Strategic Plan 2011-2014

9 March 2011

basic education

Department:
Basic Education
REPUBLIC OF SOUTH AFRICA
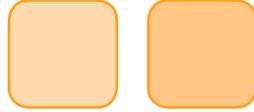
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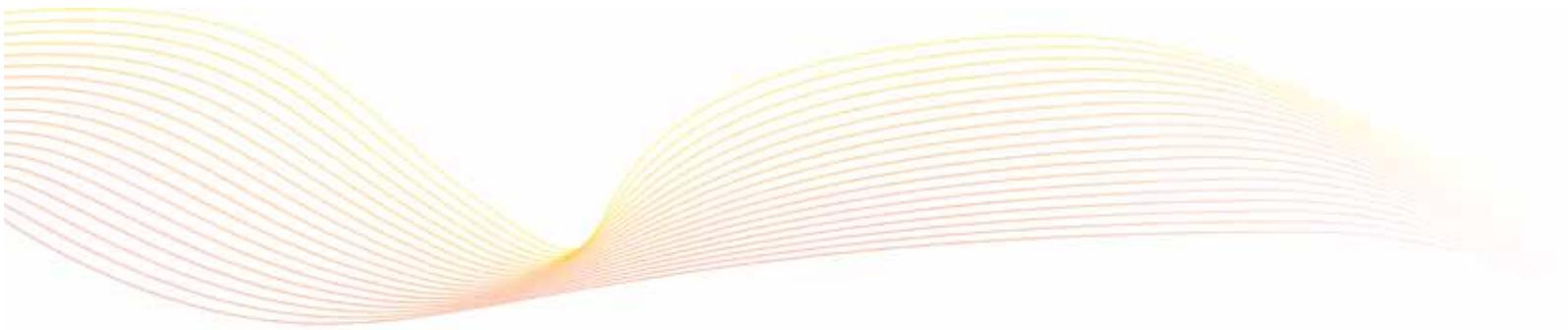
basic education

Department:
Basic Education
REPUBLIC OF SOUTH AFRICA

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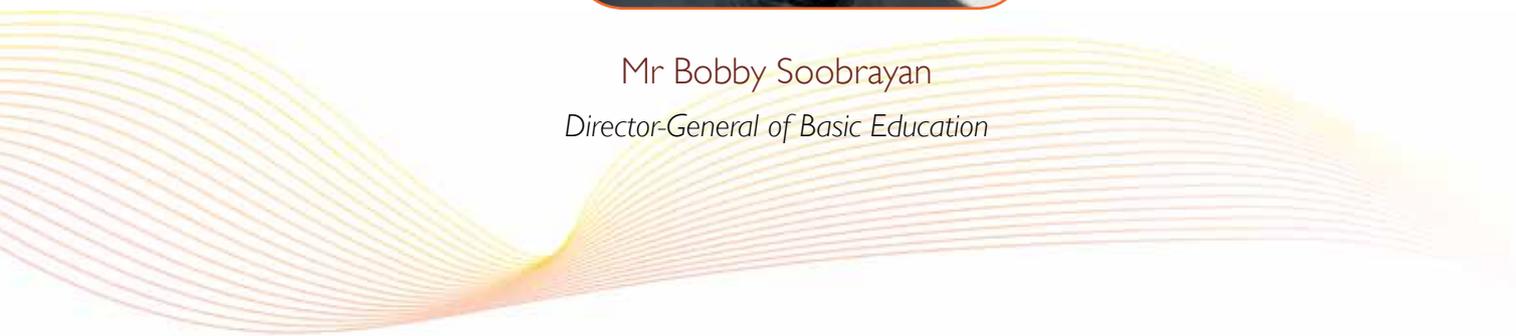
Foreword by the Minister of Basic Education

'Teachers are to be in class, on time, teaching and making use of textbooks'

Government has agreed on twelve outcomes as a key focus of work between now and 2014 and has made Education the apex priority. It has placed education and skills development at the centre of this administration's priorities. The achievement of Outcome 1: *Improved quality of basic education* is therefore central to this Strategic Plan.

Our strategic priorities are informed by the government's Programme of Action, the Delivery Agreement and the *Action Plan to 2014: Towards the Realisation of Schooling 2025.* Clear measurable targets have been set out in the Action Plan in terms of strengthening of learner achievement at key stages of the schooling system. This medium- to long-term plan identifies key interventions to improve the quality of learning, improve education management and administration and allow for the monitoring of progress against a set of measurable indicators covering all aspects of basic education.

This Strategic Plan outlines the over-arching goal of improving the quality of learning and learner achievement and sets out the key strategic priorities of the Department.

The Department of Basic Education has a crucial leadership, policy-making and monitoring responsibility in improving the quality of learning and ensuring sustained education quality improvement across the education sector.

The focus of all our education and quality improvement strategies is the learner and the quality of learning attained for effective and lifelong growth, development and well-being. This focus clearly guides our thinking as to what has to be done to ensure that we are creating an enabling environment for effective teaching and learning so that all our citizens are empowered to participate effectively in society and the economy.

To ensure effective teaching and learning, the focus of our strategies are geared towards the learners, the teachers and the schools and, by extension, provincial administrations of education, including district management. For effective teaching and learning to take place, we have to ensure that schools are fully functional. We must continue to demand accountability for results, particularly in chronically failing schools. The purpose is *not to punish the management, teachers and learners,* but to provide the right combination of incentives, support and resources that will help accelerate the changes needed to improve the quality of education in those schools.

In this regard, we have developed a four-pronged approach.

- Firstly, we will improve the quality of teaching and learning with a focus on literacy and numeracy and increasing access to, and performance in, mathematics and science. This entails increasing access to quality materials and providing competent and professional teachers.

- Secondly, we will use standardised assessments and systemic evaluations to measure whether learners are achieving the curriculum outcomes and to identify the key areas in the curriculum that require improvement.

- Thirdly, we will ensure that access to Grade R is universalised and that Grade R provides quality programmes to compensate for socio-economic deprivation and low family literacy.

- Finally, underpinning these three plans is the need to turn around dysfunctional and poorly performing schools by improving systems of accountability and service delivery at district, provincial and national level.

The following outputs form the basis of our Delivery Agreement and serve as the organiser of our plans to realise Outcome 1: *Improved quality of basic education*:

Output 1: Improve the quality of teaching and learning.
Output 2: Undertake regular assessment to track progress.
Output 3: Improve early childhood development.
Output 4: Ensure a credible outcomes-focused planning and accountability system.

In direct support of these goals, I have identified key interventions that will ensure that enabling conditions for quality learning are established in all schools across the country. The key interventions include:

Teacher Development

We will intensify teacher development to prepare educators for the implementation of the Curriculum and Assessment Policy Statement and pay special attention to the training of principals, particularly those in underperforming schools.

Learner support materials

In line with the call made by President Jacob Zuma in the 2011 State of the Nation Address emphasising the need for more focus on the *Triple T – Teachers, Text and Time* – we will double our efforts on the provision of high-quality workbooks in literacy and numeracy to Grades 1-6 learners and numeracy and life skills to Grade R learners. We will also focus on providing a textbook for every learner in every subject.

Annual National Assessments

We will conduct Annual National Assessments in literacy and numeracy that are internationally benchmarked.

District Development

We will strengthen district support and development and improve intervention at class level so as to promote the quality of teaching and learning.

Accelerated Schools Infrastructure Delivery Initiative (ASIDI)

To achieve quality education we need to ensure the provision of sound infrastructure. This priority focuses on the need to guarantee that learners and teachers are able to function in an enabling physical and physiological (health and welfare) environment. ASIDI adds focus and momentum to the Department's *Action Plan to 2014* and the goals of *Schooling 2025*.

The Norms and Standards for Basic School Functionality will be implemented in line with the ASIDI. The main goal is to eradicate mud and unsafe structures and to provide improved resources, such as laboratories, libraries and administration blocks to existing schools.

The Department commits itself to the delivery of the targets set out in the Action Plan and to strengthening reporting on the state of basic education. This will be done through the publication of frequent reports flowing from the monitoring and research work of the Department, and in particular, the publication of an annual report on the state of the basic education sector. These reports will track the progress of the sector in terms of Outcome 1 of the Delivery Agreement and the four outputs, as well as the interconnected goals also set out in the *Action Plan*.

The cornerstones of our strategy shall be:
- To involve all key stakeholders, including the citizens, in making education a societal matter (QLTC, Stakeholders' participation);
- To ensure more synergy between the national and provincial spheres of government; and
- To safeguard the well-being of learners and educators.
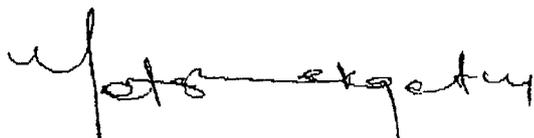
Mrs Angie Motshekga, MP
Minister of Basic Education

Official sign-off

It is hereby certified that this Strategic Plan:

- was developed by the management of the Department of Basic Education under the guidance of the Minister of Basic Education;
- takes into account all the relevant policies, legislation and other mandates for which the Department of Basic Education is responsible; and
- accurately reflects the strategic outcome-oriented goals and objectives which the Department of Basic Education will endeavour to achieve over the period 2011/12 to 2013/14.

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Chief Financial Officer (Acting)
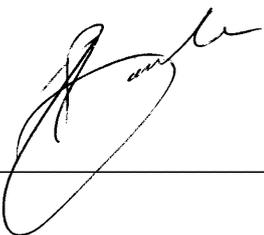
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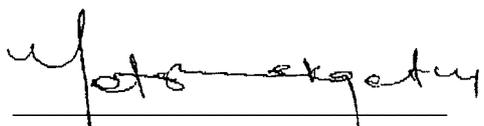
Mrs Angie Motshekga, MP
Minister of Basic Education

Part A - Strategic Overview
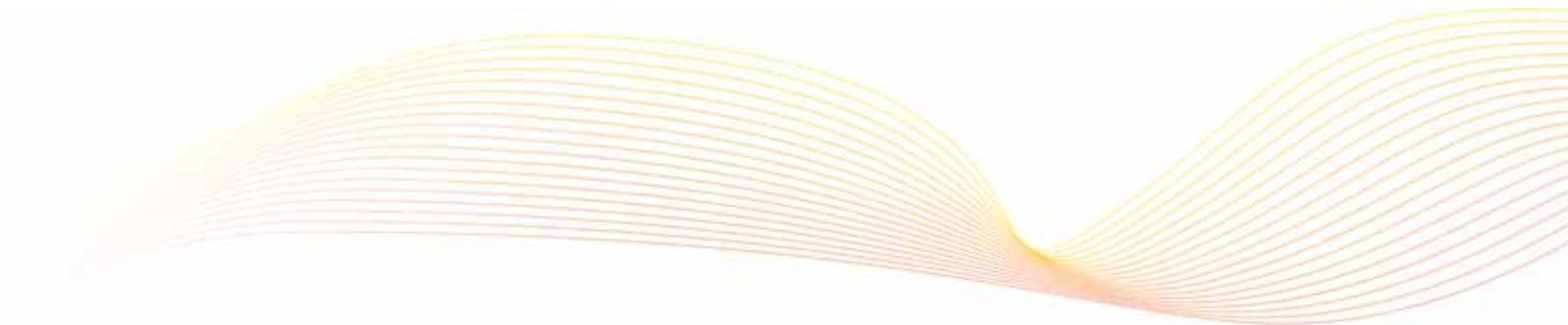
Part A – Strategic Overview

1. Vision

Our vision is of a South Africa in which all our people will have access to lifelong learning, education and training opportunities which will, in turn, contribute towards improving the quality of life and the building of a peaceful, prosperous and democratic South Africa.

2. Mission

Working together with provinces, our mission is to provide relevant and cutting edge quality education for the 21st century.

3. Values

Placing the interest of our children first, the Department adheres to the following values:

People: Upholding the Constitution, being accountable to the government and the people of South Africa.

Excellence: Maintaining high standards of performance and professionalism by aiming for excellence in everything we do, including being fair, ethical and trustworthy in all that we do.

Teamwork: Co-operating with one another and with our partners in education in an open and supportive way to achieve shared goals.

Learning: Creating a learning organisation in which staff members seek and share knowledge and information, while committing themselves to personal growth.

Innovation: Striving to address the training needs for high-quality service and seeking ways to achieve our goals.

4. Constitutional, Legislative and Policy Mandates

Since 1994, a number of policies have been implemented and legislation promulgated to create a framework for transformation in education and training. A summary of key policies and legislation follows.

The Constitution of the Republic of South Africa (1996) requires education to be transformed and democratised in accordance with the values of human dignity, equality, human rights and freedom, non-racism and non-sexism. It guarantees access to basic education for all, with the provision that everyone has the right to basic education, including adult basic education.

The fundamental policy framework of the Ministry of Basic Education is stated in the Ministry's first White Paper: *Education and Training in a Democratic South Africa: First Steps to Develop a New System, February 1995*. This document adopted as its point of departure the 1994 education policy framework of the African National Congress. After extensive consultation, negotiations and revision, it was approved by Cabinet and has served as a fundamental reference for subsequent policy and legislative development.

The National Education Policy Act (NEPA) (1996) inscribed into law the policies, the legislative and monitoring responsibilities of the Minister of Education, as well as the formal relations between national and provincial authorities. It laid the foundation for the establishment of the Council of Education Ministers (CEM), as well as the Heads of Education Departments Committee (HEDCOM), as inter-governmental forums that would collaborate in the development of a new education system. NEPA (1996) therefore provided for the formulation of national policy in general, and further education and training policies for, *inter alia,* curriculum, assessment, language and quality assurance. NEPA embodies the principle of co-operative governance, elaborated upon in Schedule Three of the Constitution.

The South African Schools Act (SASA) (1996) promotes access, quality and democratic governance in the schooling system. Its purpose is to ensure that all learners have right of access to quality education without discrimination, and makes schooling compulsory for children aged 7 to 15. It provides for two types of schools, namely independent schools and public schools. The provision in the Act for democratic school governance, through school governing bodies, is now effected in public schools countrywide.

The school funding norms, outlined in SASA, prioritise redress and target poverty with regard to the allocation of funds for the public schooling system. SASA has been amended by the Education Laws Amendment Act (Act 24 of 2005), which authorises the declaration of schools in poverty-stricken areas as ''no fee schools'', and by the Education Laws Amendment Act (Act 31 of 2007), which provides, among others, for the functions and responsibilities of school principals.

A whole spectrum of legislation was promulgated, including the Employment of Educators Act (1998), to regulate the professional, moral and ethical responsibilities of educators, as well as the competency requirements for teachers. The Employment of Educators Act (1998) and the resultant professional council, the South African Council of Educators (SACE), now regulate the historically divided teaching corps.

The South African Qualifications Authority (SAQA) Act (1995) provides for the establishment of the National Qualifications Framework (NQF), which forms the scaffolding for a national learning system that

integrates education and training at all levels. The joint launch of the Human Resources Development Strategy by the Minister of Labour and the Minister of Education, on 23 April 2001, reinforced the resolve to establish an integrated education, training and development strategy that will harness the potential of our adult learners.

The design of the NQF was refined with the publication of the *Higher Education Qualifications Framework* in the Government Gazette (No 928, 5 October 2007) to provide ten levels of the NQF. The school and college level qualifications occupy levels 1 to 4 as in the original formulation, with plans to accommodate some of the college level qualifications at Level 5. Higher Education qualifications in the new formulation of the NQF occupy six levels, levels 5 to 10. Levels 5 to 7 are undergraduate and levels 8 to 10 are postgraduate.

The *National Curriculum Statement Grades R to 12*, a policy statement for learning and teaching in schools, replaced the policy document, *A Résumé of Industrial Programmes in Schools, Report 550 (89/03).* It embodies the vision for general education to move away from a racist, apartheid, rote model of learning and teaching, to a liberating, nation-building and learner-centred, outcomes-based initiative. In line with training strategies, the reformulation is intended to allow greater mobility between different levels and between institutional sites, as well as to promote the integration of knowledge and skills through learning pathways. Its assessment, qualifications, competency and skills-based framework encourages the development of curriculum models that are aligned to the NQF in theory and practice.

The Education White Paper on Early Childhood Development (2000) provides for the expansion and full participation of 5-year-olds in pre-school reception grade education by 2010, as well as for an improvement in the quality of programmes, curricula and teacher development for 0 to 4-year-olds and 6 to 9-year-olds.

Education White Paper 6 on Inclusive Education (2001) described the intention of the Department of Education to implement inclusive education at all levels in the system by 2020. Such an inclusive system will facilitate the inclusion of vulnerable learners and reduce the barriers to learning, through targeted support structures and mechanisms that will improve the retention of learners in the education system, particularly learners who are prone to dropping out.

The General and Further Education and Training Quality Assurance Act (Act 58 of 2001), provides for the establishment of uMalusi. uMalusi is responsible for the provision of quality assurance in general and further education and training, issuing of certificates at the various exit points, control over norms and standards of curricula and assessment, as well as conducting actual assessment.

5. Situational analysis

5.1 Performance environment

Millennium Development Goal 1 aims at eradicating extreme poverty and hunger around the world. Reducing poverty is also a central concern for the South African government. In the South African context of high unemployment coupled with a widely recognised skills shortfall, giving South Africans a better educational start in life will reduce poverty.

It is for this reason that access to quality education features strongly in all election manifestos of the ruling party and why education has been identified as a priority amongst progressive South Africans for decades.

It is widely recognised that the country's schooling system performs well below its potential and that improving basic education outcomes is a prerequisite for achieving the country's long-range developmental goals. In the 2010 State of the Nation Address, the President referred to the vital role of the education system in improving productivity and competitiveness in the economy. The President also stated that 'our education targets are simple but critical'. The strategic thrust is therefore fairly straightforward for the basic education sector. Our children and youth need to be better prepared by their schools to read, write, think critically and solve numerical problems. These skills form the foundations for further education, job satisfaction, productivity and meaningful citizenship.

In 2010, as part of a major overhaul of government's planning systems, improving the quality of basic education was declared 'Outcome 1' of a total of 12 outcomes representing the top priorities for government.

The following section sums up the key challenges facing the schooling system as expressed in reviews of the sector and the policy review of government.

Learning outcomes
Improving educational quality in schools and, specifically, improving learning outcomes stands out as the greatest challenge. Without substantial improvements in learning outcomes, the future development of the country will be seriously compromised. As a result, there is increasing public pressure and strong emphasis by the government on improving learning outcomes. In particular, there is increased emphasis on better quality learning and teaching in early childhood development (ECD) and primary schooling. There is also a demand for improved performance and better learning outcomes in key subjects such as mathematics, science, technology and languages.

Insufficient benchmarked measurement of learning outcomes

The 2009 Medium Term Strategic Framework (MTSF), identified weaknesses in systems to benchmark individual learner performance. The 2009 MTSF stressed the importance of assessing the performance of the system through ongoing monitoring of educational quality and participation in standardised international testing programmes such as Southern and Eastern Africa Consortium for Monitoring Educational Quality (SACMEQ) and Third International Mathematics and Science Study (TIMSS). As pointed out in government's 2009 Green Paper on national strategic planning, planning is virtually meaningless unless there is effective monitoring of progress and reliable information with respect to key indicators. Moreover, through regular assessments of educational quality, a sense of accountability is strengthened. Everyone, from learners to education administrators, needs to feel that his or her good efforts will be reflected in reports that reliably measure progress. Conversely, everyone should know that poor performance will not go unnoticed. The 2009 MTSF advocates measurable targets in education all the way down to the level of the school.

Quality of learning across all grades and phases

*T*he quality of learning across all grades and phases of the basic education sector is less than satisfactory and this poor performance is most prevalent in poor communities. The emphasis on improving learning outcomes is not new, but in recent years it has intensified, in particular as far as outcomes below the Grade 12 level are concerned. A milestone in this regard was the 2008 *Foundations for Learning* policy document[1], which introduced clearer specifications on what teachers should teach, the materials learners need and how monitoring of progress should occur. Much of what is said in the *Action Plan* builds on *Foundations for Learning*. Key to these interventions has been the targeting of learners in poor communities across the country.

Access to basic education

Recent policy reviews and policy statements acknowledge the considerable successes South Africa has experienced in improving access to basic education. By 2009, 98.5% of children aged 7 to 15 and 98.8% of children aged 7 to 14 were enrolled in a school (if compulsory schooling were fully implemented, the second statistic would have to be 100% - learners may legally leave school if they turned 15 in the previous year). South Africa's performance in terms of access to schooling is close to the best among middle income countries. While there is a small gap that must be closed with respect to compulsory schooling and we want to see more learners completing Grade 12 successfully, insufficient access to schooling is not the primary challenge for South Africa. Yet even if enrolments are not the primary challenge for the schooling system, it is important to address problems in this area. Day-to-day attendance of learners is below what it should be, around 200 000 children do not attend school at all and the drop out rate in Grades 9, 10 and 11 represents lost opportunities for thousands of youths each

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1   Government Notice 306 of 2008.

year. Moreover, pressure to improve learning outcomes, which is necessary, can have the unintended effect that schools pay less attention to enrolling learners who do not perform well.

Quality early childhood development has the ability to improve learning outcomes throughout primary and secondary schooling and for this reason expanding ECD has been a government priority for many years. The 2009 MTSF envisages that by 2014 the process of universalising access to Grade R should be complete.

Education Expenditure

While arguments can be made for marginal increases with respect to certain items in the public budgets for schools, overall there is no serious public under-expenditure problem in South Africa's schooling system. Public spending on primary plus secondary schooling as a proportion of GNP in South Africa compares well to what occurs elsewhere. In South Africa the figure is 4%, against an average of 3.1% for developing countries and 2.9% in sub-Saharan Africa. Absolute spending per learner is also good in South Africa by international standards. At the primary level around US$ 1,383 is spent per enrolled learner, against US$ 167 in sub-Saharan Africa and US$ 614 in Latin America. Similarly, large differences are seen at the secondary level, where the figures are US$ 1,726 US$ 376 and US$ 594 for South Africa, sub-Saharan Africa and Latin America respectively[2].

Productivity in the classroom

South Africa's performance when it comes to the quality of learning outcomes is among the lowest of middle income countries (counting those countries where such statistics are available). If improving learning outcomes is the key challenge for South African schools, then how can this be achieved? The many different studies that have attempted to answer this question tend to point to the same underlying problems. In particular, it is clear that in many schools and classrooms the way teaching occurs must change. The programme of action of government states that 'Teachers are to be in class, on time, teaching and making use of textbooks'. This echoes the *Triple T: Teachers, Text and Time* of the Quality Learning and Teaching Campaign (QLTC), a multi-stakeholder campaign, which underlines the importance of 'teachers, textbooks and time' in improving learning.

Competence, professionalism and status of teachers

Government's commitment to raising the status of teachers in society through better in-service training, coupled with further improvements in the conditions of service of teachers, is in response to historical factors contributing to low competency levels of teachers and increasing loss of morale experienced by teachers. The Delivery Agreement restates government's commitment to in-service teacher training packages that are more flexible and can be adapted to address the specific needs of individual teachers.

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2   These values are in purchasing power parity (PPP) terms.

Textbooks and related learning support materials

With regard to textbooks, the Delivery Agreement emphasises that whilst the development of teaching materials by teachers themselves can have positive effects, in general the textbook is the most effective tool to ensure consistency, coverage of content, appropriate pacing and better quality instruction. Good textbooks must become more available to learners and teachers and should be used regularly.

Use of Time

On the use of time, the 2009 MTSF underlines the need for proper accountability around the use of publicly funded teaching and learning time. In other words, when teaching and learning time is lost, this should be noticed and should be a cause for concern. The Delivery Agreement also puts forward a commitment towards a national system to monitor the extent to which the year's teaching programme is completed within the year. Research indicates that programme completion is far too uncommon. If a teacher does not complete the programme for the year, the learner will be disadvantaged in future grades. As pointed out in the 2009 report of the Ministerial Task Team investigating changes needed to the curriculum, part of the programme completion problem arose out of the curriculum itself. The curriculum, which is currently undergoing critical changes, imposed too many administrative tasks on teachers and was not sufficiently clear on what the teaching and learning priorities were. This has been addressed in policy prescriptions in 2010 aimed at reducing the administrative workload of teachers.

Leadership in the education sector

While improving learning outcomes requires leadership and vision on the part of government, international experience has shown that there must be a sufficient degree of agreement and commitment among the various stakeholders. Plans must be widely consulted and all stakeholders should be involved in interpreting the data emerging from the monitoring systems.

The 2009 MTSF refers to the need for a 'social contract' between government, teacher unions, teacher training institutions, parent and SGB organisations, business and civil society organisations. The *Action Plan to 2014: Towards the Realisation of Schooling 2025*, which is the outcome of many rounds of discussions between government and non-government stakeholders, is an important element of the social contract. South Africa is fortunate in having relatively well developed stakeholder consultation structures such as the Education Labour Relations Council (ELRC) and the QLTC. The challenge is to make effective use of these structures.

Policies governing schools

At a fundamental level, a challenge for the basic education sector is to accept that certain things must change in the interests of the future of South Africa and that there cannot be 'business as usual'. However, this does not mean that there needs to be fundamental change to the system of policies governing

schools. As the 2008 review of South Africa's education sector by the Organisation for Economic Co-operation and Development (OECD) points out, South Africa has done relatively well, compared to other countries, in ensuring that the key basic policies needed for quality schooling are in place. Certain policies, such as the national curriculum, require critical changes. Essentially, the challenge is to make the current system run better. Policy change should only occur where this is critically necessary. As the OECD indicated, there is policy change fatigue in the schooling system. People do not want the rules and procedures changed radically unless there are compelling reasons for doing so.

Several reviews, including the OECD review, the 2009 curriculum review and a 2009 UNICEF review of school financing and management, have argued that a large part of the problem with existing policies is that they are not communicated well to the people who should implement them or benefit from them and that occasionally policies appear to contradict each other. Packaging and advocating policies better is a matter that requires serious attention.

5.2 Organisational environment

In response to the decision to prioritise Basic Education, Government decided to split the responsibility of education into two ministries. As a result the Department of Education was split into the Department of Basic Education and the Department of Higher Education and Training.

The Minister of Basic Education has reorganised the Department to bring it in line with the new mandates and government priorities. A number of changes were effected to improve capacity and enhance service delivery as outlined in the Delivery Agreement for Outcome 1 of Government's Programme of Action.

In assessing its state, the Department reviewed its structure, capacity and systems. The following outlines the state of the organisational environment of the Department of Basic Education.

The Department is adequately resourced and has the required facilities, technology and funds. The competence of the personnel requires greater development and is a major challenge of the Department. A skills development plan has been developed and adopted in line with the HRD strategic framework. Training needs from within the Department were collated and factored into the Workplace Skills Plan.

The revised organisational structure increased capacity to support government's strategic thrust to improve the quality of basic education and to address the identified challenges in the education sector. Capacity was also created to support the implementation of the e-Education White Paper. The Department aligned the functions related to district and institutional support by locating them in the same directorate. However, some posts remain unfunded due to financial constraints brought about by

the division of revenue between the two ministries at the time of their creation. Key corporate functions that could not be split had to be established in the Department to ensure that the necessary controls were in place.

The revised organisational structure has reinforced the systems and processes of the Department and management structures at all levels. The Information Technology capacity of the Department has improved tremendously and effectively supports the systems and processes of the Department.

Over the short time that the Department has operated as the Department for Basic Education, it has developed a dynamic drive to redress the imbalances of the past and to ensure equity in the provision of education across the country with particular attention paid to gender equity.

The Department has a very good level of representivity in offices. In response to natural attrition at middle and senior management level, the Department has put in place a development plan to address the issues related to succession planning.

More effort and greater focus will be required to ensure effective Workplace HIV and AIDS support. As part of employee wellness, a Voluntary Counselling and Testing (VCT) programme has been introduced.

The core business of the Department is the facilitation of policy to realise educational outcomes, especially quality learning. In order to facilitate the implementation of the National Curriculum Statements and implement strategies to improve learning outcomes, the Department has developed clear strategies to enhance the quality of curriculum delivery and learning.

The Department values integrity, loyalty, honesty and performance. These values are being built into a proposed performance recognition scheme for all personnel and institutions. Individuals, groups and institutions will be recognised for their performance and the promotion of the values of the Department.

5.3 Strategic Planning Processes

This Strategic Plan should be read in conjunction with the plan titled *Action Plan to 2014: Towards the realisation of Schooling 2025* (published as Government Notice 752 of 2010), referred to as the Action Plan in this document, and the Delivery Agreement for Outcome 1. Both the Action Plan and the Delivery Agreement, which are the outcome of consultations with stakeholders, are envisaged as the Department of Basic Education's primary vehicle for communicating key sectoral strategies to stakeholders. In many ways this Strategic Plan addresses key issues contained in the Action Plan and the Delivery Agreement.

Importantly, the normal budgeting process will continue to determine the allocations to departments. This Strategic Plan will be an important input into the budgeting process for 2011/12 and the final budget allocations will affect the order of priorities and phasing of the implementation of this Delivery Agreement. For 2012/13 and subsequently, the annual revisions to the Delivery Agreement will be timed to link with the budget process so that the revised Delivery Agreement is signed off after the budget.

The Purpose of the Department's Strategic Plan

This plan outlines the objectives and activities of the Department of Basic Education (DBE) for the three years of the 2011/12 to 2013/14 Medium Term Expenditure Framework (MTEF) period. This strategic plan is anchored on the *Action Plan to 2014: Towards the realisation of Schooling 2025*, which spells out in sufficient detail the country's first comprehensive, long-term basic education sector plan. As such, the current strategic plan, as outlined in this document, maps out what will happen within the Department of Basic Education in order to realize the goals of the sector plan.

This plan elaborates on how the Department seeks to improve the quality of education by focusing on *Triple T: Teachers, Text and Time* as expressed by the President in his February 2011 State of the Nation Address, and as spelt out in the Delivery Agreement for Outcome 1 (Improved Quality of Basic Education) and the ten-point plan for schools, produced in the run-up to the 2009 elections.

The Department also seeks to communicate its plan of action to a wide range of stakeholders, including educators, parents, the private sector, civil society and the public in general, to allow these stakeholders to join forces with the Department to improve the quality of basic education in this country.

6. Strategic Outcome Oriented Outputs

As a result of Government's review of the state of education, a number of challenges were identified as barriers to improving the system of quality basic education. The key challenges that have been identified as barriers include:

- Quality learner outcomes are not optimal across all grades.
- The quality and quantity of learner and teacher support materials are not adequate to support quality learning.
- The quality of school-based tests and examinations is not of the required standard and is not being moderated or benchmarked.
- The quality of support from districts and specifically school support personnel has not been constructive nor responsive to the needs of the schools' management.

This Strategic Plan reflects the commitment of the Department to undertake activities effectively and on time to produce the agreed-upon outputs that will in turn contribute to achieving Outcome 1, '*improved quality of basic education'*.

Outcome 1 is the apex priority of Government's Programme of Action. Government has agreed on 12 outcomes as a key focus of work between now and 2014 across all sectors of government. Each of the 12 outcomes has a Delivery Agreement which in most cases involves all spheres of government and a range of partners outside government. Combined, these agreements reflect government's delivery and implementation plans for its foremost priorities. Each outcome has a limited number of measurable outputs with targets. Each output is linked to a set of activities that will help achieve the targets and contribute to the outcome.

The key goals and priorities for basic education relate to three main outcomes on learner performance and enrolments within the stated timeframes. These are as follows:

- Increase the number of learners in Grade 3 who by the end of the year have mastered the minimum language and numeracy competencies for Grade 3.
- Increase the number of learners in Grade 6 who by the end of the year have mastered the minimum language and mathematics competencies for Grade 6.
- Increase the number of learners in Grade 9 who by the end of the year have mastered the minimum language and mathematics competencies for Grade 9.
- Increase the number of Grade 12 learners who become eligible for a Bachelors programme at university.
- Increase the number of Grade 12 learners who pass mathematics.

- Increase the number Grade 12 learners who pass physical science.
- Improve the average performance in languages of Grade 6 learners.
- Improve the average performance in mathematics of Grade 6 learners.
- Improve the average performance in mathematics of Grade 8 learners.
- Ensure that all children remain effectively enrolled in school up to the year in which they turn 15.
- Improve the access of children to quality early childhood development (ECD) below Grade 1.
- Improve the grade promotion of learners through the Grades 1 to 9 phases of school.
- Improve the access of youth to Further Education and Training beyond Grade 9.

To achieve these outcomes and address the challenges identified, the Department, working collaboratively with the provinces and stakeholders, will focus on the following key improvement levers, as outlined in the *Action Plan* and the Delivery Agreement for Outcome 1:

- Improve the quality of teaching and learning;
- Undertake regular assessment to track changes;
- Improve early-childhood development; and
- Ensure a credible, outcomes-focused planning and accountability system.

Each Output has two sub-outputs; the table below summarises the relationship between the outcome, outputs and sub-outputs.

Basic Education Sector Framework of outcomes, outputs and sub-outputs	
Outcome 1: Improved quality of basic education	
Output	*Sub-outputs*
Output 1: Improve the quality of teaching and learning	Improve teacher capacity and practices
	Increase access to high-quality learning materials
Output 2: Undertake regular assessment to track progress	Establish a world-class system of standardised national assessments
	Extract key lessons from ongoing participation in international assessments
Output 3: Improve early childhood development	Universalise access to Grade R
	Improve the quality of early childhood development
Output 4: Ensure a credible outcomes-focused planning and accountability system	Strengthen school management and promote functional schools
	Strengthen the capacity of district offices

In addition, as a Department, in fulfilling its mandate of developing, maintaining and supporting the South African school education system for the 21st century, we will focus on improving the capacity of the Department to ensure quality, efficient and effective services and support to all provinces and education stakeholders.

It should also be noted that the first four outputs will be realised jointly with provinces and schools. This plan therefore sets out the role of the Department of Basic Education in establishing enabling conditions and providing strategic support that will ensure that the goals of the Action Plan and the Delivery Agreement are realised.

Each of the outputs is outlined below.

6.1   Output 1: Improve the quality of teaching and learning

Improving the quality of teaching and learning involves a combination of variables including:

- Teacher capacity and practice
- Teachers being in class, on time and teaching

Output 1: sub-output 1: Improve teacher capacity and practices

Policies are being finalised that will see the national Department developing new training packages, to a large degree through distance education and e-Education, and leveraging the development of relevant training programmes by universities and private training providers. Plans for a monitoring system for the development of teachers, to be run by the South African Council for Educators (SACE), are already at an advanced stage. This system would require teachers to report on an annual basis on the professional development activities that they had undertaken. The importance of teacher competence in improving the quality of teaching and learning finds expression in the six indicators in the *Action Plan* to monitor teacher capacity and practice.

Noting that teaching time was an important resource, the Department commissioned a study on teacher absenteeism. The study revealed important findings which the Department is addressing with a view to ensuring that there is always a teacher in class. In addition, the curriculum review process has revealed that the curriculum imposed too many administrative tasks on teachers, which took teachers away from teaching. The Department has made inroads in addressing this matter.

Output 1: sub-output 2: Increase access to high-quality learning materials

Nationally standardised workbooks of a high quality have been introduced in all public schools for all learners in Grades R to 6, with a plan to extend these to Grades 6 to 9. These workbooks represent a cost-effective means of ensuring that minimum standards with respect to depth of learning and the scope of the subject content are communicated to teachers and learners and are upheld.

The Department is monitoring the use of these materials and will assess their impact. The intention is not that the workbooks should constitute the only reading material. On the contrary, it is expected that teaching and learning will occur beyond the scope of workbooks and supported by textbooks. In addition, other initiatives associated with quality learning materials include the Department releasing clear guidelines on the currently available textbooks that are suitable in particular contexts, to improve the provincial and school selection process.

Promotion of the e-Education strategy through web-based access to education information will be key as access to computers and the internet among teachers improves. There should be increasing reliance on e-Education. In this regard, the success of the Teacher Laptop Initiative and related projects in the coming years is expected to greatly improve the level of computer literacy among teachers.

6.2 Output 2: Undertake regular assessment to track progress

Output 2: sub-output 1: Establish a world class system of standardised national assessments

It is envisaged that ANA will expand and improve and become a cornerstone of quality improvements in South Africa's schools, providing important information on learning and its context to teachers, parents, district officials and the public in general. Targets based on performance in ANA have already been set at the national and provincial levels. In addition, targets based on performance within the international testing programme have been determined.

Output 2: sub-output 2: Extract key lessons from ongoing participation in international assessments

The Annual National Assessments, the *Action Plan* and the Delivery Agreement are key elements of a new approach to make schooling more accountable. The Department acknowledges that it is important that all stakeholders in the schooling process, from learners to education administrators, should feel accountable for their use of resources. Through these mechanisms of monitoring, including the newly established Delivery Unit within the national Department, neither poor performance nor outstanding performance will go unnoticed. Moreover, the National Education Evaluation and Development Unit

(NEEDU) will independently and externally evaluate the entire education system and provide the Minister with an authoritative, analytical and accurate account of the state of teaching and learning in all schools in South Africa.

Through all the internal and external evaluation processes, the Department will be able to know where under-performance occurs and the underlying reasons for this so that timely and well-targeted interventions can be made. At the same time, outstanding performance will be acknowledged and replicated through the system.

6.3 Output 3: Improve early childhood development

Output 3: sub-output 1: Universalise access to Grade R

While there has been considerable success in expanding access to Grade R, progress has not been as rapid as was originally envisaged in the 2001 White Paper on early childhood development (ECD). The current target is to have all pre-Grade 1 children attending Grade R by 2014.

Output 3: sub-output 2: Improve the quality of early childhood development

The task of improving the quality of Grade R and ECD generally will extend beyond 2014. Part of improving the quality of Grade R will include capacity-building directed at teachers and a gradual improvement in the formal levels of qualifications of teachers.

6.4 Output 4: Ensure a credible outcomes-focussed planning and accountability system

Output 4: sub-output 1: Strengthen school management and promote functional schools

A new national monitoring system will equip district offices with new tools that will be used when visiting schools to assess programme completion in both qualitative and quantitative terms. District assessments will lead to both provincial and national reports tracking progress against key indicators. Both ANA and Whole-School Evaluation programme, which involves multi-day visits to selected schools by a group of educational experts to conduct in-depth examinations of school functionality, will provide complementary information on the matter of programme completion.

A key part of the time management challenge is to ensure that the contact time of learners with their teachers is increased by reducing learner absenteeism, acknowledging that a high level of learner

absenteeism is often an early signal of dropping out of school. Measures such as school lunches for learners in poorer communities will continue to be used as a means of improving attendance.

Output 4: sub-output 2: Strengthen the capacity of district offices

It is important to promote good management and accountability within the 82 district offices in the country and among school principals of all public schools. ANA provides districts with a new opportunity to focus their efforts on the principal goal of the schooling system, which is to enable learners to learn. Each district is expected to analyse ANA results from its schools, using tools and templates developed nationally, and to produce, on an annual basis, a district-wide ANA report. Evaluation reports prepared by NEEDU and whole-school evaluation teams will also provide recommendations to district offices on how to take corrective actions to address shortcomings identified through school evaluations.

The Department is in the process of finalising a recommended set of priorities for district offices. While it is not the responsibility of the national Department to manage district offices directly, provincial departments have identified the need for more research and guidelines from the national Department with respect to the role of districts.

The capacity within each district for support to schools in the area of special needs education will continue to be expanded. This will occur partly through the establishment of more full-service schools, ordinary schools that have additional capacity in terms of staff and equipment to deal with special needs education, both in their own schools and in neighbouring schools.

6.5 Improvements in the capacity of the Department of Basic Education

In order to achieve effective education delivery and quality learning, the Department will improve organisational efficiency. We will also focus on our administrative support internally to the Department and education support to provinces, schools and parents. We will focus on effective strategies for provisioning, procurement and accountability. The Department must be able to assess the allocation and technical efficiency with which resources are mobilised and deployed; to identify procurement, institutional and technical options for cost control and cost reduction; and, to have the necessary measures taken to ensure cost-effective programme delivery.

Part B - Strategic Objectives
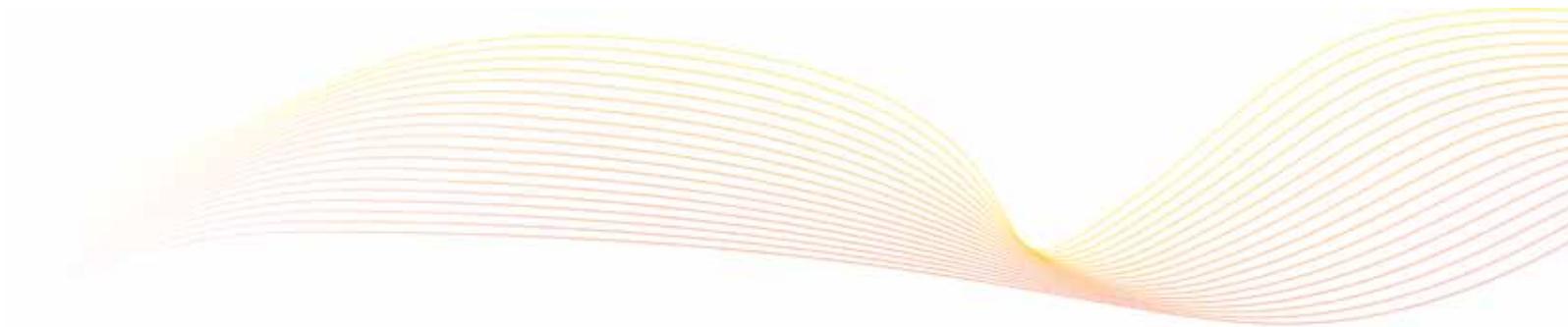
Part B: Strategic Objectives

7.   Programme Objectives

In implementing the strategic framework outlined in Part A, the outputs and sub-outputs of the Delivery Agreement have been aligned to the budget programmes. In addition, key departmental improvement strategies have also been included as they are critical to the Department realising the outputs and targets identified in the Delivery Agreement.

The five strategic goals that have been factored into the programme are:

> Output 1: Improve the quality of teaching and learning
> Output 2: Undertake regular assessment to track progress
> Output 3: Improve early childhood development
> Output 4: Ensure a credible outcomes-focused planning and accountability system
> Output 5: Improvements in the capacity of the Department of Basic Education

7.1   Programme 1: Administration

The purpose of Programme 1: Administration is to manage the Department and provide strategic and administrative support services.

The key functions of the programme are:

- To provide overall management of the education system in accordance with the National Education Policy Act, the Public Finance Management Act, and other relevant policies and Acts;
- To provide for the functioning of the office of the Ministry for Basic Education;
- To provide management services that are not education specific for the education system;
- To provide education management services for the education system;
- To provide human resource development for office-based staff;
- To provide for project support and oversight under Programme 1 as specified by the Department of Basic Education and funded by conditional grants; and
- To provide an Education Management Information System in accordance with the National Education Information Policy.

7.1.1   Strategic Objectives

Strategic Objective 1.1	Improve capacity of the Department of Basic Education
Objective statement	To formulate a comprehensive strategy to ensure that career counselling and career pathing from basic education to further education and higher education are formalised.
Baseline	Current NQF levels and suggested pathways to completing a FET certificate.
Target	The Department of Basic Education, in collaboration with the Department of Higher Education and Training, will produce a comprehensive strategy on how to align the various education sub-sectors in the interests of a more qualified and employable youth by 2012.
Justification	This is to ensure that more learners leave the education system with the requisite knowledge, skills and attributes for enrolment into higher education, learnerships, employment and self-employment.
Links	This objective links with the national HRD strategy and the New Growth Path.
Strategic Objective 1.2	Strengthen partnerships with all stakeholders, resulting in education becoming a national priority.
Objective statement	To ensure that the basic education sector and the country benefit from bilateral and multi-lateral co-operation agreements. To enter into co-operation agreements that are targeted to support education development in South Africa and to share experiences with other developing countries.
Baseline	Current co-operation agreements include agreements with UNESCO, EU, AU and a number of bilateral agreements with individual states.
Justification	International best practices and donor support are critical to improving our capacity to deliver quality basic education.
Links	This is critical for improving the overall quality of teaching and learning and improving the quality of basic education across the country.
Strategic Objective 1.3	Improve capacity of the Department of Basic Education
Objective statement	To improve inter-governmental co-ordination of policy and education delivery especially with provincial education departments.
Baseline	Improve the quality of education delivery through the establishment of a Delivery Unit to improve co-ordination, oversight and support to provinces to improve the quality of teaching and learning at school level.
Justification	Improving co-ordination, oversight and support is critical to ensuring that provincial capacity is comparable and of quality across all provinces.
Links	This is critical for improving the overall quality of teaching and learning and improving the quality of basic education across the country.

7.1.2   Resource Considerations

The Administration Programme's budget grew from R106,1 million in 2007/08 to R258 million in 2010/11, and is expected to increase further over the medium term, at an average annual rate of 9.6 per cent, to reach R340 million in 2013/14. The increases are mainly in the Office Accommodation sub-programme and can largely be attributed to the increase in the public-private partnership unitary fee for the new office building for the Department on which construction began in 2006/07. This also accounts for the high consultancy fees in 2008/09 and 2009/10, and the marked increase in property payments in 2010/11.

A 31 per cent increase in spending in the Department Management sub-programme over the MTEF period is foreseen for the new project expenditure on *Action Plan to 2014: Towards the Realisation of Schooling 2025.*

7.1.3   Risk Management

The following challenges have been identified within this programme to meet the strategic objectives that have been set. Each of these risks will be discussed and a possible mitigation will be sought for each risk identified:

- Inadequate monitoring of provinces on implementation of court cases.
- Sensitive information leaked to the media.
- Loss of confidence in the Department of Basic Education's ability to co-ordinate UNESCO matters in the country.

No	Strategic Risks	Description of Risks	Mitigating Measures/Actions
1.	Inadequate monitoring of provinces on implementation of court cases.	Provinces not providing information on court cases.	Provinces report on a regular basis on new cases as well as on progress on existing cases.
2.	Sensitive information leaked to the media.	Officials get access to secure information/documents not properly secured/security rating not provided.	All sensitive information should have security ratings and security measures should be in place to protect sensitive information.
3.	Loss of confidence in the Department of Basic Education's ability to co-ordinate UNESCO matters in the country.	Staff shortage in the Multilateral Affairs Directorate as government departments and civil society deal directly with UNESCO and the secretariat will not be up to speed with the country's engagement with UNESCO.	Appointment of the Secretary-General and the co-ordinators of each sector.

7.2 Programme 2: Curriculum Policy, Support and Monitoring

The purpose of Programme 2: Curriculum Policy, Support and Monitoring is to develop curriculum and assessment policies and monitor and support their implementation.

The key functions of the programme are:

- Programme Management: Curriculum Policy, Support and Monitoring manages delegated administrative and financial responsibilities and co-ordinates all monitoring and evaluation functions.
- Curriculum Implementation and Monitoring supports and monitors the implementation of the national curriculum policy. This includes monitoring and responding to curriculum implementation, early childhood development and inclusive education.
- Kha Ri Gude Literacy Project expands the provision of basic literacy education for adults.
- Curriculum and Quality Enhancement Programmes supports programmes that enhance curriculum outcomes in the basic education system.

7.2.1   Strategic objectives

Strategic Objective 2.1	Improve teacher capacity and practices
Objective statement	To incentivise teacher adoption of e-Education by means of a substantial increase in the availability of learning and teaching resources, including through the internet.
Baseline	The current availability of e-Education resources, and capacity to make use of the resources that exist, are severely limited.
Justification	Substantial expansion of e-Education, in particular amongst the most disadvantaged, depends to a large degree on the buy-in to new technologies and educational media amongst teachers.
Links	Computer literacy, which is a natural outcome of e-Education, is known to have large positive knock-on effects in terms of economic development and employment.
Strategic Objective 2.2	Improve teacher capacity and practices
Objective statement	To bring about stability and coherence with respect to the national school curriculum.
Baseline	A number of important curriculum reforms have been finalised, but challenges with respect to the effective communication and implementation of the curriculum remain.
Justification	Curriculum stability and coherence are vital as a basis for qualitative improvements in schools, after years of curriculum uncertainty.
Links	Intensive collaboration with teacher training institutions and material developers is necessary for the curriculum reforms to be successfully implemented.
Strategic Objective 2.3	Improve teacher capacity and practices
Objective statement	To pay special attention to improvements in mathematics, physical science and technical subjects at the Further Education and Training band in schools through national programmes such as Dinaledi and the Technical Secondary Schools Recapitalisation Grant.
Baseline	There is a large unmet demand in post-school institutions and the labour market for school-leavers with a stronger background in mathematics, physical science and technical subjects.
Justification	These subjects are vital for economic development.
Links	The Department of Basic Education and the Department of Higher Education and Training have a shared responsibility when it comes to, for instance, planning movements from schools to FET colleges for certain learners.

Strategic Objective 2.4	Increase access to high quality learning materials
Objective statement	To promote adequate access to learning materials among all learners by means of better national specifications on what every learner requires and a more proactive approach by the national department towards the cost-effective development, reproduction and distribution of materials such as workbooks and textbooks.
Baseline	Despite improvements brought about through the Foundations for Learning programme, there are still insufficient national standards relating to the quantity and quality of learning materials. Recent research points towards various structural and policy factors in the textbook market that result in excessive prices.
Justification	Improving access to good learning materials is widely seen as a way of improving learning outcomes within a relatively short timeframe and at a relatively low cost (in particular if compared to teacher in-service development, which requires longer timeframes and often greater budgets).
Links	Apart from improving learning outcomes in South Africa's schools, a more dynamic and innovative learning materials market in South Africa can strengthen the country's position, particularly with respect to, regional markets.
Strategic Objective 2.5	Increase access to high quality learning materials
Objective statement	To establish national norms for school libraries.
Baseline	Insufficient policy direction at the national level in the past is part of the reason why the situation with respect to school libraries has barely improved over the last decade (only around 1 800 schools can be considered to have sufficiently stocked libraries).
Justification	There is clear evidence that insufficient access to a wide range of books and other educational materials, in traditional and e-Education formats, is a major problem. Stats SA household data indicate that parents are especially concerned about their children's lack of access to books.
Links	The Department of Basic Education and the Department of Arts and Culture are working together to bring about better synergy between school libraries and community libraries.

Strategic Objective 2.6	Improve the quality of early childhood development
Objective statement	To create a sound basis for quality pre-Grade 1 education through the promotion of quality learning and teaching materials at this level.
Baseline	Despite recent improvements brought about by, for instance, the development of Grade R resource packs, there is considerable room for research into the effectiveness of existing materials and further materials development inside and outside government.
Justification	Large-scale state-funded Grade R is still a relatively new phenomenon in South Africa. There is a need for considerable investment in the quantity and quality of materials at this level.
Links	Given that a rapid expansion of pre-school education is not a uniquely South African phenomenon, materials innovation in South Africa can have positive effects beyond the country's borders.
Strategic Objective 2.7	Strengthen the capacity of district offices
Objective statement	To finalise and promote national screening guidelines that provide for an equitable system of access to special needs support amongst learners.
Baseline	Currently many special needs learners from poor households who require support are denied this, partly due to insufficient policy guidance in this regard (but also due to insufficient training of personnel in this area and insufficient resourcing of district-based services). Not all districts have the needed facilities in terms of a full-service school or a special school.
Justification	The provision of special needs education services on an equitable basis is a basic requirement in terms of the Constitution and basic concepts of human rights.
Links	There are often important overlaps between special needs education imperatives and priorities of the Department of Health.

7.2.2 Resource considerations

Over the medium term, the focus of the Curriculum Policy, Support and Monitoring Programme will be on specific interventions to improve educational outcomes. These include the distribution of workbooks, the recapitalisation of technical schools and the additional resources given to Dinaledi schools. Other projects, like the Kha Ri Gude mass literacy project, will continue to be prioritised as they are expanded over the MTEF period, especially with the introduction of the allocation of R159,8 million over this period for the expanded public works programme: Kha Ri Gude.

Expenditure increased at an average annual rate of 66.1 per cent, from R295 million in 2007/08 to R1.4 billion in 2010/11. Expenditure is expected to grow at an average annual rate of 14.2 per cent over the medium term to reach R2 billion in 2013/14. This is due to the additional funds allocated for the workbooks project, the introduction of the technical schools recapitalisation grant in 2010/11 and the Dinaledi schools conditional grant in 2011/12. An increase of 38 per cent in 2011/12 is expected in the Curriculum and Quality Enhancement Programmes sub-programme mainly due to the higher allocation for the workbooks project, an additional allocation towards the curriculum review project in 2011/12 and the Dinaledi schools conditional grant.

Expenditure in the Curriculum Implementation and Monitoring sub-programme decreased by 76.9 per cent between 2007/08 and 2008/09 due to a once-off allocation in 2007/08 for printing, publishing and distributing learner support materials as part of the national recovery plan after the June 2007 educators' strike. The growth in expenditure in goods and services between 2007/08 and 2010/11, at an average annual rate of 65.9 per cent, was also due to the introduction of the Kha Ri Gude mass literacy campaign in 2008/09 and the R524 million allocation for workbooks in the 2009 adjustments budget and R750 million in 2010/11. The ratio of administrative costs to line function costs in this programme was 1:1 593 in 2010/11.

7.2.3   Risk management

The Curriculum and Assessment Policy Statements (CAPS) Grades R to 12, to be phased in incrementally from 2012, have been developed to provide clarity with respect to teaching of subjects on a term by term basis. This will ensure that teaching in the classroom is strengthened. The implementation of CAPS therefore requires adequate system preparation. To further support teaching and learning, it is also required that appropriate and adequate LTSM are available and accessible to all learners in each subject they take.

No	Strategic Risks	Description of Risks	Mitigating Measures/Actions
1.	Timely delivery of Curriculum Assessment Statements to schools and the full implementation of the CAPS in Grades 1 to 12.	School and teacher readiness to implement the CAPS in classrooms to improve the quality of teaching and learning outputs.	Advocacy campaign to ensure that teachers are updated on CAPS. Training of teachers. Regular communications with strategic common understanding.
2.	The delivery of workbooks and textbooks for all learners in all grades.	There is a shortage of textbooks for each learner in all.	Development of a national catalogue for textbooks and LTSM and implementation of central procurement of textbooks.

7.3 Programme 3: Teachers, Education Human Resources and Institutional Development

The purpose of Programme 3: Teachers, Education Human Resources and Institutional Development is to promote quality teaching and institutional performance through the effective supply, development and utilisation of human resources.

The key functions of the programme are:

- Programme Management: Teachers, Education Human Resources and Institutional Development manages delegated administrative and financial responsibilities and co-ordinates all monitoring and evaluation functions.
- Education Human Resources Management is responsible for human resources management, school educators and educator labour relations.
- Education Human Resources Development develops policies and programmes to promote district development and management as well as governance capacity in education.

7.3.1 Strategic objectives

Strategic Objective 3.1	Improve teacher capacity and practices
Objective statement	To ensure that the new teacher development plan, to be made public in 2011, is translated into a wide range of teacher training materials, collaborative professional development activities within the schooling system and agreements with the relevant service providers.
Baseline	There is still considerable fragmentation with respect to in-service teacher development that must be tackled, with some training programmes being of questionable quality.
Justification	South Africa has lagged behind comparable countries when it comes to establishing an enabling environment to promote teacher development that serves actual needs.
Links	The Department of Basic Education and Department of Higher Education and Training have collaborated closely on the development of the new teacher development plan.

Strategic Objective 3.2	Improve teacher capacity and practices
Objective statement	To establish the National Institute for Curriculum and Professional Development (NICPD) in order to promote best practices in classroom teaching and teacher development.
Baseline	There has been insufficient focus on the required research and development in this area at the national level in the past.
Justification	There are models of best practice for this kind of institute both within some provinces in South Africa and in other countries.
Links	The institute is being established in close collaboration with faculties of education at universities.
Strategic Objective 3.3	**Improve teacher capacity and practices**
Objective statement	To establish an ongoing national campaign for choosing teaching as a career, based on research into who becomes a good teacher and focusing on giving the necessary information and bursaries to interested youths.
Baseline	While the Funza Lushaka bursary programme has created new opportunities for prospective teachers, there is still a need for a better researched and more advocacy-oriented recruitment campaign.
Justification	There is clear evidence that the number of newly qualified teachers entering the public schooling system each year needs to increase from around 6 000 to over 10 000.
Links	Close collaboration between the Department of Basic Education, the Department of Higher Education and Training and teacher training institutions is required.
Strategic Objective 3.4	**Strengthen school management and promote functional schools**
Objective statement	To bring about a set of planning, management and accountability tools at the school level that cater for South African needs and make quality education more realisable.
Baseline	Several reviews point to insufficient coherence with respect to the management tools and procedures that principals are expected to use.
Justification	Having basic school management tools in place, from a school development plan to an effective school timetable, are known to enhance school functionality, teacher professionalism and the quality of learning.
Links	School principals are the largest group of managers in the public sector. Management improvements here would have a positive impact on public sector management generally.

Strategic Objective 3.5	Strengthen school management and promote functional schools
Objective statement	To develop training strategies and materials aimed at parents that can bring parents more integrally into the new accountability mechanisms being established for schools.
Baseline	Despite relatively good levels of participation amongst parents in school governance, new assessment systems being introduced provide new opportunities for more direct involvement by parents in improving learning outcomes in schools.
Justification	Much evidence points to the importance of parents, both as providers of educational support at home, and in terms of holding schools accountable for the provision of quality schooling.
Links	School governing body elections represent a major element of democratic reform in South Africa and contribute to a general culture of participatory democracy.
Strategic Objective 3.6	Strengthen the capacity of district offices
Objective statement	To establish better and evidence-based practices and procedures for the country's 82 education district offices, including models for school interventions designed to tackle specific school shortcomings.
Baseline	While the schooling system has accumulated many years of experience with respect to district support, there is a need for the national department to play a more proactive role in promoting best practices and providing districts with the pedagogical and management tools they need.
Justification	Interventions by district offices are often the only way to break the cycle of dysfunctionality experienced by many schools.
Links	Synergy between district, provincial and national initiatives is necessary. With respect to the latter, the newly introduced system of nationally-employed monitoring officials who conduct school visits has been well received, but should be better linked to other monitoring and support initiatives. The district offices of the provincial education systems have an important role to play in assisting local governments and various provincial government departments in creating synergy between schools and other public services such as health and housing.

7.3.2 Resource considerations

The spending focus for this programme over the MTEF period will be on the Funza Lushaka bursaries, which comprise 90 per cent of this programme's projected expenditure over the period. Expenditure increased at an average annual rate of 41.1 per cent, from R176,1 million in 2007/08 to R495 million in 2010/11. This growth was mainly due to additional funds allocated for the Funza Lushaka bursary scheme from 2007/08 and an integrated quality management system from 2008/09, and is reflected in the Education Human Resources Development sub-programme's increased expenditure. This also explains the increase in transfers and subsidies as the National Student Financial Aid Scheme administers the Funza Lushaka bursaries.

Expenditure for this programme is expected to increase over the medium term at an average annual rate of 25.3 per cent to reach R973,2 million in 2013/14. This is mainly due to the growth in the Education Human Resources Development sub-programme to fund transfers to the National Student Financial Aid Scheme for the Funza Lushaka bursary scheme. The ratio of administrative costs to line functions cost in this programme was 1:23 in 2010/11.

7.3.3   Risk management

The following challenges have been identified within this programme to meet the strategic objectives that have been set. Each of these risks will be discussed and a possible mitigation will be sought for each risk identified:

- Capacity of principals to evaluate teachers in a fair and objective manner.
- Capacity of circuit managers to evaluate principals in a fair and objective manner.
- Validity and credibility of assessment outcomes at school level without a credible external evaluation agency.
- Quality data required for HR planning might not be available.
- Insufficient budget for post provisioning.
- Excess educators.
- Lack of implementation of policies aimed at improving retention and recruitment of educators.
- Delay in reaching/signing of collective agreements on matters pertaining to conditions of service for educators.

| No	Strategic Risks	Description of Risks	Mitigating Measures/Actions
1	Capacity of principals to evaluate teachers in a fair and objective manner.	Principals will be required to evaluate teachers in terms of TPA. Consistency, fairness and objectivity will be key requirements.	Building capacity of principals, especially in underperforming schools, to undertake assessments.
2	Capacity of circuit managers to evaluate principals in a fair and objective manner.	In terms of the newly proposed EMS for school-based educators, circuit managers will be required to manage the performance contracts of principals and assess them in line with their key deliverables as reflected in the contracts.	Capacity of circuit managers to undertake the task will have to be improved substantially. Challenges currently experienced with circuit managers not evaluating principals in terms of the IQMS.
3	Validity and credibility of assessment outcomes at school level without a credible external evaluation agency.	Assessment outcomes at school level are currently not exposed to external scrutiny, bringing into question their legitimacy and credibility.	The activation of NEEDU will bridge the existing gap, and bring credibility into the assessment outcomes.
4	Quality data required for HR planning might not be available.	Data is not captured correctly or not at all.	Under-supply of human resources(teachers) and funding not sufficient.
5	Insufficient budget for post provisioning.	Lack of/or inadequate personnel planning, budgeting and costing.	High Educator / Learner Ratio.
6	Excess educators.	PEDs not redeploying resources to where the needs are.	'Double parking' resulting in the under-utilisation of resources and over-expenditure on PED compensation budget.
7	Lack of implementation of policies aimed at improving retention and recruitment of educators.	Funding incorrectly utilised.	High attrition rate.
8	Delay in reaching/signing of collective agreements on matters pertaining to conditions of service for educators.	The delay in signing of some collective agreements is due to lack of funds.	Funds should be available before signing of collective agreements.

7.4 Programme 4: Planning, Information and Assessment

The purpose of Programme 4: Planning, Information and Assessment is to promote quality and effective service delivery in the basic education system through monitoring and evaluation, planning and assessment.

The key functions of the programme are:

- Programme Management: Planning, Information and Assessment manages delegated administrative and financial responsibilities and co-ordinates all monitoring and evaluation functions.
- Information Management Systems develops systems and procedures to support and maintain the integrated education management systems based on individual learner records, and monitors and reports on the implementation of the education information policy in the basic education sector.
- Financial and Physical Planning focuses on cross-cutting aspects such as financial and physical resource planning; budgeting support; and co-ordination of the implementation of national policy with provincial education departments.
- National Assessments and Public Examinations promotes the integrity of national school assessments and examinations by, among other things, setting and moderating all Grade 12 examination papers; moderating the examination writing process by visiting writing centres and ensuring that question papers remain sealed and stored in a secure location until the day that the papers are written; and moderating the marking process in all provinces by visiting marking centres, and ensuring that these centres are secure.
- National Education Evaluation Development Unit evaluates the entire education system to ensure the provision of quality education by establishing frameworks for school functionality; establishing the causes of poor performance; learning more about the factors responsible for school functionality and excellence; making policy recommendations on how to improve school functionality; disseminating good practices about school improvement; and reporting on the state of schooling in South Africa.

7.4.1 Strategic objectives

Strategic Objective 4.1	Establish a world-class system of standardised national assessments
Objective statement	To establish a quality system of standardised and benchmarked learner assessments.
Baseline	The ANAs have been running over the last three years on a sample basis and are being expanded into universal testing programmes of all learners in all schools in Grades 1 to 6 and 9.
Justification	The testing programme is designed to assess the level of achievement by learners in respect of the learning outcomes and is also designed to identify root causes for poor learner achievement. Grades 3, 6 and 9 will be used to benchmark the performance in each phase.
Links	This is critical for improving the overall quality of teaching and learning and improving the quality of basic education across the country.
Strategic Objective 4.2	Universalise access to Grade R
Objective statement	To ensure that all children complete a quality readiness programme in Grade R before they enter formal education in Grade 1.
Baseline	Currently the Grade R programme is being rolled progressively across provinces and increased funding is being prioritised for the expansion.
Justification	Grade R is an important equaliser, in that, the programmes offered in Grade R can address poor development of cognitive, social and motor skills that occurred during the early childhood years brought about by poor socio-economic conditions and low family literacy levels. Grade R can ensure that learners are correctly assessed and placed in appropriate programmes that will remedy any barriers to a successful formal schooling career.
Links	This is an essential intervention to improving the quality of learning.
Strategic Objective 4.3	Strengthen school management and promote functional schools
Objective statement	To put into places support systems for provinces and schools to improve the physical environs of the school and create enabling conditions for successful teaching and learning.
Baseline	The current NIEMS report and identified provincial backlogs for new infrastructure.
Justification	If the school does not have infrastructure of at least minimum specifications, it does become an inhibitor for quality learning. Schools that do not comply with the Occupational Health and Safety Act place both teachers and learners at risk.
Links	This is an essential intervention to improving the quality of learning.

Strategic Objective 4.4	Strengthen the capacity of district offices
Objective statement	To ensure that districts can use quality information and data about the level and quality of learning in schools to plan and implement school-based improvement programmes.
Baseline	Only Matric results for secondary schools are currently available.
Justification	Learner performance is central to the functions of schools and should be at the core of all the efforts at school and district level.
Links	This is an essential intervention to improve the quality of teaching and learning.

7.4.2 Resource considerations

The spending focus for the Planning, Information and Assessment Programme over the MTEF period will be on school infrastructure through the transfer to provinces of the education infrastructure conditional grant and the school infrastructure indirect grant managed by the Department.

Expenditure grew at an average annual rate of 20.6 per cent, from R2,8 billion in 2007/08 to R4.9 billion in 2010/11, mainly due to additional allocations for Grade R and special school infrastructure over this period. The 33.8 per cent decrease in expenditure in the National Assessments and Public Examinations sub-programme in 2009/10 was as a result of a once-off allocation to prepare and implement the national curriculum statement examinations in 2008/09. This also accounts for the decrease in expenditure in compensation of employees and agency and support/outsourced services in 2009/10. Expenditure in machinery and equipment grew by 242.8 per cent in 2008/09, mainly due to upgrading equipment to meet the requirements of setting national examination papers.

Over the medium term, expenditure is expected to increase to R11,6 billion in 2013/14, at an average annual rate of 33.1 per cent. This is mainly due to the introduction of the school infrastructure backlogs indirect grant and the transfer payment to provincial education departments for the education infrastructure conditional grant in the Financial and Physical Planning sub-programme. R17,6 billion will be transferred to provincial education departments and R8.2 billion will be managed by the Department for this over the MTEF period. The ratio of administrative costs to line function cost in this programme was 1:17.6 in 2010/11.

7.4.3   Risk management

Providing a high-quality and effective education is paramount to the success of DBE. To realise this success, we must ensure that public education is affordable and that education quality is met in every sector. The

following challenges have been identified within this programme to meet the strategic objectives that have been set. Each of these risks will be discussed and a possible mitigation will be sought for each risk identified:

- Security for setting examination papers
- Inability to meet ASIDI (Accelerated School Infrastructure Delivery Initiative) targets
- The dependency on SITA for timely development of systems to support the integrated education management information system.

| No	Strategic Risks	Description of Risks	Mitigating Measures/Actions
1	Examinations involve confidential materials (e.g. question papers, certificates, and other examinations records), which warrants high levels of security. Access control at examination venues is not in line with international standards. All employees enter and leave as they wish in examinations. Some visitors are not accompanied when leaving the building and they enter into the secure areas.	Greater control measures to regulate access to building have been put in place. Relocation of examinations to first floor locations will ensure greater access control. Relocation of FET College examinations will enhance security. Security vetting of all officials.	Greater control measures to regulate access to building have been put in place. Relocation of examinations to first floor locations will ensure greater access control. Relocation of FET College examinations will enhance security. Security vetting of all officials.
2	The objectives of ASIDI are to provide water, sanitation, electricity and eradicate inappropriate structures. Due to factors such as the lack of capacity to plan and monitor the programme and non-delivery by implementing agents, the set targets may not be met.	The capacity of the DBE will be augmented by the establishment of a dedicated Programme Support Unit as well as a Steering Committee. These structures will assist with monitoring, processing, approving designs and administering the implementation of the Programme. The Implementing Agent would be held responsible for the project. A guarantee in this regard must be provided by the Implementing Agent as part of the SLA such that appropriate penalties would be imposed should the project fail or fall behind schedule.	The capacity of the DBE will be augmented by the establishment of a dedicated Programme Support Unit as well as a Steering Committee. These structures will assist with monitoring, processing, approving designs and administering the implementation of the Programme. The Implementing Agent would be held responsible for the project. A guarantee in this regard must be provided by the Implementing Agent as part of the SLA such that appropriate penalties would be imposed should the project fail or fall behind schedule.

No	Strategic Risks	Description of Risks	Mitigating Measures/Actions
3	All systems and computer services are developed / administered via SITA, e.g. LURITS, LURITS Scanning, SA-SAMS, Business Intelligence, NEIMS, ANA capturing, and this dependency causes delays in service delivery and lack of control.	Capacitating resources at the DBE in systems development for more control. More strict control measures and penalties imposed on SITA for delays.	Capacitating resources at the DBE in systems development for more control. More strict control measures and penalties imposed on SITA for delays.

7.5 Programme 5: Educational Enrichment Services

The purpose of Programme 5: Educational Enrichment Services is to develop policies and programmes to improve the quality of learning in schools.

The key functions of the programme are:

- Programme Management: Educational Enrichment Services manages delegated administrative and financial responsibilities and co-ordinates all monitoring and evaluation functions.
- Partnerships in Education manages policy, programmes and systems on the creation of a safe learning environment, and facilitates enrichment programmes in schools through collaborative programmes with various organisations such as the South African Police Service, the United Nations Children's Fund, Boys Town and Girls Town schools, and provincial education departments.
- The quality learning and teaching campaign, which is a collaborative agreement with teacher unions, governing body associations and learner representative bodies, was successfully launched in all provinces in 2010. In the same year, a protocol document outlining collaboration between the Department of Basic Education and the South African Police Service was developed and signed by the Minister of Basic Education and the Minister of Police.
- Care and Support in Schools manages policies on the overall wellness of educators and learners, manages and monitors the national school nutrition programme, and develops and monitors policies and programmes promoting gender equity, non-racism, non-sexism, democratic values in education and an understanding of human rights in public schools.

7.5.1   Strategic objectives

Strategic Objective 5.1	Strengthen school management and promote functional schools
Objective statement	To enhance the current basket of education support services to learners from poor communities.
Baseline	The current national target is to ensure coverage at a 60 per cent level across the country.
Justification	If the physical and social needs of a learner are not addressed, this will impact negatively on the learner being able to access learning in the school and classroom. This includes programmes such as nutrition, health services and access to psycho-social services. In addition, we need to ensure that the schools support the holistic development of the child in and out of the classroom.
Links	This links to improving the quality of learning and teaching.
Strategic Objective 5.2	Strengthen partnerships with all stakeholders, resulting in education becoming a societal priority.
Objective statement	To ensure that stakeholders exercise involvement in schools in a manner that adds value to the attainment of the core outcomes.
Baseline	The Quality Learning and Teaching Campaign.
Justification	Establishing programmes that are designed to bring about major improvements in the quality of, and access to, education. This includes continuous communication between the Department and schools, parents and the community.
Links	This links to improving the quality of learning and teaching.

7.5.2 Resource considerations

The spending focus over the MTEF period will be on supporting and monitoring the current programme. Expenditure grew from R1,4 billion in 2007/08 to R3,9 billion in 2010/11, at an average annual rate of 40.1 per cent. This was due to increased allocations to expand the national school nutrition programme conditional grant, which also explains an increase in transfers to provinces. The planned expansion of this programme to secondary schools began in 2009/10 and resulted in an increase in compensation of employees due to the additional oversight required.

Over the MTEF period, expenditure is expected to increase to R5,5 billion, at an average annual rate of 12 per cent. This is the result of extending the national school nutrition programme to secondary school learners in Quintile 3. Expenditure in the Partnerships in Education and Care and Support in Schools

sub-programmes fluctuates, depending on the number of projects and campaigns undertaken in each year. The ratio of administrative costs to line function costs in this programme was 1:12 in 2010/11.

7.5.3   Risk management

The following challenges have been identified within this programme to meet the strategic objectives that have been set. Each of these risks will be discussed and a possible mitigation will be sought for each risk identified:

- Non-implementation of learner well-being and social cohesion programmes
- Suspension of feeding of learners in provinces
- Disruption of learning and teaching.

No	Strategic Risks	Description of Risks	Mitigating Measures/Actions
1	Non-implementation of learner well-being and social cohesion programmes.	Learner well-being programmes such as the HIV and AIDS Counselling and Testing Campaign and Schools Health Screening Programme are implemented jointly with the Department of Health through school health services. There is a shortage of School Health Nurses nationally and this poses a challenge in the implementation of school health services. School Sport and Recreation activities are similarly challenged.	Inter-governmental protocol at Ministerial level on School Health and School Sport Initiatives will ensure implementation.
2	Suspension of feeding of learners in provinces.	Provincial financial challenges to a large extent impact on feeding compliance.	A response project team needs to be set up to enable timely response to non-feeding where this arises.
3	Disruption of learning and teaching.	Labour unrest by education stakeholders could result in disruption of learning and teaching .	Holding each QLTC partner accountable for each member's conduct will eliminate disruption of learning and teaching in schools.
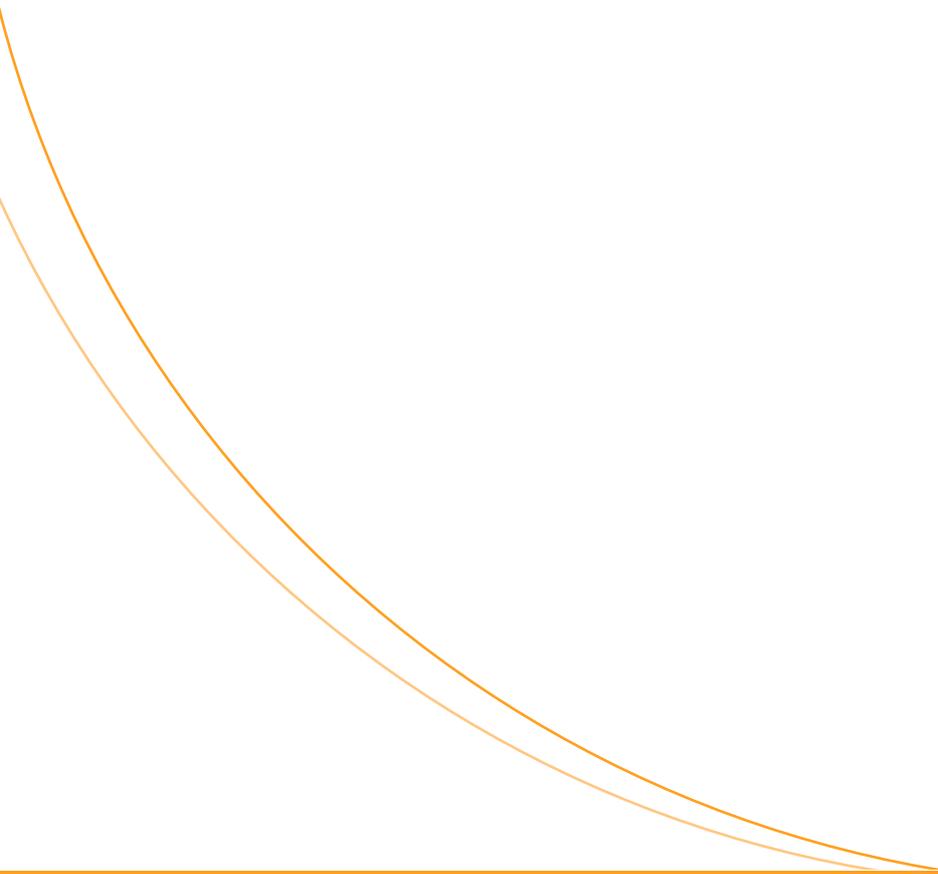
Part C - Links to other plans
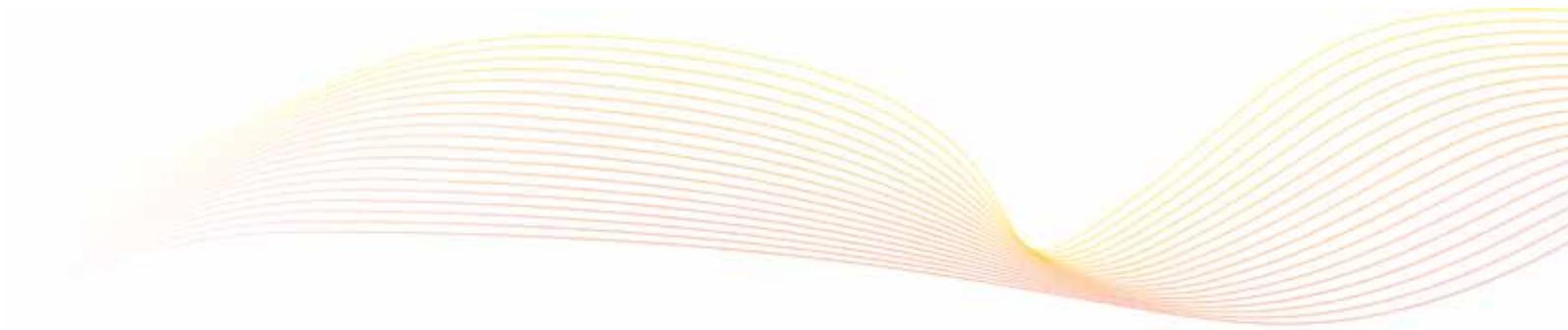
Part C: Links to other plans

8.   Links to the long-term infrastructure and other capital plans

Accelerated Schools' Infrastructure Delivery Initiative (ASIDI)

A critical initiative that adds significant focus and momentum to the Department's Action Plan, is the Accelerated Schools Infrastructure Delivery Initiative (ASIDI). To achieve quality education we need to ensure sound infrastructure.

To this end, the Norms and Standards for Basic School Functionality were approved for implementation in line with the Accelerated School Infrastructure Delivery Initiative (ASIDI). The main goal is to eradicate mud and unsafe structures and to provide improved infrastructure such as laboratories, libraries and administration blocks at existing schools.

A four-pronged strategy has been established for rolling out ASIDI. The first and second element involve engaging with provincial education departments to explore how they might reprioritise the targets of their provincial allocations to more effectively:

- Address the 3 627 schools needing to be brought to basic safety functionality levels by 2014; and
- Replace all inappropriate schools structures by 2014.

The third and fourth elements of ASIDI aim to:

- Replace all 395 entire mud schools that are situated in the Eastern Cape province by providing an additional conditional grant allocation of R4,93 billion; and
- Upgrade schools to optimum functionality by means of alternative funding sources and forms.

Office accommodation

See Section 11 below.

9.   Conditional grants

9.1   National School Nutrition Programme conditional grant

Purpose	To provide nutritious meals to targeted learners.
Performance indicator	Numbers of learners are fed.
Continuation	It is envisaged that, given the dire economic climate in the country and the impact of HIV/AIDS, diabetes and other serious health problems, the grant will be needed for at least another 10 years. The programme supplements the nutrition and improves the health of learners from the poorest communities.
Motivation	To enhance learning capacity and improve access to education by ensuring that the programme continues in all Quintile 1 to 3 primary schools and Quintile 1 secondary schools on all school days. To also ensure that it is phased into Quintile 2 and 3 secondary schools over the MTEF period.

9.2 HIV and AIDS (Life Skills Education) Conditional Grant

Purpose	To provide education and training for School Management Teams (SMTs), learners, educators and other school support staff to develop, implement and manage Life Skills education in line with the National Strategic Plan on HIV and AIDS, policies on HIV and AIDS, Curriculum and Assessment Policy, drug and substance abuse and gender equity policies.
Performance indicator	Awareness programmes for learners and their educators.
Continuation	The grant will be reviewed on an ongoing basis to respond to the nature of the pandemic.
Motivation	To strengthen HIV/AIDS programmes in schools by reviewing current interventions and developing a new integrated and comprehensive programme over the MTEF period.

9.3 Technical Secondary School Recapitalisation grant

Purpose	To recapitalise up to 200 technical schools to improve their capacity to contribute to skills development and training in the country.
Performance indicator	Functional institutions and effective programmes that contribute to skills development.
Continuation	The grant will end in the 2013/14 financial year.
Motivation	After the 2013/14 financial year, the maintenance of the facilities will be the function of the provincial education departments.

9.4 Dinaledi Schools Conditional Grant

Purpose	To promote Mathematics and Physical Science teaching and learning and improve teachers' content knowledge of Mathematics and Physical Science.
Performance indicator	Learner performance in Mathematics and Physical Science is improved.
Continuation	The grant will end in the 2013/14 financial year.
Motivation	The grant is set to achieve incremental targets/outputs over a period of three year, hence the continuation.

9.5 Education Infrastructure Conditional Grant to Provinces

Purpose	To help accelerate the construction, maintenance, upgrading and rehabilitation of new and existing infrastructure in education and enhance the capacity to deliver infrastructure in education.
Performance indicator	Timely delivery of all infrastructure planned.
Continuation	Backlogs should be dealt with by the 2013/14 financial year.
Motivation	To provide safe and secure learning environments for learners and teachers.

9.6 School Infrastructure Backlogs Grant

Purpose	To eradicate inappropriate school infrastructure and make provision for water, sanitation and electricity at schools.
Performance indicator	Eradication and replacement of 395 mud schools. 1 307 schools provided with water, sanitation provided to 536 schools and 1 434 schools electrified.
Continuation	The grant has been awarded for three years.
Motivation	The grant has been awarded to ensure that all schools reach basic functionality levels in terms of the Norms and Standards for School Infrastructure.

10. Public entities

| Name of public entity	Mandate	Outputs	Current annual budget (R thousand)	Date of next evaluation
ELRC	Strive towards continuous maintenance and promotion of labour peace and contribute towards the transformation and development of a quality South African Public Education Sector.	Perform dispute resolution functions; conclude and enforce collective agreements; conclude, supervise, enforce and administer agreements.	68,659	
SACE	To regulate, protect and promote the teaching profession.	Registration of professionally qualified educators; the development of the profession and promotion of standards of professional ethics.	53,420	

Name of public entity	Mandate	Outputs	Current annual budget (R thousand)	Date of next evaluation
UMalusi	The Council is the quality council for general and further education and training as contemplated in the National Qualifications Framework Act and has the functions contemplated in section 28 of that Act.	Promote quality and internationally comparative standards in GFET; maintain and improve educational standards through the development and evaluation of qualifications and curriculum; quality assurance of assessment, and provision of education, training and assessment; continuously develop in-depth knowledge and expertise in mandated areas through rigorous research; report on the quality of education and training within the mandate; issue appropriate and credible certificates of learner achievement in terms of specific qualifications and subjects on the GFET Framework of Qualifications; provide reliable and credible leadership and guidance in standard setting and quality assurance.	78,861	

11. Public-private partnerships

The Department is currently part of a Public Private Partnership agreement for the finance, design, construction, operation and maintenance of our new Head Office accommodation. The finance, design and construction phases have been completed and we are currently in the second year of the operations and maintenance phase of the contract. The contract includes machinery and equipment and stipulates that the Head Office accommodation will be maintained and operated by the Private Party for the next 25 years.

Name of PPP	Purpose	Outputs	Current value of agreement (R thousand)	Date when agreement expires
New Head Office building	To finance, design, construct, operate and maintain new serviced Head Office accommodation for the Department of Basic Education.	New serviced Head Office accommodation for the Department of Basic Education.	R1,576,044,149	27 Years (2 years construction, 25 years service).