



**THE PROPOSED STRATEGY FOR THE ELIMINATION OF PUBLIC SCHOOL  
INFRASTRUCTURE BACKLOGS IN THE WESTERN CAPE 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)**

**MAY 2014**

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## **1. INTRODUCTION**

The regulations relating to minimum uniform norms and standards for public schools infrastructure and referred to as the Regulations were published in the Government Gazette No. 37081 on 29 November 2013.

The objectives of the regulations can be summarised 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 existing schools when the regulations are published; and
- iii. To provide for timeframes within which school infrastructure backlogs should 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 DOCUMENT**

- i. To provide an outline of the content and implications for the Western Cape Education Department (WCED) of the regulations relating to minimum uniform norms and standards for public schools infrastructure.
- ii. To identify the key strategic issues arising from the promulgation of the Regulations relating to minimum uniform norms and standards for public schools infrastructure.
- iii. To make recommendations and finalise a strategy in respect of the WCED approach to addressing and eliminating the public school infrastructure backlogs in the Western Cape with specific reference to cost and time.

## **4. BACKGROUND TO THIS DOCUMENT**

The background to this document is informed by the regulations relating to minimum uniform norms and standards for public school infrastructure as promulgated in terms of the South African Schools Act, 1996 (Act No. 84 of 1996).

The regulations are the result of many years of consultation between Provincial Education Departments (PED), the Department of Basic Education (DBE) and various stakeholders (e.g. Equal Education), which resulted in a court case and the eventual promulgation of the regulations relating to minimum uniform norms and standards for public schools infrastructure in November 2013.

The reason for the drafting of this strategy is that: The Member of the Executive Council (MEC) must, within a period of 12 months after the publication of the regulations and thereafter annually on a date and in the manner determined by the Minister, provide the Minister with detailed plans on the manner in which the norms and standards are to be implemented as far as schools referred to in the sub-regulation (1) are concerned.

This plan makes provision for the following:

- i. The backlogs that this province experiences in terms of meeting the norms and standards;
- ii. The costed short, medium and long-term plans with targets.

## 5. TIMEFRAMES APPLICABLE TO THESE REGULATIONS

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. an 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. an 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 31 December 2030.
- v. schools already in planning and prioritisation within the current 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.

It is, however, important to note that the application of the regulations relating to minimum uniform norms and standards for public school infrastructure will be central to

provincial infrastructure planning in the 2015/16 U-AMP, and will have a direct impact on existing project prioritisation and implementation. The reasons are that:

- i. neither DBE nor National Treasury has indicated that additional funding will be made available to fund the additional programmes that will allow for the implementation of programmes to eliminate backlogs;
- ii. the existing and predicted capacity constraints of the WCED's preferred Implementing Agent in the Western Cape, the Department of Transport and Public Works (DTPW) will take time before it is fully operational. Much of the works associated with N&S is relatively small in value (except of course replacement schools) but high in management demands. DTPW has in the past found it difficult to deliver on this sort of work.
- iii. any new programme takes time to implement and plan;
- iv. the planning of especially replacement schools could take in excess of a year, before commencement of actual construction. This places additional time constraints on the timeframes listed in the regulations.

## **6. INFRASTRUCTURE BACKLOGS IN THE WESTERN CAPE**

The WCED has reviewed the Regulations and is of the view that as far as N&S in the Western Cape are concerned, backlogs to planned for and eliminated can be organized into eight (8) categories namely:

- i. Ablution shortages;
- ii. Perimeter security and school safety (fencing)
- iii. Laboratories;
- iv. Sport and Recreation Facilities;
- v. Libraries (multi-media centres);
- vi. Universal access;
- vii. Inappropriate structures;
- viii. Classrooms shortages

In specifying these eight categories it is important to note which of the categories specified in the Regulations have been excluded in this backlog identification document or deferred and why.

**Regulations 10 and 11** pertaining to the provision of Water and Electricity have been excluded because all schools in the Western Cape currently have access to these facilities/services.

**Regulation 5** which deals with Types of Schools is being addressed through processes of facility rationalisation. They are not backlogs per se but require decisions about consolidation, closure, mergers etc. these processes are being addressed in the Western

Cape but are not seen as being amenable to backlog classification and are as a consequence not addressed here.

**Regulation 7** deals with criteria for school site identification and refers to new (or replacement) schools. These norms and standards are forward looking and for the most part do not require backlog considerations. They will be observed in future. Regulation 7 does however require that all schools have a name board indicating the name of the school, the contact details of the school, its GPS co-ordinates, and its EMIS number. Regulation 18 likewise specifies a range of design considerations which are forward looking rather than retrospective in application and which considerations will be observed in future school design and facility provision.

**Regulation 8** deals with types of “school areas and their sizes”. In this regard the provisions of Annexures D, E and F will be followed in new school design in the Western Cape as required by the Regulations. The provisions of Annexures A, B, and C however apply to all existing schools but are to serve as “guidelines” rather than hard and fast norms and standards. As a consequence no backlogs are calculated for existing schools regarding key school areas and their sizes. It should be noted that WCED plans to implement a “Width Initiative” which ultimately targets 100 schools per annum. The aim of the Width initiative is to make small but “impactful” interventions at existing schools and thereby increase the overall impact of the infrastructure spend. WCED envisages that in the process of implementing this programme the provisions of Annexures A, B, and C will be assessed as they apply to each school being addressed. However as instructed by the Regulations, the Annexures will be used as planning guidelines only.

The 8 N&S categories applicable in the Western Cape and assessments of backlogs in respect of each category are discussed in more detail below.

Data regarding infrastructure backlogs at Western Cape schools were gathered through a survey to school principals conducted during the first quarter of 2014.

Information regarding inappropriate structures and classrooms shortages was sourced via existing databases (e.g. NEIMS, CEMIS etc.) The WCED through its existing programme of school replacement also has access to a list of schools built of inappropriate materials, such as asbestos, wood and metal. The Western Cape does not have any schools built of mud. This list of schools built of inappropriate materials originated from the data gathered through the NEIMS survey in 2006, but has since been adjusted, based on consultations with education districts, as well as progress made with the replacement of schools programme in the province. Further, small schools located on private property were disregarded for replacement because it is private property and the already limited budget must rather be used on state property. However, the department will not neglect leased schools and will deal with it as described in the WCED U-AMP. The WCED has taken an informed decision not to replace inappropriate schools with less than 250 learners. The reason for this decision is that the department intends to consolidate these small schools

into bigger schools which will offer a richer curriculum and assist with the eradication of multi-grade teaching.

Information regarding classroom shortages was sourced from the Central Education Management Information System (CEMIS) and is based on a learner to classroom ratio. The CEMIS in the department is a live data base which gets updated daily. Any school with a ratio of more than 40 learners per classroom was considered overcrowded (as per N&S) and the number of classrooms needed to eliminate the existing backlog of classroom space was calculated.

## **7. SHORTAGES OF ABLUTION FACILITIES AT SCHOOLS IN THE WESTERN CAPE**

Regulations relating the minimum uniform norms and standards for public school infrastructure, prescribes the norm for school sanitation for both primary and secondary schools. This national norm dictates how many ablution facilities need to be provided.

According to the survey that was conducted during the first quarter of 2014 many schools in the Western Cape indicated a shortage of ablution facilities.

However, national building regulations prescribe a different set of criteria based on rational design, which prescribes that a lesser amount of ablutions can be provided and still adhere to the National Building Regulation provided the design of the facilities are of such a nature that facilities can be shared. For example, ablution facilities for staff, if located close to the hall, can duplicate for cloakrooms/ablution for the hall, as these ablution facilities will be used by either staff or visitors to the hall at different times. Thus design can play a critical role in the number of ablution facilities that need to be provided.

It seems that the number of ablution facilities prescribed by the national building regulations, despite rational design, is greater than what is prescribed in the regulations relating to minimum uniform norms and standards for public school infrastructure. Any new or replacement school built in the Western Cape adheres to National Building Regulations, also in respect of ablution facilities provided. The Western Cape has thus always slightly over-provided on ablution facilities when compared to regulations relating to minimum uniform norms and standards for public school infrastructure.

However, for the purpose of this strategy and calculating the backlog at existing schools, it was decided to base the calculation on the number prescribed by the Regulations rather than on National Building Regulations, which will have to take the design of each school into account.

Although the Regulations prescribe a separate norm for both male and female facilities and a unisex facility for Grade R, the survey conducted did not list Grade R facilities separately. For the purpose of calculating backlogs, half of the Grade R learners were

simply added to the male population and the other half to the female population of the school.

The regulations prescribe a norm for sanitation of a school with a maximum primary enrolment of 1240 learners and secondary enrolment of 1200 learners. Many schools (77 Schools) in the Western Cape actually have larger enrolments than the prescribed, which necessitated the WCED to extrapolate the norm for schools with larger enrolments.

Thus for the purposes of calculating backlogs, the norms set for any primary school with enrolments larger than 1240 learner and a secondary school with enrolments larger than 1200 learners, were set as follows:

extrapolated norms					
primary	fem wc	fem basin	male wc	male ur	male basin
620 - 820	20	14	11	10	9
>820	22	15	12	11	10
secondary					
600-800	19	12	9	10	8
>800	21	14	10	11	9

**Table 1: The extrapolated norms for ablution provision**

According to the survey conducted and calculation made, many schools in the Western Cape have more ablution facilities than is prescribed by the regulations. Unfortunately these surpluses cannot (for locational reasons) be subtracted from the under-supply of facilities at other schools. The under-supply of ablution facilities will thus have to be addressed on a case by case basis.

The survey results with regards to ablution facility backlogs can be summarised as follows:

The total number of toilets to be provided at WCED schools to conform with minimum N&S is **746**

The number of schools affected by toilet shortages is **96**.

It should be noted that the backlog calculation excludes all schools earmarked for replacement, all lease schools and schools earmarked for possible closure/rationalisation. Lease schools constitute a difficulty since WCED may not invest public money on privately owned land yet basic N&S must be observed as far as possible. The approach that WCED will take will be to approach lease school owners and ask them to bring schools up to standard and to re-negotiate the leases to take additional costs into account.

Ablution backlogs are listed by school in Annexure A.



## 8. CONDITION OF ABLUTION FACILITIES AT SCHOOLS IN THE WESTERN CAPE

The 2014 survey conducted, requested schools to indicate the condition of their existing ablution facilities and whether these were in a bad, fair or good condition. Although this is rather subjective feedback it does give an indication of the condition of ablution facilities at schools in the Western Cape in general.

According to the survey approximately 12 % of toilets are in a bad condition.

Condition improvements for ablution facilities will not be considered part of N&S backlogs, but will instead be treated as part of normal maintenance and refurbishment requirements.

## 9. SHORTAGES OF PERIMETER FENCING AT SCHOOLS IN THE WESTERN CAPE

Information gathered from the survey conducted indicated that less than 4% of schools in the Western Cape (54 schools) have no fence. Of these schools more than half are leased facilities for which the owner of the facility should take the necessary responsibility to ensure that the facility is properly secured and fenced. Moreover several of the schools without fences are replacement schools where fencing will be incorporated as part of replacement. The result is that the fencing backlog is **15** schools.

Further to this the survey found that of the schools that have access to a perimeter fence, 400 schools described this fence as being in a bad condition. A further 519 schools described their fence as being in a fair condition and 482 described their fence as being in a good condition. As with ablutions "condition", fencing conditions will not be treated as a N&S backlog, but as part of normal maintenance.

Details regarding the schools at which fences are required are available in Annexure B.

## 10. SHORTAGES OF CLASSROOMS AT SCHOOLS IN THE WESTERN CAPE

Information regarding the availability of classroom at schools was gathered from CEMIS and is based upon a learner to classroom ratio of 40 learners per classroom, using only classrooms and not specialist rooms like libraries and laboratories.

Based on these criteria, it is estimated that the Western Cape has a classroom shortage of approximately **149** classrooms at **53** schools.

This excludes replacement schools, leased schools and schools that receive Grade R classrooms as a form of expansion.

Details regarding the schools at which classrooms are required are available in Annexure C.

## **11. SCHOOLS BUILT OF INAPPROPRIATE MATERIALS INCLUDING WOOD, METAL AND ASBESTOS**

Based on information gathered from the 2006 NEIMS assessment, the WCED developed a list of schools built of inappropriate materials and has updated this list based on new assessments and consultations. At present there are 207 schools on the list.

Of these, 72 schools have been identified and prioritised in the current MTEF budget. These include schools already in construction, planning and feasibility stage and include the schools being replaced under the ASIDI programme). For calculation purposes, it was assumed that of the 72 schools already prioritised in the MTEF budget, 24 schools were completed in the 2014/15 financial year, and 25 schools in the 2015/16 financial year. That leaves 26 schools of the 72 that remain to be completed from 2015 to 2021.

As far as the balance of schools is concerned WCED has excluded leased schools and schools to be rationalized and has identified a further **96** schools built of asbestos, timber and pre-cast concrete. Of these **26** have substantial asbestos content and are prioritized for replacement by 2025. The remainder are comprised either of pre-cast concrete or timber and are in reasonable (albeit variable) condition.<sup>1</sup> It is WCED's view that these schools will eventually have to be replaced but it will not be necessary or desirable to do so by 2030. In this regard it should be noted that the WCED's budget will be heavily loaded in the direction of replacement for nearly 10 years (2015 to 2025) as a consequence of N&S compliance. In recent U-AMPs replacement has been considered a much lower priority by the Province than new schools and maintenance. Thus in the period after 2025 it will be necessary to pursue other priorities and further replacement will have occur as funds are available in the years beyond 2030.

Whilst full replacement will not be achieved in the 3 year target period specified in the Regulations, it should be apparent that substantial progress will nonetheless be made in the first 5 years (72 schools). Approximately half of the replacement schools will be completed by 2025. Eliminating the current replacement backlog within the 3 year target envelope has never been possible both in funding and capacity terms and replacement will in all likelihood still be on WCED's agenda well beyond 2030.

Replacement schools are listed in Addendum D.

The schools included in this list are schools considered to be schools built fully (or largely) of inappropriate materials. Many other schools within the Western Cape consist of a limited number of classrooms that are built of inappropriate materials, with the larger portions of these schools built of brick and mortar. These schools are not considered to be inappropriate and will be dealt with in the same manner as brick and mortar schools in terms of maintenance, refurbishment and replacement.

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<sup>1</sup> The schools in worst condition or posing the worst health hazards have already been prioritized for immediate replacement (i.e. they are in the current MTEF).

## **12. SHORTAGES OF LABORATORIES AND LIBRARIES/MEDIA CENTRES AT SCHOOLS IN THE WESTERN CAPE**

Information regarding laboratories and libraries at schools in the Western Cape was also sourced from the 2014 survey conducted by the WCED. According to the survey approximately 625 schools have access to a laboratory and 830 schools do not have access to a laboratory. These schools include both primary and secondary schools and include all schools regardless of enrolment size. When leased schools, replacement schools on the MTEF and schools with enrolments below 250 are excluded from consideration, **352** labs will be required. The possibility of placing mobile classrooms at leased schools to serve as laboratories will be considered as will other interventions/options.

The survey also found that approximately 1290 schools have access to a library, while 165 schools have no access to a library. Adjusting for lease and replacement schools and schools under 250, the number of new libraries that will be required is **37**. As with labs consideration of the placement of mobile libraries at leased and other schools will be considered along with other options.

Schools without Laboratories and libraries are listed in Annexures E and F.

## **13. SHORTAGES OF SPORTS FIELDS AT SCHOOLS IN THE WESTERN CAPE**

The survey results found that 496 schools had no access to sports fields. That is approximately one third of all public ordinary schools in the Western Cape. However when lease schools and replacement schools and schools with fewer than 250 learners are taken out of the equation the backlog is **103**. Most of the schools listed as not having sports fields, have been provided with a basic facility in the past but have allowed it to deteriorate to a point where the facility is not usable. The 103 schools will be revisited to confirm the need and in most cases a hard surface combi-court arrangement will be provided. Specific arrangements will be assessed on a school by school basis.

Schools with backlogs regarding Sports fields are listed in Annexure G.

## **14. BACKLOGS IN RESPECT OF UNIVERSAL ACCESS AT SCHOOLS IN THE WESTERN CAPE**

The survey conducted requested principals to indicate if their school facility had access to wheel chair friendly ramps, gates and doors as well as parking for the disabled.

The survey found that approximately 844 schools had no disabled access in terms of ramps, gates and doors. Adjusting for lease schools etc. the total number of schools that would require disabled access is **499**. These schools are listed in Annexure H.

Capacity to implement this programme of work constitutes a major obstacle insofar the works involved are low rand value, widely spread and complex.

## 15. THE IMPLICATIONS OF ELIMINATING ALL INFRASTRUCTURE BACKLOGS IN THE PROVINCE

The backlogs described in the preceding paragraphs provide the estimated backlogs for all WCED schools in respect of each of the 8 categories listed above. The backlog estimates have been conducted extremely conservatively.

The cost of eliminating backlogs and associated cash flows are presented in Annexure I.

It is estimated that to eliminate all the current backlogs at schools, as indicated in Annexure I, it would require an average of approximately R377 million per annum or between 25% and 30% of overall budget over the MTEF. Of this amount approximately half would have been in the budget in any event (replacement) meaning that implementing the N&S requires that 10% to 15% of current budgets to be found to accommodate N&S. It is proposed that this be done (in the first few years at least) by utilizing some of the funding allocated to the width programme as well as some from maintenance programmes since N&S interventions relate to both.

The accommodation referred to above is possible but implies de-prioritising some width and maintenance infrastructure needs (at least until 2025). Nonetheless it is possible and this in turn is due to conservative backlog estimation.

Category	Backlog	Approximate cost / item	2015/16 R'000	2016/17 R'000	2017/18 R'000	2018/19 R'000	2019/20 R'000	2020/21 R'000	2021/22 R'000	2022/23 R'000	2023/24 R'000	2024/25 R'000	TOTAL R'000
Inappropriate structure	72 schools in MTEF and 23 after	R60mil.	R 484 149	R 301 892	R 360 768	R 362 921	R 410 000	R 207 000	R 340 000	R 349 000	R 284 000	R 135 000	<b>R 3 234 730</b>
Fencing backlog	15 schools	R1mil.		R 3 000	R 4 000	R 3 500	R 2 500						<b>R 13 000</b>
Ablution backlog	96 schools	R100 000 / toilet		R 26 900	R 18 000	R 20 300	R 10 000						<b>R 75 200</b>
Additional classrooms	53 schools and 149 classrooms	R1mil. / class	R 14 300	R 14 300	R 14 300	R 24 000	R 46 000	R 37 000	R 42 000				<b>R 191 900</b>
Laboratories	352 schools	R 500 000				R 30 000	R 30 000	R 25 000	R 22 500	R 22 500	R 22 500	R 23 500	<b>R 176 000</b>
Libraries	37 schools	R 50 000				R 600	R 600	R 650					<b>R 1 850</b>
Sports fields	103 schools	R 200 000				R 10 000	R 10 600						<b>R 20 600</b>
Universal Access	499 schools	R100 000 / school				R 10 000	R 10 000	R 10 000	R 10 000	R 9 900			<b>R 49 900</b>
<b>TOTAL</b>			<b>R 498 449</b>	<b>R 346 092</b>	<b>R 397 068</b>	<b>R 461 321</b>	<b>R 519 700</b>	<b>R 279 650</b>	<b>R 414 500</b>	<b>R 381 400</b>	<b>R 306 500</b>	<b>R 158 500</b>	<b>R 3 763 180</b>

Table 2: The cost of eliminating backlogs and associated cash flows (also refer to Annexure I for larger scale)

## 16. THE PROPOSED STRATEGY FOR ELIMINATING INFRASTRUCTURE BACKLOGS IN THE WESTERN CAPE

The WCED Infrastructure budget for the MTEF for 2014/15 and 2015/16 is already set and planning has started on several new and replacement schools. Many projects have also been identified and prioritised for the 2016/17 financial year. There is little or no room for change.

Despite the fact that projects have already been identified in the outer year of the U-AMP (2016/17), the WCED proposes to start addressing norms and standards backlog in

earnest in 2016/17 by trying as far as is possible to direct the funding required to address the backlogs within the timeframes proposed by the Regulations. A very rapid planning start has been made to the provision of replacement schools.

The WCED's proposed strategy for eliminating infrastructure backlogs in the Western Cape is thus centred on limited interventions within the current MTEF (except in respect of replacement schools which is addressed very aggressively) and more wide reaching interventions within the outer years of the current MTEF being 2016/17 and onwards.

The strategy proposes that if additional funding is made available for backlog elimination, it be directed to dealing with replacement schools particularly post 2025.

The WCED has already geared itself towards the implementation of programmes aimed at addressing norms and standards backlogs. For instance the proposed Width Initiative programme of the WCED, (being implemented in the 2014/15 financial year and beyond), is specifically aimed at improving the presentation of schools in the Western Cape and addressing norms and standards backlogs. In addition to planning the Width initiative, WCED has already assembled the capacity to implement it in the form of the appointment of two Management Contractors. This has involved breaking new ground in Education Infrastructure delivery and the process has provided WCED with important insights into how to implement N&S.

An important part of the strategy has been to find ways of keeping the backlogs at manageable levels. This strategy has mostly centred on the rationalisation/closure of schools with enrolments of less than 250 learners. In so doing, the WCED not only hope to save on the cost of having to eliminate infrastructure backlogs, but also save on the future maintenance cost of having to maintain these facilities. Excluding leased schools has also been used to reduce backlog estimates. Likewise schools identified as structures built of inappropriate materials are also excluded from the backlogs as these facilities will be replaced in future and brought in line with the regulations relating to minimum uniform norms and standards for public schools infrastructure.

It should be noted of course that whilst such an approach to backlog estimation helps to make backlogs manageable, it is not without risk. Leased schools, replacement schools and schools to be rationalized will nonetheless still need certain facilities, often for many years before their intended destiny is realized. As a consequence WCED will need to make arrangements to deal with these "interim periods". Options include using mobile classrooms and other mobile facilities and services, using facilities offered by other public institutions, rationalising use of space at schools, planning with municipalities and land owners etc. Such measures have not been planned in detail and costed in this plan. These calculations will be made and may increase the budget required on non-replacement N&S by up to 50%.

## **17. IMPLEMENTATION PLAN FOR THE ELIMINATION OF ABLUTION BACKLOGS**

Implementing the ablution backlog is complicated by the wide geographic spread of projects as well as the relatively low rand value of works per project. Where this kind of situation presents itself it is tempting to link the delivery of desired facilities to other “bigger” delivery programmes, like scheduled maintenance or refurbishment. However the overlaps (or lack thereof) between the different programmes is not always easy to manage and nor are the different timeframes. Moreover there is also a danger that the smaller sub-programmes get lost in the trajectory considerations of the major programmes. Thus in order to get the job done, it is felt that a separate programme for Ablution Backlog Elimination is required (even if the ratio of travel to value of works is high). Among the options available to achieve implementation are:

- i. Decentralisation of implementation to the schools/SGB's
- ii. The use of management contractors with WCED as the implementing agent (IA)
- iii. Using the WCED's preferred IA the Western Cape Department of Transport and Public Works (DTPW) with a proposal that they appoint 3 or 4 contractors on a geographic basis.

The WCED's proposed approach is to utilize management contractors as this will allow a quick start. This is because much of the work is of a design and build nature (the scope needs to be verified and specified on a case by case basis). Decentralisation to SGB's is an option but is considered risky because of oversight and mobilisation issues. As previously noted DTPW also do not favour low spend/high management intensity type assignments.

The condition of toilets will be addressed via the Width Programme where the intention is to ultimately reach a rate of 100 schools per year on a rolling basis. Management Contractors appointed by WCED are currently implementing the Width initiative.

## **18. PROGRAMME FOR PROVIDING PERIMETER FENCING AT SCHOOLS IN THE WESTERN CAPE**

Since such a relatively small percentage of schools in the Western Cape is affected by a lack of proper perimeter security, it is proposed that the schools on government owned property that have no perimeter fence, be prioritised within the existing fencing programme of the WCED as implemented through the Department of Transport and Public Works (DTPW).

According to the survey only 54 schools have no fence most of which ( 34 schools) are on leased property. Only 15 schools require perimeter fencing. The remaining 5 schools that indicated that they have no fence are currently in the process of receiving a fence.

As far as lease schools are concerned it is proposed that notices be sent to the owners of leased facilities requesting that specific attention be given to perimeter fencing within the next 7 years in order to adhere to the minimum uniform norms and standards for public school infrastructure.

## **19. PROGRAMME FOR PROVIDING ADDITIONAL CLASSROOMS AT SCHOOLS IN THE WESTERN CAPE**

The Classroom backlog has been estimated at approximately 198 classrooms at 68 schools.

According to the regulations this backlog should be eliminated over a period of 7 years. It is proposed that an average of 50 classrooms per year will be provided in years 4, 5, 6 and 7.

It is proposed that this programme also be implemented through the WCED's implementing agent, being the DTPW. It is envisioned that this programme will replicate the existing Grade R programme of the department in the sense that consultants and contractors will be appointed for each school. Projects will be individually assessed to determine the feasibility of providing additional classrooms at schools identified.

It is important to note that the WCED strives to provide standardised schools with 7, 14, 21 or 28 classrooms (excluding specialist classrooms) and to standardised streams per grade of 1, 2, 3, or 4 streams per grade. The adherence of school infrastructure to these norms will be assessed on an individual basis and recommendations made.

In some instances schools that registered as being over-utilised are located close to schools which are underutilized. The WCED's perspective on this is to firstly manage enrolments at the over-utilized school down in order to ensure that infrastructure is fully utilised at all schools in a specific area, before additional classrooms are considered.

Further to this, it is also important to note that the existing Grade R programme of the department is also a form of providing additional classroom space at existing schools. Most WCED schools (84%) already have a Grade R enrolment at the school that is currently accommodated in normal classrooms. This has unfortunately led to a situation of over-utilisation of normal classroom space at the school. The result is that in recent years the WCED programme of providing Grade R facilities at schools has shifted to prioritise schools identified as being over-utilised. The new Grade R facilities provided at these schools have again freed up classrooms that have previously been occupied by Grade R learners.

This Grade R programme will continue as planned and would complement the new proposed programme for providing additional classrooms at schools.

## **20. IMPLEMENTING THE REPLACEMENT OF SCHOOLS BUILT OF INAPPROPRIATE MATERIALS IN THE WESTERN CAPE**

Processes for planning and implementing replacement projects are well established in the Western Cape. WCED and DTPW have honed effective working arrangements in this regard and these have been sharpened by the recent delivery of 25 ASIDI replacement schools over the past two years.

Thus WCED proposes to continue with the current programme of school replacements through their preferred implementing agent, DTPW.

As part of a big push to deal with replacement an average of nearly 10 schools per annum will be delivered for the first 10 years. DTPW's capacity to delivery replacement schools at this rate has been proven via the ASIDI initiative.

Replacement at this scale cannot be achieved in the targeted 3-year timeframe.

## **21. IMPLEMENTATION PLAN FOR PROVIDING LABORATORIES AND LIBRARIES AT SCHOOLS IN THE WESTERN CAPE**

As in the case of Ablution backlogs, the provision of laboratories and libraries contends with the problem of still unspecified low value projects spread widely accross the province. The same implementation options exist as for ablutions. Likewise a similar logic has informed WCED's choice of option.

It is proposed that Laboratories and Libraries constitute a new and separate programme.

The programme should be implemented through the WCED's Management Contractors given that a design and build approach is warranted.

The WCED plans to adhere to the timeframe of 10 years prescribed by the Regulations.

## **22. IMPLEMENTATION PLAN FOR PROVIDING SPORTS FIELDS/RECREATION AREAS AT SCHOOLS IN THE WESTERN CAPE**

The WCED proposes that a separate programme be implemented through Management Contractors in order to deal with the backlog in respect of sports fields/recreation areas. This is for similar reasons to those presented previously in respect of the use of management contractors. Particularly important in this regard is that the nature of the work requires a design and build approach. Sport Field provision can also be closely integrated with the Width programme.



### **23. IMPLEMENTATION PLAN FOR PROVIDING UNIVERSAL ACCESS TO SCHOOLS IN THE WESTERN CAPE**

The regulations also prescribe that these backlogs should be eliminated over a period of 16 years in order for all schools to have universal access by 2030.

The WCED does not propose that a separate programme be implemented in order to eliminate this backlog. Instead it is proposed that universal access be addressed as part of the WCED's Width programme which will ultimately reach approximately 100 schools per year. Thus when Width interventions are performed at these schools, issues regarding universal access are also addressed simultaneously. Thus, in principle, the 499 schools at which interventions are required can be reached by 2030.

### **24. RISK**

The main risks associated with the implementation of the N&S programme relate to capacity issues. As previously noted many of the interventions are "small-value" but "high-management-intensity interventions. Moreover most of these interventions have to be effected across a wide geographic sweep. Historically WCED's main implementing agent, DTPW, has not been able to address these kinds of interventions well.

It has been proposed, in earlier sections, that WCED use Management Contractors to implement a range of N&S Sub-Programmes while DTPW should focus mainly on the big-spend items in the N&S Programme (mainly Replacement and Classrooms). Whilst this implementation strategy helps mitigate the risk referred to above, it must be noted that a mobilisation process will be initiated to procure additional Management Contractors. As previous experience has shown, such mobilisation is onerous. Moreover recent experience has shown that the management of Management Contractors requires substantial internal capacity. This raises the question of whether or not the DTPW should be asked to procure and manage the additional Management Contractors but they too have major capacity constraints. At this juncture it seems that additional internal capacity is most likely to be mobilised in WCED (rather than DTPW) via DORA funding. In any event the issue of how the additional capacity to implement N&S is to be mobilised will require further investigation and discussion with concrete proposals written into WCED's annual IPMP.