

## Implementation of the Regulations relating to Minimum Uniform Norms & Standards for Public School Infrastructure

### Progress Report: November 2018

#### INTRODUCTION

The Regulations relating to Minimum Uniform Norms and Standards for Public School Infrastructure; Regulation 4 (6)(a) stipulates that "A Member of the Executive Council 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, report annually to the Minister, and provide detailed plans on the manner in which the Norms and standards are being implemented".

This report serves to comply with the said regulations by providing an update on the status as reported at the end of November 2018.

#### 1. PROGRESS WITH THE ELIMINATION OF THREE YEAR BACKLOGS

##### 1.1. Initial baseline

The 3 year targets (i.e. elimination of schools with no basic services and those comprising only of mud structure) were set on the basis of baseline information established from the condition assessments that were conducted by DBE (2013/14) and EC DoE (2014/15). This information established the following baseline:

	Original Baseline	Closed	Potential rationalisation	Balance
No Water Supply	261	22	152	87(64)
No Sanitation	94	16	53	25(11)
Pit latrines only	2885	89	1116	1680(98)
No Electricity Supply	318	27	186	105(16)
Inappropriate Material (Full) ASIDI	442			

Notes:

1. The figures in brackets in the Balance column indicate the number of schools that were addressed by the ASIDI programme.
2. The baseline figure of 442 entire mud structure schools were on the ASIDI programme.

The process followed for reporting the status of schools without basic services in the schedule below is as follows:

**a. Baseline:**

The original number of schools on the baseline list identified as entirely lacking certain basic services is shown (note this preceded the subsequent condition assessments that were conducted by DBE (2013/14) and EC DoE (2014/15), minus the number of schools which are no longer operational has been deducted together with completed projects since then.

**b. Closed schools:**

This is the number of identified schools that have subsequently closed down.

**c. On Rationalisation:**

This is the number of schools identified for rationalization from the baseline.

**d. Balance:**

This is the balance of backlogs forming the revised baseline (figure in brackets indicates the schools on the ASIDI programme)

In the case of the 3-year targets (schools without any of the basic services), these have largely been met with the assistance of the ASIDI intervention programme, as discussed later herein. However, additional schools with unacceptable or without basic services subsequently been identified. This is probably a result of further deterioration over the ensuing period, or initial incorrect reporting. This issue is discussed later herein.

The Department's focus has been on the provision of basic services (both 3-year and 7-year backlogs), but it has also addressed some of the 10-year and some of the 17-year criteria (the exceptions being halls and sports fields) with all new schools and major upgrades. This is in line with the intentions of the Regulations. However, the overwhelming challenge is the availability of adequate budget for the schools with insufficient basic services. This together with other funding for all the other facilities required in terms of the Regulations, plus adequate maintenance funding, is constraining the Department's ability to plan for effectively meeting the targets in the light of the available and indicative budgets.

## 1.2 Current status vs baseline

ITEM	REVISED BASELINE	ACTIVE PROJECTS (incl projects completed in 2018/19)	BALANCE	ON RATIONALISATION
No Water Supply	223	26	197	152
No Sanitation	69	16	53	53
Pit latrines only	2 575	448	2 127	1116
No Electricity Supply	284	39	245	186

Schedules to support the summary above, indicating the names of all the schools in each category are available.

It should be noted that the schools identified for potential rationalization may include schools where interventions, either by ASIDI or by the EC DoE have been implemented. These projects will have been initiated before the schools for rationalization were identified.

### 1.2.1 Approach per category

#### a. Schools no longer operational

Since the identification of schools lacking basic services, as per the baseline lists, a number of schools have been closed, or are pending closure, due to their enrolment numbers having dwindled to the point where the schools have been closed and the remaining learners (if any) accommodated elsewhere. This has been done in agreement with the local community. Such schools have thus understandably been no longer been targeted for intervention.

#### b. Projects identified for potential rationalization

Many of the smaller schools in the Province are unviable and are being targeted for rationalisation or re-alignment with secondary schools. A total of 1 902 such schools have been identified. These have been issued with letters explaining the Department's intentions and requesting a response as to compelling reasons for maintaining the school.

Based on such responses and subsequent interactions, decisions will be made regarding the future of the school. The intention is to have this process finalised by 2018.

In the light hereof the Department is delaying any interventions (except in exceptional cases) until such decision is reached. In critical cases mobile toilets will be provided in the interim.

### **c. Schools incorrectly classified as lacking basic services**

An analysis of the balance of the schools remaining was done against the asset data derived from the condition assessments described earlier herein (as stated, the baseline lists were extracted from previous surveys as they preceded the recent condition assessments described above). Where a school was found to have access to the specific basic service, it has no longer been targeted for intervention as part of the initial 3-year priority programme. Further on-site assessments will determine to what extent services are lacking, and then include the school in the 7-year programme for insufficient services if necessary.

### **1.3 Schools with pit latrines & verification of data**

Schools with pitlatrines pose a major challenge. The initial baseline indicated that there were 2 885 schools with pit latrines. DBE has, however, acknowledged that in many cases its assessors incorrectly classified VIPs as pit latrines.

In response to the national sanitation drive launched in 2018, the subsequent DBE exercise identified the following status with regard to sanitation in the Eastern Cape.

<b>Number of schools requiring sanitation intervention</b>	<b>Schools with pit latrines ONLY and Unacceptable sanitation</b>	<b>School with proper sanitation but pits not demolished</b>	<b>Schools (Site) need of Grade R toilets</b>	<b>Schools with insufficient sanitation (Sites) (Additional seats)</b>
3157	1598	323	2810	216

This showed that there were 1 598 schools with pitlatrines, unacceptable or no sanitation.

The list of the 1 598 schools was issued to the Department's Works Inspectors in late 2018 with instructions to establish whether the situation was reflected correctly in each District. Whilst not all Districts have yet verified their information, the reports received back from the Districts in fact indicate that the situation is actually worse than reflected in the table above.

The responses received indicate that there are 2 158 schools which have been identified as having pitlatrines, unacceptable or no sanitation. This number reduces to 2 104 schools when those schools which are on current ASIDI programmes are removed. These schools have been grouped into 3 categories, with Priority 1 being the worst (no acceptable sanitation or very inappropriate sanitation). The numbers per category are as follow:

- Priority 1        785 schools
- Priority 2        658 schools
- Priority 3        661 schools

The 785 Priority 1 schools are those which are now being targeted for intervention as part of the sanitation drive.

## 2 PROGRESS WITH ELIMINATION OF 7 YEAR BACKLOG TARGET

### 2.1 Introduction

As indicated earlier the greater challenge remains with the schools that have insufficient basic services and which still have pitlatrines. Such schools are expected to be addressed within the 7-year period, i.e. by 2020. The 7-year backlog is summarized in the table below (details of backlogs per school are available in the annexures to the U-AMP which is submitted annually):

Component	Estimated Cost
Classrooms (Ordinary)	R 5,873,339,160.00
Classrooms (Grade R)	R 5,666,997,600.00
Inappropriate Structures (Classrooms + Ablution)	R 2,257,082,280.00
Fencing	R 1,218,125,844.48
Burglar Bars	R 2,514,710,880.00
Insufficient Water	R 160,311,143.97
Insufficient Electricity	R 533,001,600.00
Insufficient Sanitation	R 1,128,245,760.00
Insufficient Sanitation (Other)	R 1,173,312,000.00
Connectivity	R 23,408,598.24
<b>TOTAL</b>	<b>R 20,548,534,866.69</b>

## **NBI**

Note that the information above is a current extract from the EFMS database, which may overlook recently completed projects for which NEIMS forms have not yet been submitted or captured.

However, the greater concern is the fact that the quantification of schools with insufficient services is constantly changing as learners move around between schools (a very common phenomenon in the Eastern Cape), or are re-located due to rationalisation or realignment of schools.

It has regularly happened that a school which was provided with sufficient classrooms and toilets a few years ago now reflects a backlog again due to enrolment that has suddenly increased. This occurs regularly, despite the overall learner population in the province remaining fairly static.

The focus of the DoE infrastructure programme has therefore been on identifying the schools most in need for intervention (taking into account proposed rationalisation, realignment, strategic priorities and budget availability) and addressing these as cost effectively and efficiently as possible.

## **2.2 Progress made since 2013 with infrastructure delivery and backlog elimination**

### **2.2.1 Introduction**

The approach of the Department has been to implement the Norms & Standards by addressing the worst backlogs in terms of basic services first, taking into account the operational status and potential rationalisation and re-alignment. At the same time the Department is looking to the longer term needs of the schools identified for intervention, i.e. specialist facilities (laboratories, computer centres, etc.). The cost of these will impinge on the availability of funds to address insufficient basic services, and a careful balance must therefore be negotiated taking value for money and cost effectiveness into account.

### **2.2.2 Summary of projects completed & expenditure per project**

Schedules are attached which list all projects completed since 2013, together with the total expenditure on each project. The schedule lists all the schools in the Province, and indicates what projects were completed at each school in which financial year

Note that the total value for each year represents the value of the projects completed, and not the expenditure during the year. It is thus the value of the asset which accrued in a particular year, or in the case of maintenance / refurbishment the value of the work done.

The information in the schedule is summarized in the schedule below:

Financial year	No of projects completed	Value of projects completed
2013/14	236	R 1,481,689,986
2014/15	463	R 1,804,917,746
2015/16	202	R 1,588,748,750
2016/17	307	R 951,780,864
2017/18	443	R1,183,292,489
2018/19 to date	189	R 679,020,043

### 2.2.3 Summary of delivery of facilities in terms of 7 year N&S timeframe

As indicated earlier, the quantification of backlogs in terms of schools with insufficient basic services and classrooms is a moving target, mainly due to learner mobility. Hence a school with no backlog one year may have a backlog the following year, and vice versa. It has therefore not been possible to determine a reliable "baseline" of schools with insufficient basic services.

The approach followed during the annual updating of the UAMP has been to determine the needs per school based on the current enrolment for that year. However, because of learner movement new backlogs are created, which gives the impression that capital investment by the Department is reducing the infrastructure backlogs at the expected rate.

Against that background, the delivery of services and facilities in relation to the requirements for the seven year timeframe in terms of the Regulations is summarized in the schedule below:

Priority	2013/14 - 2017/18	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19
Ordinary Classrooms (Number of New / Replaced Classrooms)	3,672	899	1,748	535	225	265	529
Grade R Classrooms (Number of New / Replaced Classrooms)	1,258	97	111	1,023	12	15	8
Fencing (Metres of Fencing)	1,070,000	28,040	23,156	816,457	96,073	106,274	111 schools
Water (Number of schools)	458	68	162	209	18	1	50

<b>Electricity (Number of Connections)</b>	530	422	66	17	15	10	26
<b>Sanitation (Number of Toilet seats provided)</b>	8,578	1,824	1,691	1,820	1,756	1,487	289

It should be noted that all projects since 2013 for new facilities include items such as libraries / media centres, laboratories, administration facilities, etc. as appropriate. These facilities form part of the 10 and 17 year targets, and are outside the scope of this report.

### **3 Achievability of meeting the Norms & Standards**

#### **3.1 Introduction**

The Department considers it necessary at this early stage to record its concerns regarding the longer term achievability of the Norms & Standards. In this regard comprehensive feedback is being compiled as per the recent request from our National Department. However, in order to contextualize the enormity of the challenge, a brief overview is provided below.

#### **3.2 Condition backlog**

The Department currently has 5 487 operational public ordinary schools in the Province. The condition of each of the assets has recently been assessed, either by DBE or the Department itself. This has enabled the Department to determine the extent of both the maintenance backlog (in terms of condition) and the facilities backlog (in terms of the Regulations relating to Minimum Uniform Norms & Standards for Public School Infrastructure).

The condition of the Department's fixed assets is summarised below:

Very poor	4%
Poor	10%
Fair	39%
Good	42%
Excellent	5%

There is thus a substantial maintenance backlog, with is currently estimated in the order of R5bn.

In addition, industry norms indicate that an annual budget of at least 2% of the replacement value of the building should be made available for its maintenance. This would imply an annual maintenance budget requirement of almost R1,2bn.

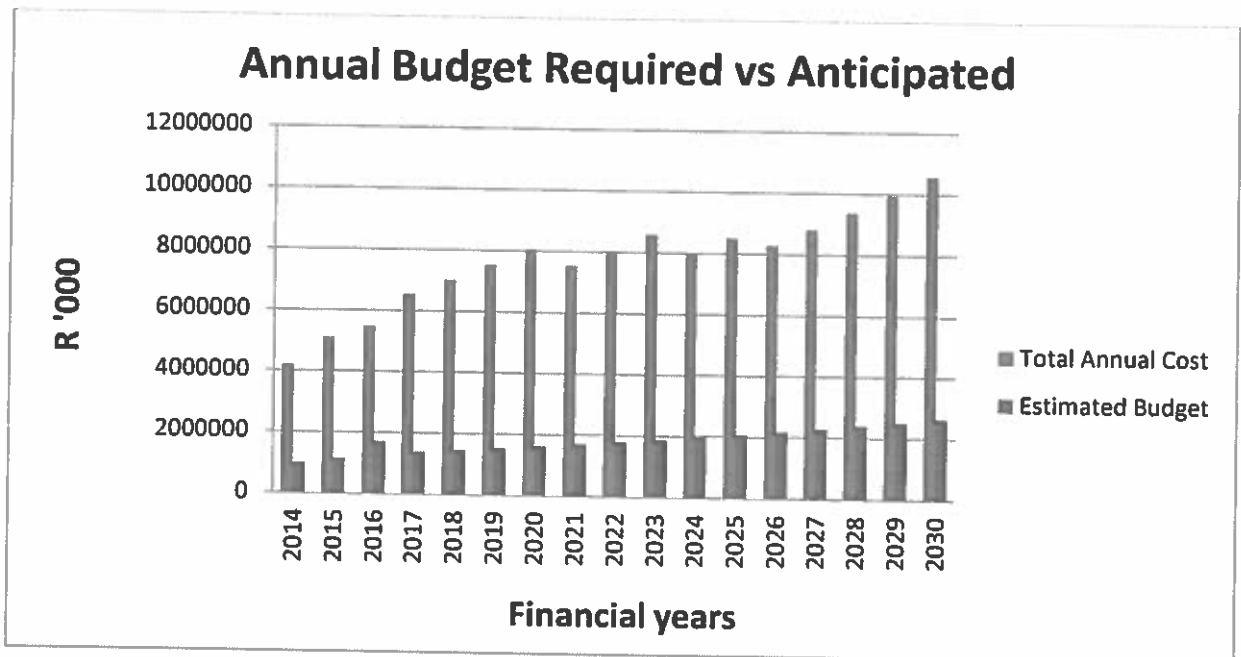


### 3.3 Facilities and Condition Backlogs

3.3.1 The Regulations set out timeframes for the provision of the various categories of facilities required for a school. The estimated monetary value of the backlogs for each of the timeframes, in terms thereof, is summarized below:

Component	Cost
<b>Three Year Timeframe (Nov 2013 - Nov 2016)</b> No basic services (water, sanitation & electricity) and schools comprising entirely of inappropriate structures	R 3,183,029,119.09
<b>Seven Year Timeframe (Nov 2013 - Nov 2020)</b> Classrooms, inappropriate structures, insufficient basic services, fencing & security, connectivity	R R 20,548,534,866.69
<b>Ten Year Timeframe (Nov 2013 - Nov 2023)</b> Multipurpose classrooms, libraries, laboratories, computer labs	R 12,446,504,014.70
<b>Seventeen Year Timeframe (Nov 2013 - Nov 2030)</b> Administration areas, nutrition centres, parking bays, sports fields	R 28,048,456,342.40
<b>Condition Backlog</b> Outstanding maintenance & refurbishment	R 6,084,211,594.18
<b>Total</b>	<b>R 70,310,735,937.07</b>

3.3.2 The diagram below shows the required annual budget (including maintenance and escalation) required to meet the backlog needs by 2030; also shown is the anticipated budget. From these it can be seen that there is a huge annual shortfall, from which it is clear that the targets cannot be met within the current budgetary scenario



3.3.3 From the table in Item 3.1 it can be seen that an amount of R20,5bn will be required to meet the backlog of facilities in the 7 year timeframe. To this must be added the schools the schools with pitlatrines (non-compliant), which is estimated at approximately R2bn. This means a backlog of R14bn to be addressed in the next 4 years, which is more than double current annual funding.

3.3.4 It is also apparent from the earlier table that the outer year backlogs will be even more challenging (more funding needed, no ASIDI). It therefore needs to be acknowledged at this early stage that achievement of the promulgated norms and standards will not be possible unless a different dispensation is considered.

3.3.5 Timeframes for converting pitlatrines

Consideration should be given to extending the timeframe for converting pitlatrines to VIPs or other acceptable sanitation. The prevalence of pitlatrines in the Eastern Cape makes the current 3 year timeframe unachievable. Where pitlatrines are still functional there may be a much greater need for other facilities at a particular school.

**3.4 Effects of rationalization**

3.4.1 The rationalization of small schools is a reality which will have a profound effect on infrastructure delivery in the medium term. There are 1 954 schools (36%) that have been identified for rationalization (closure), and this will also have significant infrastructure implications for nearby schools which must accept additional learners.

3.4.2 With regard to the norms & standards, it will not be logical to address backlogs at any schools which are likely to be affected by potential rationalization – both from the point of view of closure or possible expansion. The timeframes for provision of the required basic services (2020: 7 year timeframe) at such schools would thus depend on finalization of the rationalisation processes for the relevant schools, which might not fall within the prescribed dates.

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Superintendent General

29/03/2019  
Date