



DELIVERY AGREEMENT

For Outcome 1: Improved quality of basic education



basic education

Department:
Basic Education
REPUBLIC OF SOUTH AFRICA

CONTENTS

INTRODUCTION.....	3
1. HIGH LEVEL PROBLEM STATEMENT.....	4
2. IDENTIFICATION OF DELIVERY PARTNERS.....	7
3: LINKING OUTPUTS TO OUTCOME 1.....	10
3.1 Output 1: Improve the quality of teaching and learning.....	10
3.2 Output 2: Undertake regular assessment to track progress.....	10
3.3 Output 3: Improve early childhood development.....	10
3.4 Output 4: Ensure a credible outcomes-focussed planning and accountability system	11
4. ACTIONS NEEDED TO ACHIEVE EACH OUTPUT	11
4.1 Output 1: Improve the quality of teaching and learning.....	11
4.2 Output 2: Undertake regular assessment to track progress.....	15
4.3 Output 3: Improve early childhood development.....	17
4.4 Output 4: Ensure a credible outcomes-focussed planning and accountability system	19
5. INDICATORS, BASELINES AND TARGETS FOR OUTCOME 1.....	22
6. SYNOPSIS OF KEY ACTIVITIES	22
7. RISKS, CONSTRAINTS AND MITIGATION STRATEGIES	22
8. GOVERNANCE AND REPORTING ARRANGEMENTS.....	22
9. SIGNATORIES	23
APPENDIX A: RESULTS CHAIN.....	24
APPENDIX C: CORRESPONDENCE BETWEEN THIS AGREEMENT AND THE ACTION PLAN	29

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INTRODUCTION

Government has agreed on 12 outcomes as a key focus of work between now and 2014. 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. 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.

This Delivery Agreement is a negotiated charter which reflects the commitment of the key partners involved in the direct delivery process to working together to undertake activities effectively and on time to produce the mutually agreed-upon outputs which in turn will contribute to achieving outcome 1, 'improved quality of basic education'.

The Delivery Agreement provides detail to the outputs, targets, indicators and key activities to achieve outcome 1, identifies required inputs and clarifies the roles and responsibilities of the various delivery partners. It spells out who will do what, by when and with what resources. The outcomes apply to the whole of government and are long term. While the Delivery Agreement may contain longer term outputs and targets, it also includes outputs and associated targets that are realisable in the next 4 years.

It also considers other critical factors impacting on the achievement of outcome 1, such as the legislative and regulatory regime, the institutional environment and decision-making processes and rights, the resources needed and re-allocation of resources where appropriate.

This Delivery Agreement will be reviewed annually in the light of learning by doing and monitoring and evaluation (M&E) findings. Accordingly it will be refined over time and become more inclusive of the relevant delivery partners.

This Delivery Agreement 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 the rest of this document. That document, which is the outcome of consultations with stakeholders, is envisaged as the Department of Basic Education's primary vehicle for communicating key sectoral strategies to stakeholders. Moreover, the Department is in the process of finalising a 'full version' of the Action Plan, which will serve as a key source for planners of envisaged targets and methodologies. In many ways this Delivery Agreement extracts key issues contained in the Action Plan. The correspondence between the elements of the Action Plan and of this Delivery Agreement are explained in Appendix C.

Importantly, the normal budgeting process will continue to determine the allocations to departments. This Delivery Agreement 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.

1. HIGH LEVEL PROBLEM STATEMENT

Millennium Development Goal 1 is to reduce poverty around the world. For the South African government, reducing poverty is also a central concern. In the South African context of high unemployment coupled with a widely recognised skills shortfall, reducing poverty is to a large extent a matter of giving South Africans a better educational start in life. This is why basic education features strongly on the 2008 election manifesto of the ruling party, and why access to quality education has been a priority amongst democratic South Africans for decades, as reflected in, for instance, the 1955 Freedom Charter. The 1996 Constitution makes basic education a basic right. 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.

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 the country's long-range development goals. Hence the 2008 election manifesto refers to the need for a major renewal of South Africa's schools. 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 underlined that 'our education targets are simple but critical'. The need is fairly straightforward as far as the basic education sector is concerned. Our children and youths need to be better prepared by their schools to read, write, think critically and solve numerical problems. These skills are the foundations on which further studies, job satisfaction, productivity and meaningful citizenship are based.

Whilst it seems true to say that there has not been enough ongoing monitoring of the schooling system, a number of important reviews of the system that have been produced over the years and these have played an important role in informing the policy positions of government with respect to schools. These positions are also informed by the experiences of over a decade of governance in a democratic South Africa, experiences which have seen major successes (for instance with respect to access to schooling amongst the poor) but also disappointments (in particular insufficient quality improvements with respect to the schooling of the poor). This section sums up the key challenges facing the schooling system as expressed in reviews of the sector and the policy documents of government.

Improving educational quality in schools in the sense of 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. This explains the strong emphasis in most recent policy documents on improving learning outcomes. The Ten Point Plan for schools, produced in the run-up to the 2009 elections and endorsed by the Minister as an important point of departure, emphasises better quality learning and teaching in early childhood development (ECD) and primary schooling. The 2008 election manifesto highlights better learning outcomes in key subjects such as mathematics, science, technology and languages.

The 2009 Medium Term Strategic Framework (MTSF), which lays out government's overall strategies for the 2009 to 2014 term, stresses the importance of knowing how well or how poorly we are doing through ongoing monitoring of educational quality and participation in standardised international testing programmes such as SACMEQ and TIMSS. In the 2010 State of the Nation Address, the President made a commitment toward an ongoing national system of standardised testing in Grades 3, 6 and 9. 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, if people know there is monitoring, for instance 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 and, conversely, everyone should know that poor performance will not go unnoticed. The 2009 MTSF advocates measureable targets in education all the way down to the level of the school.

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 document¹, which introduced clearer specifications on what teachers should teach, the materials learners need and how the monitoring of progress should occur. Much of what is said in the Action Plan builds on Foundations for Learning.

Recent policy reviews and policy statements acknowledge the considerable successes South Africa has experienced in improving access to basic education. To illustrate, the average highest school grade completed for 20 year old South Africans improved from 9.5 grades in 1995 to 11.2 grades in 2009 (the highest this statistic can reach is 12.0 grades, which would mean everyone completed Grade 12). 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 are 15 and turned 15 in the previous year). South Africa's performance in terms of access to schooling is close to the best amongst middle income countries. Whilst 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. Rather, it is the quality of learning outcomes, where South Africa's performance is the almost the lowest amongst all middle income countries (counting those countries where such statistics are available). Yet even if enrolments are not the primary challenge for the schooling system, it is important not to let efforts in this area slacken. Day to day attendance of learners is below what it should be, around 200,000 children do not get to attend school at all and dropping out in Grades 9, 10 and 11 represents lost opportunities for thousands of youths each 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. The authorities and communities need to monitor that this does not occur.

Whilst 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 4.0%, 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 respectively².

1 Government Notice 306 of 2008.

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

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 Ten Point Plan includes the point 'Teachers are to be in class, on time, teaching and making use of textbooks'. This echoes the 'triple T' of the Quality Learning and Teaching Campaign (QLTC), a multi-stakeholder campaign, which underlines the importance of 'teachers, textbooks and time' in improving learning.

The 2008 election manifesto points to government's commitment to raising the status of teachers in society through better in-service training, resulting in more motivated and capable teaching, coupled to further improvements in the conditions of service of teachers. The 2009 MTSF restates government's commitment towards in-service teacher training packages that are more flexible and can be adapted to address the specific needs of individual teachers.

With regard to textbooks, the Minister has emphasised 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, appropriate pacing and better quality instruction'. Good textbooks must become more available to learners and teachers and should be used to a greater extent.

On the use of time, the 2009 MTSF underlines that time is like any other resource and that there needs to be 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 MTSF 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. This follows research that indicates that programme completion is far too uncommon. If a teacher does not complete his or her programme for the year, then clearly 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 arises out of the curriculum itself. The curriculum, which is currently undergoing critical changes, has imposed too many administrative tasks on teachers and has not been sufficiently clear on what the teaching and learning priorities are. At least for Grades 4 to 6, the curriculum has required too much to be covered within one year.

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.

Improving learning outcomes requires leadership and vision on the part of government, but international experience has shown that this is not enough. There must be a sufficient degree of agreement and commitment amongst 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 and Schooling 2025, which are 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 use of these structures effectively.

The above provides only a summary of some key challenges facing the basic education sector. More details, for instance relating to management challenges at the school and district levels, are provided in the remainder of this Delivery Agreement and the Action Plan.

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 is not the same as saying 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 OECD points out, South Africa has done relatively well, compared to other countries, when it comes to ensuring that the key basic policies needed for quality schooling are in place. Certain policies, such as the national curriculum, require critical changes. But essentially the challenge is one of making the current system run better. Policy change should only occur where this is critically necessary. As many South Africans have argued and the OECD has confirmed, 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.

Lastly, 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.

2. IDENTIFICATION OF DELIVERY PARTNERS

The signatories to this agreement are the national Minister of Basic Education, the national Deputy Minister of Basic Education, the nine provincial Members of the Executive Council for Education (education MECs) and 17 other national Ministers whose departments have some role to play in the improvement of basic education (see the list of 17 national departments below).

- Department of Higher Education and Training (DHET). The two education departments must collaborate in areas such as the spread of enrolments and investments across secondary schools and Further Education and Training (FET) colleges, the smooth movement of learners from the schooling sector into post-school education and teacher pre-service training.
- Department of Communications (DoC). Schools need to be key beneficiaries of national efforts to bring about a more widespread and equitable spread of technologies such as the internet in South Africa.
- Department of Science and Technology (DST). Promoting science and technology learning in schools is a key priority for the education sector and a number of joint projects with the DST are ongoing in this regard.
- Department of Arts and Culture (DAC). Arts and culture is a key subject and area of focus in the school curriculum. It is moreover important for learners to participate in selected DAC-organised events outside of school.

- Department of Social Development (DSD). This department is primarily responsible for early childhood development services below Grade R, whilst the DBE takes responsibility for Grade R. Clearly, collaboration between the two departments is vital.
- Department of Public Service and Administration (DPSA). The department, as well as the Public Administration Leadership and Management Academy (PALAMA), have a key role to play in improving the management of the schooling system as a whole, and the management of individual schools.
- Department of Health (DoH). There is a long history of collaboration between the health and education sectors in, for instance, ensuring that learners receive the right nutrition on a daily basis.
- Department of Sport and Recreation (SRSA). The DBE's aim is that all schools should offer sports as part of their extra-curricular activities. The DBE has collaborated closely with SRSA in pursuing this aim.
- Department of Home Affairs. Given that all children must attend school, schools provide an obvious location in which to ensure that all citizens acquire an identity document and are thus able to access the full range of social services provided by the state.
- Department of Police. The education departments and the South African Police Services (SAPS) are currently working on a number of joint projects to promote the safety of everyone at school and the combating of school violence.
- Department of Women, Children and Persons with Disability (WCPD). Collaborative work between this department and the DBE includes the dissemination of information regarding the rights of girls and the disabled with a view to ending entrenched prejudices and abuses.
- Department of Public Works. Historically this department has been actively involved in improving the physical infrastructure of the schooling system and although responsibilities are increasingly being shifted to the education sector, the Department of Public Works will continue to play a key role as regulator and advisor.
- Department of Cooperative Governance and Traditional Affairs (CoGTA). Programmes to improve services at the local government level are critical for better access to electricity, water and sanitation amongst schools.
- Department of Human Settlements (DHS). The planning of new settlements must clearly go hand in hand with the planning of new schools.
- Department of Transport (DoT). This department is key partner of the DBE in the provision of publicly funded scholar transport to historically disadvantaged learners living far from their schools.
- Department of Rural Development and Land Reform (DRDLR). The special nature of problems experienced by rural schools has been widely recognised. However, the education problems cannot be viewed in isolation and challenges must be met within the context of cross-sectoral rural development programmes.
- Department of Defence (DoD). The DoD has proven to be vital in providing support to the schooling system such as in the rapid fixing of physical infrastructure following natural disasters.

The signatories to the agreement form the core team of delivery partners. However, their work is dependent on good relations and ongoing collaboration with many organisations, a selection of which is listed below.

The following stakeholder bodies:

- The teacher trade unions. Teachers are at the heart of the schooling process and good relations with their representative bodies must be a continual aim of government.
- Organisations representing school governing bodies. These organisations can be regarded as representing the key 'clients' of schools, namely parents.
- Non-government organisations and faith-based organisations working with schools. These organisations should continue to play a vital role in exploring innovative approaches to school management and teaching, supporting the initiatives of government and providing alternative services through independent schools.
- Organisations representing the business sector. The business sector is an important stakeholder both in terms of its corporate social investment and its interest in achieving a more educated workforce.
- Labour unions in general. Workers are important stakeholders insofar as they may have children in schools and because a better educated workforce generally means that workers rights are respected to a greater degree.

The following statutory bodies and parastatals:

- Umalusi, also known as the Council for Quality Assurance in General and Further Education and Training. Umalusi's role in ensuring that the Grade 12 examinations and other assessments in schools use appropriate benchmarks is vital.
- South African Council for Educators (SACE). SACE, as the statutory professional body for all schools-based educators, plays a vital role in defining and promoting professional conduct amongst teachers.
- Education Labour Relations Council (ELRC). The ELRC plays a central role in promoting good relations between the employer and employees in schools and in advancing research into teacher issues.
- The universities in the country, in particular Faculties of Education, which carry much of the responsibility for the quality of the training of school teachers and principals.
- ETDP SETA (Education, Training and Development Practices Sector Education and Training Authority). This body has an important role to play in terms of the in-service skills development of educators in schools. In 2009 it hosted the crucial Teacher Development Summit.
- Human Sciences Research Council (HSRC). The HSRC has been at the forefront of educational research in the country.
- Development Bank of Southern Africa (DBSA). The DBSA has played a vital role in promoting research into innovation in schools.

3: LINKING OUTPUTS TO OUTCOME 1

Outcome 1 has been broken down into four outputs, which are explained below. Below these four outputs are eight sub-outputs. How these sub-outputs relate to the 27 goals of the Action Plan is explained in Appendix C.

In education there cannot be a neat hierarchy of cause and effect because causality occurs in many directions simultaneously. For instance, better support services on the part of districts directed at schools improve the system of accountability (output 4) whilst at the same time improving the quality of teaching and learning (output 1). It is important that these complexities be understood when interpreting the structure of this Delivery Agreement.

3.1 OUTPUT 1: IMPROVE THE QUALITY OF TEACHING AND LEARNING

A number of international testing programmes, such as TIMSS, PIRLS and SACMEQ, have demonstrated that South Africa's learner performance in reading, writing and mathematics is well below what it should be. For instance, the 2006 application of PIRLS showed that South African Grade 5 learners perform considerably worse in reading than Grade 4 learners in Indonesia and Trinidad and Tobago. The national Systemic Evaluation programme and the Grade 12 examinations have also demonstrated that learner performance is well below what one would expect given the resources available to the schooling system. Clearly, there is a need for teaching and learning to improve. If this happens, not only will learners know more at the end of each school year, they are also more likely to remain in school for longer.

3.2 OUTPUT 2: UNDERTAKE REGULAR ASSESSMENT TO TRACK PROGRESS

A key problem in the past has been that there has been insufficient measurement of the quality of teaching and learning below Grade 12. Without sufficient monitoring of what learners learn, it is not possible for parents and district officials, or indeed teachers themselves, to know what action needs to be taken. In 2008, in line with best practices in other developing countries, the national department introduced universal and standardised testing in Grades 1 and 6, within the Annual National Assessments (ANA) programme. In 2010 Grade 9 will also be included within the programme. 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 country as a whole. Targets based on performance in ANA have already been set at the national and provincial levels. Moreover, targets based on performance within international testing programmes have been determined.

3.3 OUTPUT 3: IMPROVE EARLY CHILDHOOD DEVELOPMENT

Evidence points towards the benefits of pre-Grade 1 schooling in improving learning outcomes throughout primary and secondary schooling. Essentially, if children are given a good educational foundation early in life, they find it easier to learn beyond Grade 1. For many years, additional funds have been devoted to expanding Grade R and early childhood development (ECD) below Grade R. This has resulted in major improvements, in particular with respect to the access of children from poor households to Grade R. It is envisaged that Grade R will be universal by 2014. However, the task of improving the quality of Grade R and ECD generally is a task that will extend beyond 2014.

3.4 OUTPUT 4: ENSURE A CREDIBLE OUTCOMES-FOCUSSED PLANNING AND ACCOUNTABILITY SYSTEM

ANA, the Action Plan, Schooling 2025 and the present Delivery Agreement are key elements of a new approach to make schooling more accountable. It is important that all actors in the schooling process, from learners to education administrators, should feel accountable for their use of resources. Neither poor performance nor outstanding performance should go unnoticed. It is necessary to know where under-performance occurs and the underlying reasons for this so that timely and well-targeted interventions can occur. At the same time, outstanding performance should be acknowledged and replicated through the system. It is especially important to promote good management and accountability within the 82 district offices in the country and amongst the school principals of approximately 25,900 public schools.

4. ACTIONS NEEDED TO ACHIEVE EACH OUTPUT

This section describes the outputs in terms of their sub-outputs. For each sub-output the following are explained: (1) What will be done differently; (2) Legislative, regulatory and institutional issues that must be taken into account; (3) Management and human capacity issues that pose particular challenges; (4) Funding issues. Further details, for instance important details relating to evidence of where the problems lie and what solutions work, can be found in the *Action Plan*.

4.1 OUTPUT 1: IMPROVE THE QUALITY OF TEACHING AND LEARNING

4.1.1 output 1: SUB-OUTPUT 1: Improve teacher capacity and practices

What will need to be done differently?

The capabilities and the level of motivation amongst many teachers needs to improve. This realisation has informed planning for many years. However, programmes to train and motivate teachers have in the past too often suffered from a number weaknesses, including insufficient emphasis on teacher knowledge and content that should be taught, insufficient reliance on feedback and evaluations from the teachers themselves that could lead to improvements in the training programmes, and insufficient use of new technologies, in particular the internet. Moreover, there has been an insufficient focus on achieving economies of scale, in other words reaching as many teachers as possible with quality training packages given limited financial and human resources. These weaknesses must be resolved. The 2009 Teacher Development Summit acknowledged the gravity of the problem and served as an important catalyst for taking teacher in-service training in South Africa to a new level. Currently, 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. Part of the challenge lies in using the skills levy funds budgeted by provincial education departments in more developmental ways, for instance by paying service providers to develop and run e-Education training courses. Plans for a monitoring system 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 what professional development activities they have undertaken. SACE, in collaboration with the national department, is moreover developing criteria for attaching professional development points to specific activities and is setting up a database of training opportunities for teachers which would include SACE's own evaluation of each training package on offer. These plans are based on approaches that have worked well in other countries.

For the foreseeable future it will be necessary for teachers to have access to distance training both with and without an e-Education mode of delivery. However, as access to computers and the internet amongst 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 amongst teachers.

One important way to revitalise the teaching profession is to ensure that well-trained graduates from teacher training institutions enter schools in sufficient numbers every year. The momentum gained with the Funza Lushaka bursaries will be continued in order to bring the supply of newly graduated teachers to the level where it should be to sustain the teaching profession in public schools.

The human resource management of teachers in the public sector has been rather one-dimensional, with considerable focus on remuneration, but insufficient focus on the other elements of the conditions of service of teachers. Whilst remuneration, both in terms of amount and structure, must be a key concern of the employer, government also needs to bring about a more holistic human resources management approach with respect to teachers. The key link between employee well-being and the effectiveness of teachers must be acknowledged. In this regard, government will make greater use of tools such as employee surveys in order to gauge what the needs of teachers are.

Whilst the core professional duty of teachers is to teach well, the broader nation-building and life guidance roles played by teachers should be acknowledged and strengthened. As part of the in-service training of teachers, teachers' understanding of their social and economic role should be deepened. For teachers working at the secondary level, it is especially important to be informed of the various post-school opportunities existing for learners so these teachers can assist learners to take make difficult life choices.

Clearly the capacity of teachers to teach well is dependent on the resources they have at their disposal. Educational materials are dealt with under the next sub-output, whilst improving school infrastructure appears under sub-output 4.1.

Evaluation of the legislative, regulatory and institutional environment

Overall, the policy and institutional frameworks available for improving the capacity of teachers to teach are relatively well developed. SACE and the ETDP-SETA have existed for many years. Moreover, the Education Labour Relations Council (ELRC) provides an ideal locus for the employer and teacher unions to resolve complex human resources management problems. To a large degree the challenge lies in utilising existing institutions better, for instance introducing a wider range of teacher welfare and national development issues into the negotiations that occur in the ELRC, or paying more attention to the cost-effectiveness of initiatives financed through the ETDP SETA.

The new teacher development strategy, which is currently being finalised, will bring clarity and direction to a key policy area where these characteristics have been lacking.

From time to time the need for a comprehensive teacher policy has been discussed. To some extent, such a policy is a question of consolidating existing legislation and regulations and making it easier for teachers to see what their rights and obligations are. It is clearly detrimental to teachers if they have difficulty obtaining or making sense of the policy information that is relevant to them. Ensuring that policies concerning teachers are clear and logical must be a priority for government.

Evaluation of management systems, processes and skills

The national IQMS³ system of performance appraisal, whereby the teacher's appraisal of himself or herself is followed by a similar appraisal by the school principal, is relatively well-established. The establishment of a national team of evaluators, whose job is to visit schools and monitor the implementation of the system, and provide support where necessary, appears to have been a step in the right direction. Feedback from schools has been that the appraisal system itself, and the support from the nationally employed evaluators, has helped to improve the focus on teacher capacity building. The IQMS evaluators represent currently the most prominent direct management link between the national department and schools. It is important that this link should be used to inform the full range of national policies concerning schools, and should provide a 'reality check' that complements the various survey-based data collections of the national department and reports from the provincial departments.

Funding framework

The precise budgetary need for the long term in relation to teacher in-service training will become clearer as the limits of existing funding mechanisms (in particular skills development funding) are explored and as the cost of new training modalities, and the demand for new training packages, becomes clearer. In 2009/10, the skills levy transfers from the provincial departments to the ETDP SETA came to approximately R65m.

4.1.2 Output 1: Sub-output 2: Increase Access To High Quality Learning Materials

What will need to be done differently?

Various analyses and reviews indicate that learner support materials such as textbooks, workbooks, exercise books and stationery have been under-prioritised in schools. The situation has improved somewhat, especially following large budget increases in non-personnel areas after 2002. In the period 2004 to 2009 household complaints about lack of books in schools, according to Statistics South Africa, declined noticeably. However, in around a third of primary schools the learner to textbook ratio in selected learning areas is greater than 1, which generally means that learners are unable to take textbooks home, something that can severely impede learning. Statistics for secondary schools are not available. Evaluations of existing textbooks that can guide provinces and schools when it comes to choosing appropriate titles are generally deemed to be inadequate, meaning that the risk is increased that poor quality materials enter schools, or that schools simply choose materials that are not appropriate for their needs.

A couple of immediate interventions are envisaged. Firstly, nationally standardised workbooks of a high quality are to be introduced in all public schools for all learners in Grades R to 9. These workbooks represent a cost-effective means of ensuring that minimum standards with respect to depth of learning and scope of subject content are communicated to teachers and learners and are upheld. The intention is not that the workbooks should constitute the only learning materials. Teaching and learning should occur beyond the scope of the workbooks. Yet evidence suggests that if the many schools currently falling below minimum standards can be brought up to the minimum standards implied by the workbooks, then substantial progress will have been made.

3 Integrated Quality Management System.

Secondly, clearer guidelines on which currently available textbooks are suitable in particular contexts will be released soon by the national department in an attempt to improve the provincial and school selection processes.

Thirdly, a better monitoring mechanism is about to be introduced which will provide a much more accurate picture than what is currently the case of the degree to which learners have access to the textbooks they need. A so-called Minimum Schoolbag will be defined for each grade which will specify what the minimum standard is with respect to learner access to educational materials. This Minimum Schoolbag will be used as a benchmark when the adequacy of provision is assessed. The punctuality of textbook deliveries to schools, where the provincial department procures books for the school, and of the transfer of funds to schools, where schools themselves procure books, must also be monitored, but ultimately the key indicator is whether learners have access to the materials they need.

Beyond these immediate changes, further changes relating to the policies governing learner support materials are receiving attention currently. Whether there should be a central national textbook procurement agency and whether the existing provincial textbook lists should be replaced by a national one are matters that are up for discussion.

Access by learners to materials beyond their core set of textbooks and workbooks, in particular access to a school library and information through the internet, are matters that have received considerable attention recently in the public debates. Currently policy exists on the minimum standards for the building within which libraries are housed, but a lack of policy around the minimum and optimum set of materials required continues to make it difficult to raise funds, whether public or private, for libraries and to advocate that schools build up this resource over time. This policy gap must be closed. The focus when it comes to publicly funded school libraries will continue to be on schools serving poorer communities, where insufficient access to books is most acutely felt.

Evaluation of the legislative, regulatory and institutional environment

As indicated above, the policy frameworks for learning support materials have been very loose. This has not posed a problem for those schools with the capacity to select and utilise educational materials effectively. However, it has meant that schools without much capacity have been given little guidance.

Evaluation of management systems, processes and skills

Currently, around one-third of schools buy textbooks and other learning materials for their learners using funds transferred to the school for this purpose. Most other schools receive all their textbooks directly from a supplier paid by the provincial department. A 2009 UNICEF study into school funding found that schools generally experienced fewer resourcing problems when they themselves were responsible for the procurement. Going forward, it will be important to assess carefully the effectiveness of the existing models of delivery as well as new models that have been proposed.

Funding framework

Learning materials are currently funded through a funding formula where schools in poorer areas are funded more and schools themselves have considerable leeway in determining the spread of spending across non-personnel items, which include learning support materials and non-educational items such as the physical maintenance of the school. The advantage with this approach is that it encourages cost-

effectiveness. Schools that are able to make their textbooks last longer are able to spend more on other items, for example. At the same time, it has been argued that compulsory minimum spending amounts for crucial educational items such as textbooks should be introduced. To some extent, the Minimum Schoolbag specifications will introduce such criteria. A key question is how the funding of nationally produced workbooks should be treated within the school funding policies over the longer term.

4.2 OUTPUT 2: UNDERTAKE REGULAR ASSESSMENT TO TRACK PROGRESS

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

What will need to be done differently?

2008 saw the introduction of universal standardised assessments at levels below Grade 12. The new programme, known as the Annual National Assessments (ANA) programme, represents a major step forward for educational quality in South Africa's schools. Essentially, it involves having all learners in key grades and learning areas sit for standardised tests which are marked within schools, but with external moderation. In addition, the national department runs the same tests in provincially representative samples of schools as part of the quality control of the testing. Experience in other countries has shown that it takes around five years for a programme of this nature to build up sufficient credibility and to reach the required level of impact on school practices. The challenge is thus to ensure that improvements to ANA occur in each year.

On a technical level, it is crucial that ANA scores be comparable across provinces and schools and over time. Capacity within South Africa has been built up in the technical aspects of ANA through experiences flowing from the sample-based Systemic Evaluation programme and the international SACMEQ programme. ANA should undergo periodic evaluations by experts from outside the country as part of the programme's ongoing improvement. Umalusi, the statutory body dealing with quality assurance in the schooling system, has a crucial role to play in ensuring that ANA becomes a world class assessment programme.

In terms of impact, ANA is expected to have four key effects on schools. It is intended to expose teachers to better assessment practices in schools, it will make it easier for district offices to target those schools most urgently in need of assistance, it will encourage schools to celebrate outstanding performance and it will empower parents by providing them with important information about the education of their children.

Because the nationally run verification sample in ANA will collect contextual information from schools, teachers and learners, ANA data will be used to diagnose factors associated with better performance. Moreover, results from the tests will be used to inform the design of teacher in-service and teacher pre-service training programmes.

Evaluation of the legislative, regulatory and institutional environment

ANA strengthens the national Minister's monitoring and quality assurance role as laid out in the National Education Policy Act (NEPA). The national department is currently finalising a policy on ANA which will explain in detail what its logic is and the new responsibilities it places on all levels of the schooling system, but in particular district offices, which are responsible for much of the external moderation of schools-based marking. The new policy will thus elaborate on the original policy impetus for ANA, namely the 2008 Foundations for Learning policy.

Evaluation of management systems, processes and skills

The success of 'universal ANA', or the part of ANA outside the national verification sample, rests strongly on the ability of weaker district offices in the country to make sufficient logistical and professional contributions to the programme. It is important to think of ANA not as an add-on to the responsibilities of districts, but rather as a new tool that is central to organising district support in a more logical and effective manner, above all because ANA provides objective information on learner performance that was previously non-existent and that allows districts to target their support better.

Funding framework

The verification element of ANA, which involves a sample of around 2,700 schools, is already funded within the national department budget. The same can be said for the reproduction of all the materials required for universal ANA. These materials consist mainly of copies of the language and mathematics tests, which are distributed to around 7 million learners (these are all the learners in Grades 1 to 6 and Grade 9).

4.2.2 Output 2: Sub-output 2: Extract Key Lessons From Ongoing Participation In International Assessments***What will need to be done differently?***

South Africa has recently participated in two global assessment programmes, TIMSS and PIRLS, and one regional programme, SACMEQ. The next round of participation will occur in 2011, in the case of TIMSS and PIRLS, and 2012, in the case of SACMEQ. South Africa's performance has been well below satisfactory in these programmes and the results have helped to place educational quality at the top of the basic education agenda. One thing that the international programmes have demonstrated is that even the best 10% of learners in South Africa perform below the level one would expect, given the country's status as a middle income industrial economy.

To achieve a level of performance that is in keeping with government's development priorities means emphasising improvements in virtually every South African school, whether urban or rural, and whether in a socio-economically disadvantaged or advantaged area. Targeting support and resources at schools in the poorest communities remains a priority, but this should not divert attention from the fact that all schools face an educational quality challenge.

In the past, the focus with respect to the international programmes has remained largely on national performance in terms of the final average score for South Africa. There is a need to use the results from these programmes in more creative ways. Schools themselves should become more familiar with the programmes, especially given the awareness of international competitiveness created by the 2010 World Cup. Copies of the actual tests used can be circulated to schools. The data emerging from the programmes should inform policy, in particular in-service training policies, more directly.

Evaluation of the legislative, regulatory and institutional environment

Like ANA, South Africa's participation in international assessment programmes furthers the national monitoring goals expressed in the National Education Policy Act. Within South Africa, the international assessment programmes have to a large degree been carried out through collaboration between the national department, international bodies, and local research bodies (in particular the HSRC) and universities. This

approach of combining expertise from a range of organisations is one that should continue. One challenge lies in involving the faculties of education from universities to a greater degree given their role in advancing educational quality through the right teacher training.

Evaluation of management systems, processes and skills

The collaboration between institutions referred to above is important partly insofar as it facilitates skills transfer between institutions. Because of the sample-based and centralised nature of the implementation of the international programmes, their requirements in terms of provincial and district capacity are not great. But it is also the relatively limited number of people involved in the implementation process that has resulted in a situation where the details of these programmes are not widely known. The challenge lies in communicating the messages emerging from the international programmes to a wider audience beyond researchers and policymakers.

Funding framework

The cost of participating in the international testing programmes is minimal relative to the cost of not having internationally benchmarked information on educational performance in schools. Funding for this participation is allocated by the national department.

4.3 OUTPUT 3: IMPROVE EARLY CHILDHOOD DEVELOPMENT

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

What will need to be done differently?

Whilst 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 attend Grade R by 2014.

By 2009, around 74% of schools offering Grade 1 also offered Grade R and the percentage of Grade 1 learners saying they had received schooling before Grade 1 was around 80%. Budget trends suggest that it is feasible to expect all learners to attend Grade R before Grade 1 by 2014.

The challenge appears to be ensuring that publicly funded Grade R inside and outside schools is of a sufficient quality to make a significant and positive difference to learning in Grade 1 and beyond. This is dealt with in the next sub-output.

Evaluation of the legislative, regulatory and institutional environment

The basic policy framework of the 2001 White Paper still applies today, in particular the strong emphasis on having the great majority of Grade R based in public primary schools. A key policy area where clarity is still needed is the minimum training requirements for Grade R teachers. The national department, in collaboration with employee organisations and SACE is currently addressing this matter.

Evaluation of management systems, processes and skills

The roll-out of Grade R to primary schools which do not have Grade R yet is supposed to occur according to a priority list where criteria such as the poverty of the community govern which schools are prioritised.

As the 2009 UNICEF report indicated, many schools are not aware of their status on these priority lists and are therefore not able to advise parents when publicly funded Grade R becomes available in their school. Steps have been taken to make the roll-out of Grade R more transparent.

Funding framework

The 2008 policy for funding Grade R has been considered too complex given the number of different funding models permitted. The complexity is partly the result of the multitude of approaches that had developed prior to 2008 in different provinces. The 2009 UNICEF report indicated that the funding policy was understood relatively well. However, there may still be a need to revisit this policy.

4.3.3 Output 3: Sub-output 3: Improve The Quality Of Early Childhood Development

What will need to be done differently?

The 2009 UNICEF report on school management and funding raised concerns about the quality of Grade R in schools. It was found that in many schools classes were too large and that it appeared that under-qualified teachers were teaching Grade R. The nature of the problem seemed rather different in different provinces.

There will clearly have to be a stronger focus on consolidating the quality of Grade R, and ECD generally, following the enrolment successes of the last few years. Many of the priorities outlined under output 1 above relating to the improvement of teaching and learning apply to Grade R in schools. Moreover, resource packs containing teaching and learning materials for use specifically in Grade R are being distributed to all schools with Grade R by the national department. However, given that Grade R is in many schools subject to funding modalities that are different to those applicable to other grades, much of the quality focus must be on assessing the appropriateness of the existing 2008 Grade R funding policy, in particular insofar as it impacts on class size and the level of qualification of teachers.

Evaluation of the legislative, regulatory and institutional environment

In line with the 2009 review of the national curriculum, the Grade R curriculum is to be fully integrated into the national curriculum, and a sufficient level of specification with respect to what and how to teach is being formulated within the new guidelines.

Evaluation of management systems, processes and skills

The greatest challenge here is that many Grade R teachers require an upgrading of both their actual teaching skills and their formal qualifications, whilst capacity in the teacher training sector to bring this change about is limited. The national department, in collaboration with training providers and organisations representing teachers, will need to find new ways of addressing this training challenge.

Given how new widespread publicly funded Grade R in schools is, there is only a very limited understanding of what teaching methodologies work best in particular contexts. There is an urgent need for more policy-focussed research in this regard.

Funding framework

As mentioned above, there is a need to collaborate with the ETDP SETA in finding cost-effective ways of funding teacher in-service training.

4.4 OUTPUT 4: ENSURE A CREDIBLE OUTCOMES-FOCUSSED PLANNING AND ACCOUNTABILITY SYSTEM

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

What will need to be done differently?

Effective teaching and learning requires a school that is functional, in other words a school where people's rights and responsibilities are clear, the leadership of the school principal is respected and the school is valued by the community. The focus on improving school management and school functionality needs to be strengthened in a number of ways.

Time management is one area requiring improvement. Here there has been insufficient attention paid to whether teachers complete the year's learning programme within the year. There is evidence that this does not occur in many schools, resulting in learning backlogs that accumulate from one year to the next. 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 quantitative and qualitative terms. District assessments will lead to both provincial and national reports tracking progress against key indicators. Both ANA and the Whole School Evaluation (WSE) 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.

The problem of over-sized classes, often with 50 or more learners, has not received enough attention in the past. Over-sized classes have been found to be a result of teaching posts not being filled, insufficient classrooms, but also to a large degree poor management of the time of teachers. Incentives for teachers to work in rural areas, policy for which has existed since 2007, will be used to a greater degree than before. Moreover, the system whereby teaching posts are distributed to schools has been re-designed to deal more directly with the reduction of over-sized classes. This new approach is currently at the pilot stage.

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, keeping in mind that high levels of absenteeism are 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. But beyond catering for basic nutritional needs, it must certainly be effective teaching and fully functional schools that will provide the best incentive for learners to attend regularly.

Apart from time, financial and physical resources must be properly managed in the school. Successes in certain areas need to be replicated in other areas where there are still large gaps. Specifically, evidence suggests that virtually all schools draw up annual budgets and almost all schools produce annual financial statements on the use of the school fund (over 95% of schools now receive some money transferred from the provincial department). However, according to recent data around 40% of schools do not have an improvement plan, though this is a statutory requirement. The national and provincial departments will monitor more systematically which schools do not produce a minimum set of documents to a minimum standard and use this information as a basis for taking remedial action.

Though non-personnel funding of schools has improved markedly in the last five years, both in terms of

amounts paid and punctuality of payments or of supplies of goods, there are still too many schools which are funded below the national benchmark amounts. The gap is not great in overall budgetary terms, but the under-funding of individual schools can have serious implications for educational quality.

Central to effective management of a school is a committed and capable school principal. The recent placement of all school principals in the middle management service (MMS) brought greater clarity to the responsibilities of principals but also created new opportunities to incentivise outstanding performance and innovation amongst principals. In the coming years fine-tuning the personnel rules applicable to school principals with a view to promoting good management will be an important challenge. At the same time, the country's approximately 26,000 principals need to see themselves as key agents of change as well as important stakeholders in all policy development processes affecting schools.

The recent UNICEF report on school funding and management indicated that parent and community involvement in schools is relatively good. The emphasis in the coming years needs to be on strengthening this involvement on the basis of how well the school does in its ANA tests. Parents need to be actively involved in devising strategies to improve learning, partly because so much of this improvement is dependent on home background factors such as time spent on homework.

One can only expect a school to be functional if its physical infrastructure meets minimum standards. Minimum national specifications for physical infrastructure in schools, released in 2008 (before then no such specifications existed), have made it easier to perform infrastructure development planning. The budgets for capital investments have been increasing in real terms for some years and this increase continues within the 2010/11 to 2012/13 medium term expenditure framework (MTEF) period. Yet it is widely recognised that the currently planned level of spending (in 2010/11 it is around R7bn, is insufficient to deal decisively with the inherited infrastructure backlogs and for this reason new funding models are being explored, partly in collaboration with the Development Bank of Southern Africa (DBSA).

Evaluation of the legislative, regulatory and institutional environment

The policy framework for school governance, management and funding is relatively mature. However, there are key policy areas that require changes according to the 2009 UNICEF study. One is the use of the existing socio-economic quintiles as a basis for implementing pro-poor funding. The national department is currently exploring alternatives in these key policy areas.

Evaluation of management systems, processes and skills

A key challenge in the short to medium term is to finalise, pilot and perfect the monitoring tools to be used by districts to gauge programme completion. The development of these tools must be integrally linked to the current process of curriculum reform which is partly aimed at reducing the administrative workload of teachers, but also reducing the extent of what must be taught in a year, in particular in the intermediate phase (Grades 4 to 6).

Funding framework

As indicated above, the key challenge with respect to funding frameworks is arguably to come up with new models of infrastructure development funding that will make it easier to target the greatest areas of need and to facilitate the procurement of building services.

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

What will need to be done differently?

For many years it has been recognised that lacking capacity in many district offices across the country has posed a major barrier to better service delivery in the schooling sector. Whilst the capacity constraints have been real, part of the problem has also been that the policy on what districts ought to prioritise has not been sufficiently clear and certain bureaucratic processes have been overly cumbersome. Moreover, there has been insufficient assessment of what services provided by districts are most valued by the recipients of those services, namely schools.

ANA provides districts with a new opportunity to focus their efforts on the principal goal of the schooling system, which is to get learners to learn. Each district will be required 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. These reports will be assessed at the provincial and national levels and will be published on the website of the national department. Clearly, considerable capacity building will need to go into this process and the quality and utility of the reports is expected to improve substantially in the coming years.

The national department is in the process of finalising a recommended set of priorities for district offices. It is of course not the responsibility of the national department to manage district offices directly and provincial departments are ultimately responsible for ensuring that district managers are given clear and logical instructions. However, provincial departments have themselves identified the need for more research and guidelines from the national department with respect to the role of districts.

Through ANA, an evaluation will be made of how satisfied schools are with the services provided by districts and what aspects of these services could improve.

Wherever possible, e-Education will be used to a greater degree than before to streamline the processes of the district office, partly so that professionals in the district can devote themselves more to solving educational problems and less to routine administration.

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 which have additional capacity in terms of staff and equipment to deal with special needs education, both in their own school and in neighbouring schools.

Evaluation of the legislative, regulatory and institutional environment

As an integral part of the provincial department, district offices are subject to the rules and regulations of the provincial department as a whole. The challenge is thus to develop national norms and guidelines that can assist provincial departments in their organisational planning whilst they recognise that each provincial department will have its unique organisational features. It is optimal for the national norms and guidelines to focus largely on the minimum services that must be produced by districts, as opposed to the precise organisational arrangements needed to produce these services.

Evaluation of management systems, processes and skills

A key challenge will be to strengthen management through e-Education in district offices, building on the

existing SA-SAMS system, which computerises information flows between schools and the provincial department.

Funding framework

National monitoring of district support has brought to the fore obvious resourcing constraints in certain district offices, in particular with respect to human resources. It is important that this monitoring should continue and that it should inform the allocation of resources within provincial departments.

5. INDICATORS, BASELINES AND TARGETS FOR OUTCOME 1

Appendix A provides key details on the 13 indicators from the Action Plan which have been highlighted in this Delivery Agreement (see Appendix C for the list of all the Action Plan indicators).

6. SYNOPSIS OF KEY ACTIVITIES

The activities referred to above in relation to the eight sub-outputs are summarised in Appendix A.

7. RISKS, CONSTRAINTS AND MITIGATION STRATEGIES

Key risks and assumptions associated with the eight sub-outputs are summarised in Appendix A.

8. GOVERNANCE AND REPORTING ARRANGEMENTS

The details specified in this Delivery Agreement agree are all reflected in the Action Plan, which also contains many additional details with respect to the way forward for the sector, including the planning modalities to be used. The national Minister provides the leadership for the process of bringing about large and lasting changes to South Africa's schooling system. The highest governance team for this process is the Council of Education Ministers (CEM), a well established body with its roots in the National Education Policy Act of 1996. In the terminology of the planning system envisaged by the Presidency, CEM is the 'implementation forum' for outcome 1. The members of CEM are the national Minister and the national Deputy Minister for Basic Education, plus the nine Members of the Executive Council (MECs) for education in the provinces. Moreover, the 17 national Ministers other than the Minister of Basic Education who are signatories to this agreement are invited to send representatives to the meetings of CEM, in particular when matters pertinent to their departments are on the CEM agenda.

The operational decision-making needed to fulfil the mandates of CEM rests with the Heads of Education Committee (HEDCOM), also established in terms of NEPA. The members of HEDCOM are the Director-General and Deputy Directors-General of the national Department of Basic Education, plus the nine heads of the Provincial Education Departments (PEDs). Moreover, HEDCOM includes a number of sub-committees dealing with specific matters such as school infrastructure and curriculum, which advise HEDCOM and include relevant government and non-government stakeholders. HEDCOM is the 'technical implementation forum' for outcome 1. The 17 national departments listed as delivery partners in this agreement are invited to send representatives to the meetings of HEDCOM. In fact, this should be regarded as a requirement when matters pertinent to the departments concerned appear on the HEDCOM agenda.

The Delivery Agreement and the Action Plan constitute the overriding guidance documents on which a number of other plans and budgets must be based, specifically the strategic plans of the ten departments

formulated in terms of the Public Finance Management Act (PFMA), the provincial budget statements, and the annual performance plans of the nine provincial departments.

The principal responsibility for reporting on progress against this Delivery Agreement (and the Action Plan) rests with the Department of Basic Education.

9. SIGNATORIES

The following are the signatories to this Delivery Agreement and hence commit themselves towards achieving the desired outcomes and outputs of this document.

Mrs AM Motshekga , MP, Minister of Basic Education

Mr ME Surty, MP, Deputy Minister of Basic Education

MEMBERS OF THE EXECUTIVE COUNCIL FOR EDUCATION:

Mr DM Qwase, Education MEC for Eastern Cape

Mr PHI Makgoe, Education MEC for Free State

Ms B Creecy, Education MEC for Gauteng

Mr ES Mchunu, Education MEC for KwaZulu-Natal

Mr D Masemola, Education MEC for Limpopo

Ms R Mhaule, Education MEC for Mpumalanga

Rev JO Tselapedi, Education MEC for North West

Ms G Cjiekella, Education MEC for Northern Cape

Mr D Grant, Education MEC for Western Cape

NATIONAL MINISTERS:

Dr BE Nzimande, MP, Minister of Higher Education and Training

Gen (Ret) S Nyanda, MP, Minister of Communications

Ms GNM Pandor, MP, Minister of Science and Technology

Ms L Xingwana, MP, Minister of Arts and Culture

Ms BE Molewa, MP, Minister of Social Development

Mr RM Baloyi, MP, Minister of Public Service and Administration

Dr PA Motsoaledi, MP, Minister of Health

Rev MA Stofile, MP, Minister of Sport and Recreation

Dr NC Dlamini Zuma, MP, Minister of Home Affairs

Mr EN Mthethwa, MP, Minister of Police

Ms N Mayende-Sibiya, MP, Minister of Women, Children and Persons with Disability

Mr GQM Doidge, MP, Minister of Public Works

Mr S Shiceka, MP, Minister of Cooperative Governance and Traditional Affairs

Mr TMG Sexwale, MP, Minister of Human Settlements

Mr JS Ndebele, MP, Minister of Transport

Mr G Nkwinti, MP, Minister of Rural Development and Land Reform

Ms LN Sisulu, MP, Minister of Defence

DELIVERY AGREEMENT • For Outcome 1: Improved quality of basic education

APPENDIX A: RESULTS CHAIN

Results chain	Sub-Outputs	Indicator	Baseline 2009	Target 2014	Activities	Monitoring Mechanisms (Means of verification, sources of information)	Assumptions/ Risks	Responsibility Department/ Person	Time frame	Implementation Forum	Responsible DG for sign-off
OUTCOME 1: IMPROVED QUALITY OF BASIC EDUCATION											
OUTPUT 1: Improve the quality of teaching and learning											
OUTPUT 2: Undertake regular assessments to track progress											
OUTPUT 3: Improve early childhood development											
OUTPUT 4: Ensure a credible outcomes-focused planning and accountability system											
Outputs Represented	Sub-outputs										
Output 1	1.1. Improve teacher capacity and practices	(a) Percentage of Grade 3 learners performing at the required literacy level according to the country's Annual National Assessments. (b) Average score obtained in Grade 6 in mathematics in the SACMEQ assessment. (c) Percentage of Grade 9 learners performing at the required mathematics level according to the country's Annual National Assessments. (d) Number of Grade 12 learners who become eligible for a Bachelors programme in the public national examinations. (e) The percentage of teachers who are able to attain minimum standards in anonymous and sample-based assessments of their subject knowledge.	(a) 48%. (b) 495. (c) Not known. (d) 110,000. (e) To be determined.	(a) 60%. (b) 520. (c) 60%. (d) 175,000. (e) To be determined.	Design and implementation of new in-service training programmes, increasing the inflow of new graduates into the profession, and implementation of a more holistic human resources management approach.	(a) Annual National Assessments (ANA) (b) SACMEQ programme. (c) ANA. (d) National Senior Certificate database.	Above all, that sufficient capacity to develop the right teacher training modules on an e-Education platform can be found.	DBE and provincial education departments. Also SACE and ETDP SETA.	2014	Council of Education Ministers (CEM)	DG for DBE

Results chain	Sub-Outputs	Indicator	Baseline 2009	Target 2014	Activities	Monitoring Mechanisms (Means of verification, sources of information)	Assumptions/Risks	Responsibility Department/ Person	Time frame	Implementation Forum	Responsible DG for sign-off
Output 1	1.2. Increase access to high quality learning materials	(a) The percentage of learners having access to the required textbooks and workbooks for the entire school year. (b) The percentage of learners in schools with a library or media centre fulfilling certain minimum standards.	(a) Not currently known, but unlikely to be higher than around 60%. (b) Again, not currently known, but unlikely to be higher than around 60%.	(a) 100%. (b) Baseline plus 20% (percentage points).	Provision of nationally designed workbooks to learners in Grades R to 9, better national guidelines for textbook selection, the establishment of a monitoring system that tracks the access of learners to a basic package of learning materials.	(a) ANA. (b) National Education Infrastructure Management System (NEIMS) plus ANA plus Annual Survey of Schools.	Above all, that sufficient funding will continue to be available in the coming years to considerably increase learner access to learning materials.	DBE and provincial education departments.	2014	Council of Education Ministers (CEM)	DG for DBE
Output 2	2.1. Establish a world class system of standardised national assessments.	Trends to analyse include (a) the turnaround time from testing to release of analytical reports and (b) the level of public acceptance of the veracity of published average scores (these are not formal Action Plan indicators, however).	n/a	n/a	Ongoing improvements to the technical reliability of ANA, partly through external evaluations of the programme, and use of the programme results to improve the targeting of district support, parent involvement and the design of in-service teacher training.		Above all, that sufficient expertise is acquired and built both for the ongoing improvements to the design of ANA and for the interpretation and use of results.	DBE and provincial education departments. Also Umalusi.		Council of Education Ministers (CEM)	DG for DBE

DELIVERY AGREEMENT • For Outcome 1: Improved quality of basic education

DELIVERY AGREEMENT • For Outcome 1: Improved quality of basic education

Results chain	Sub-Outputs	Indicator	Baseline 2009	Target 2014	Activities	Monitoring Mechanisms (Means of verification, sources of information)	Assumptions/Risks	Responsibility Department/ Person	Time frame	Implementation Forum	Responsible DG for sign-off
Output 2	2.2. Extract key lessons from ongoing participation in international assessments.	Trends to analyse include degree to which data from international assessments are used for the planning of in-service teacher development (not a formal Action Plan indicator).	n/a	n/a	Emphasis on the need for improvements across the full range of schools in South Africa if the average country score is to improve, and wider dissemination of lessons learnt from the assessment programmes to schools.		No serious human capacity or budgetary risks.	DBE and provincial education departments. Also local research bodies and universities.		Council of Education Ministers (CEM)	DG for DBE
Output 3	3.1. Universalise access to Grade R	The percentage of Grade 1 learners who have received formal Grade R.	80%.	100%.	Use of priority lists to ensure that publicly Grade R is rolled out to all eligible schools.	Annual Survey of Schools.	Above all, that there is sufficient demand for Grade R amongst parents to reach universal Grade R.	DBE and provincial education departments	2014	Council of Education Ministers (CEM)	DG for DBE
Output 3	3.2. Improve the quality of early childhood development	The percentage of learners having access to the required textbooks and workbooks for the entire school year.	Not currently known, but unlikely to be higher than around 60%.	100%	Distribution of high quality teaching and learning materials designed specifically for Grade R and ongoing teacher development.		Above all, that there is sufficient capacity to undertake the training of many often poorly trained Grade R educators.	DBE and provincial education departments	2014	Council of Education Ministers (CEM)	DG for DBE

Results chain	Sub-Outputs	Indicator	Baseline 2009	Target 2014	Activities	Monitoring Mechanisms (Means of verification, sources of information)	Assumptions/ Risks	Responsibility/ Department/ Person	Time frame	Implementation Forum	Responsible DG for sign-off
Output 4	4.1. Strengthen school management and promote functional schools	(a) The percentage of learners who cover everything in the curriculum for their current year on the basis of sample-based evaluations of records kept by teachers and evidence of practical exercises done by learners. (b) The percentage of schools producing the minimum set of management documents at a required standard, for instance a school budget, a school development plan, an annual report, attendance rosters and learner mark schedules. (c) The percentage of learners in schools that are funded at the minimum level. (d) The percentage of schools which comply with nationally determined minimum physical infrastructure standards.	(a) To be determined. (b) Non-ideal data suggest around 60%. (c) 62%. (d) 78%.	(a) To be determined. (b) Baseline plus 30% (percentage points). (c) 100%. (d) 88%.	Development of a new system to monitor programme completion within the year, implementation of a new post provisioning system with a stronger focus on avoiding over-sized classes, lobbying to ensure that the minimum school funding amounts are adhered to, use of ANA to encourage parent involvement in solving learning problems, and exploration of alternative funding models that can fast track infrastructure development.	(a) New monitoring system plus ANA and WSE. (b) ANA plus WSE. (c) Annual Survey of Schools. (d) National Education Infrastructure Management System (NEIMS).	Above all, that the country's 26,000 principals will respond to incentives to become key agents of change in the schooling system.	DBE and provincial education departments.	2014	Council of Education Ministers (CEM)	DG for DBE

DELIVERY AGREEMENT • For Outcome 1: Improved quality of basic education

Results chain	Sub-Outputs	Indicator	Baseline 2009	Target 2014	Activities	Monitoring Mechanisms (Means of verification, sources of information)	Assumptions/ Risks	Responsibility/ Department/ Person	Time frame	Implementation Forum	Responsible DG for sign-off
Output 4	4.2. Strengthen the capacity of district offices	The percentage of school principals rating the support services of districts as being satisfactory.	Non-ideal data suggest around 49%.	Baseline plus 20% (percentage points).	Capacity building in the use by district offices of ANA to design support strategies, clearer national specifications on what district activities are critical, surveying of school principals to gauge value of existing district support, strengthening of e-Education elements in district offices, and expanding availability of special needs support to schools.	ANA.	Above all, that district officials can achieve the necessary level of professional capacity required for, amongst other things, the use of ANA results to improve intervention strategies.	DBE and provincial education departments	2014	Council of Education Ministers (CEM)	DG for DBE

APPENDIX C: CORRESPONDENCE BETWEEN THIS AGREEMENT AND THE ACTION PLAN

The Action Plan includes 27 goals, under which a total of 38 indicators are organised. The treatment of the eight sub-outputs of the Delivery Agreement overlap with the treatment of the 27 goals of the Action Plan according to the following table (an overlap is indicated with a black bullet). Clearly it could be argued that even more overlaps exist, but the overlaps indicated below reflect the emphasis of the Delivery Agreement.

Sub-outputs in the Delivery Agreement 	Goals in the <i>Action Plan</i> 	4.2: Strengthen the capacity of district offices	4.1: Strengthen school management and promote functional schools	3.2: Improve the quality of early childhood development	3.1: Universalise access to Grade R	2.2: Extract key lessons from ongoing participation in international assessments	2.1: Establish a world class system of standardised national assessments	1.2: Increase access to high quality learning materials	1.1: Improve teacher capacity and practices
Goals relating to outputs begin here									
	1: 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.						•		
	2: 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.						•		
	3: 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.						•		
	4: Increase the number of Grade 12 learners who become eligible for a Bachelors programme at a university.	•							
	5: Increase the number of Grade 12 learners who pass mathematics.	•							
	6: Increase the number of Grade 12 learners who pass physical science.	•							
	7: Improve the average performance in <i>languages</i> of Grade 6 learners.					•			
	8: Improve the average performance in <i>mathematics</i> of Grade 6 learners.					•			
	9: Improve the average performance in mathematics of Grade 8 learners.					•			
	10: Ensure that all children remain effectively enrolled in school up to the year in which they turn 15.	•							
	11: Improve the access of children to quality early childhood development (ECD) below Grade 1.			•	•				
	12: Improve the grade promotion of learners through the Grades 1 to 9 phases of school.	•			•				
	13: Improve the access of youth to Further Education and Training beyond Grade 9.	•							

Sub-outputs in the Delivery Agreement 	4.2: Strengthen the capacity of district offices	4.1: Strengthen school management and promote functional schools	3.2: Improve the quality of early childhood development	3.1: Universalise access to Grade R	2.2: Extract key lessons from ongoing participation in international assessments	2.1: Establish a world class system of standardised national assessments	1.2: Increase access to high quality learning materials	1.1: Improve teacher capacity and practices
Goals in the <i>Action Plan</i> 								
Goals relating to inputs and processes begin here								
14: Attract in each year a new group of young, motivated and appropriately trained teachers into the teaching profession.	•							
15: Ensure that the availability and utilisation of teachers is such that excessively large classes are avoided.		•						
16: Improve the professionalism, teaching skills and subject knowledge of teachers throughout their entire careers.	•							
17: Strive for a teacher workforce that is healthy and enjoys a sense of job satisfaction.	•							
18: Ensure that learners cover all the topics and skills areas that they should cover within their current school year.		•						
19: Ensure that every learner has access to the minimum set of textbooks and workbooks required according to national policy.			•					
20: Increase access amongst learners to a wide range of media which enrich their education.			•					
21: Ensure that the basic annual management processes occur across all schools in the country in a way that contributes towards a functional school environment.								•
22: Improve parent and community participation in the governance of schools.								•
23: Ensure that all schools are funded at least at the minimum per learner levels determined nationally and that funds are utilised transparently and effectively.								•
24: Ensure that the physical infrastructure and environment of every school inspires learners to want to come to school and learn, and teachers to teach.								•
25: Use the school as a location to promote access amongst children to the full range of public health and poverty reduction interventions.								•
26: Increase the number of ordinary schools that offer specialist services for children with special needs.								•
27: Improve the frequency and quality of the monitoring and support services provided by district offices to schools.								•

The table that follows indicates which of the 38 indicators are included within the Delivery Agreement, and under which Delivery Agreement sub-output.

Indicator number	Indicator title	Sub-output in the Delivery Agreement
1.1	Percentage of Grade 3 learners performing at the required <i>literacy</i> level according to the country's Annual National Assessments.	1.1
1.2	Percentage of Grade 3 learners performing at the required <i>numeracy</i> level according to the country's Annual National Assessments.	
2.1	Percentage of Grade 6 learners performing at the required <i>language</i> level according to the country's Annual National Assessments.	
2.2	Percentage of Grade 6 learners performing at the required <i>mathematics</i> level according to the country's Annual National Assessments.	
3.1	Percentage of Grade 9 learners performing at the required <i>language</i> level according to the country's Annual National Assessments.	
3.2	Percentage of Grade 9 learners performing at the required <i>mathematics</i> level according to the country's Annual National Assessments.	1.1
4	Number of Grade 12 learners who become eligible for a Bachelors programme in the public national examinations.	1.1
5	Number of Grade 12 learners passing <i>mathematics</i> .	
6	Number of Grade 12 learners passing <i>physical science</i> .	
7	Average score obtained in Grade 6 in <i>language</i> in the SACMEQ assessment.	
8	Average score obtained in Grade 6 in <i>mathematics</i> in the SACMEQ assessment.	1.1
9	Average Grade 8 mathematics score obtained in TIMSS.	
10	Percentage of 7 to 15 year olds attending education institutions.	
11.1	The percentage of Grade 1 learners who have received formal Grade R.	3.1
11.2	The enrolment ratio of children aged 3 to 5. (This is an indicator of concern to DBE and DSD.)	
12.1	The percentage of children aged 9 at the start of the year who are in Grade 4 or above.	
12.2	The percentage of children aged 12 at the start of the year who are in Grade 7 or above.	
13.1	The percentage of youths who obtain a National Senior Certificate from a school.	
13.2	The percentage of youths who obtain any FET qualification. (This is an indicator of concern to DBE and DHET.)	
14	The number of qualified teachers aged 30 and below entering the public service as teachers for first time during the past year.	
15.1	The percentage of learners who are in classes with no more than 45 learners.	
15.2	The percentage of schools where allocated teaching posts are all filled.	

Indicator number	Indicator title	Sub-output in the Delivery Agreement
16.1	The average hours per year spent by teachers on professional development activities.	
16.2	The percentage of teachers who are able to attain minimum standards in anonymous and sample-based assessments of their subject knowledge.	1.1
17	The percentage of teachers absent from school on an average day.	
18	The percentage of learners who cover everything in the curriculum for their current year on the basis of sample-based evaluations of records kept by teachers and evidence of practical exercises done by learners.	4.1
19	The percentage of learners having access to the required textbooks and workbooks for the entire school year.	1.2
20	The percentage of learners in schools with a library or media centre fulfilling certain minimum standards.	1.2
21	The percentage of schools producing the minimum set of management documents at a required standard, for instance a school budget, a school development plan, an annual report, attendance rosters and learner mark schedules.	4.1
22	The percentage of schools where the School Governing Body meets minimum criteria in terms of effectiveness.	
23.1	The percentage of learners in schools that are funded at the minimum level.	4.1
23.2	The percentage of schools which have acquired the full set of financial management responsibilities on the basis of an assessment of their financial management capacity.	
24.1	The percentage of schools which comply with nationally determined <i>minimum</i> physical infrastructure standards.	4.1
24.2	The percentage of schools which comply with nationally determined <i>optimum</i> physical infrastructure standards.	
25	The percentage of children who enjoy a school lunch every school day.	
26	The percentage of schools with at least one educator who has received specialised training in the identification and support of special needs.	
27.1	The percentage of schools visited at least twice a year by district officials for monitoring and support purposes.	
27.2	The percentage of school principals rating the support services of districts as being satisfactory.	4.2

