spaces (Partial)	206	R 82 400 000
Nutrition Centres (Quintile 1,2,3 only)	2808	R 1 263 600 000
Multi-Purpose Classrooms (Number of schools without)	4502	R 4 276 900 000
Admin area (Number of schools without)	2621	R 5 242 000 000
Computer Rooms required (Number of schools without)	3178	R 3 019 100 000
Physical Education -Sport and Recreation Areas (Number of schools without)	1553	R 3 106 000 000
Total Cost (excluding inflation)		R 42 530 630 000
Total Cost (including 5.5% inflation compounded over 17 years on diminishing need)		R 59 487 088 430

Table 2: The estimated cost of eliminating the backlogs at schools identified as part of the proposed strategy

13. THE INTEGRATION OF THE BACKLOG PLAN INTO THE CURRENT PROGRAMMES AND MTEF OF THE KZNDōE'S USER ASSET MANAGEMENT PLAN

The cash flow spread sheet used to determine the cost of addressing the backlogs is included on the CD and explains the funds needed till 2030 to address all the backlogs as contained in the KZNDōE Plan.

The KZNDōE Infrastructure budget for the current MTEF is already set and planning has already started on several new and replacement schools as well as Upgrades and Addition, Grade R, Curriculum Redress, Water and Sanitation and Fencing Projects. Additional funding will have to be made available to start addressing the remaining backlogs from the 2016/17 financial year and beyond. Without extra funds addressing the backlogs will remain a pipedream.

14. RISKS AND MITIGATIONS

The limitations and risks identified by the KZNDōE are mostly related to the capacity of implementing agents and funding.

Capacity constraints with existing implementing agents have compelled the KZNDōE to use a total of 5 Implementing Agents. The appointment of this number of Implementing Agents has added responsibility on the Chief Directorate: Infrastructure Planning and Delivery in terms of administration and monitoring.

Limitations in respect of capacity of contractors and other built environment professionals are also identified as a risk with regards to the elimination of backlogs. With the timeframes proposed by the regulations, the KZNDōE is of the opinion that the built environment industry would not have the capacity to assist education departments to eliminate the backlogs identified.

The strategy proposed by the KZNDōE to eliminate backlogs is premised on the need to eliminate backlogs within specific timeframes. However, the funding of these programmes remains a risk to the KZNDōE and other infrastructure programmes of the department. To date no clarity or direction has been given regarding proposed funding sources for the elimination of backlogs.

15. CONCLUSION

As presented in the KZNDoE Implementation Plan above, the total cost of backlog elimination is estimated at R59,5billion with an annual cash flow layout of approximately R4billion per annum in years 1 to 3, R578million per annum in years 4 to 7, R413million per annum in years 8 to 10 and R342million per annum in years 11 to 16.

Whilst the department respects the Regulations on uniform norms and standards and is committed to work towards compliance, the timeframes in the Regulations are unrealistic. Consequently, the KZNDoE Implementation Plan presents a more realistic and sustainable implementation plan, provided additional funding is made available.

According to the KZNDoE Implementation Plan, the estimated cost of eliminating backlogs in the Western Cape amounts to a total cost of approximately R12billion (in 2014 prices) provided the KZNDoE strategy of rationalisation and replacement is followed. This translates to approximately R600million per year, from year 1 to 3, almost R800million from year 4 to 10 and R600million from year 11 to 16.

The success of the KZNDoE's proposed infrastructure backlog elimination plan, if implemented, remains subject to available funding and the capacity of implementing agents and contractors to implement.