

Eastern Cape Department of Education

Strategic Plan Evaluation:

Annual Performance Plan 2009 - 2012¹

January 2010

Zukiswa Kota

Monitoring and Research Programme, Public Service Accountability Monitor

For more information contact the PSAM, psam-admin@ru.ac.za
Tel: (046) 603 8358, Fax: (046) 622 7215

Key Findings and Recommendations

FINDING: The Department does not clearly outline plans relating to meeting the infrastructure challenges in the Eastern Cape, particularly the eradication of mud structures. Targets in each of the 23 education districts are not succinctly aligned to the provincial level Strategic Plans.

RECOMMENDATION: It is critical that the Department describe in detail such plans accompanied by the plans for human and financial resources to be utilised over the planning period.

FINDING: The plans do not provide detailed cost breakdowns for listed activities both at provincial and district level.

RECOMMENDATION: This information is central to the Annual Performance Plan and District Operational Plans. Without it, plans become more like descriptive ideals and less like strategic plans with measurable outcomes and progress that can be assessed objectively.

¹ In producing this Strategic Plan Evaluation, the PSAM wishes to acknowledge the *Center on Budget and Policy Priorities (CBPP)* who have provided support via a sub-grant from the *International Budget Partnership* of the CBPP.

FINDING: The Department fails to outline specific strategies to overcome the challenges highlighted by the Auditor General's report.

RECOMMENDATION: A recurring weakness in the planning documents is the lack of detail relating to financial resources that will be used to achieve set objectives. Poor financial management must be met with a definite and more stringent implementation of the Audit Intervention Plan as has been discussed. Specific timeframes, Performance Measures and Targets must become part of the strategy and included in the Head Office Operational Plans.

FINDING: The Department's planning documents, though broken down into district clusters are void of detailed needs analysis information at district level and of coherent links to strategic objectives, goals and performance targets.

RECOMMENDATION: In order to allow for meaningful monitoring and evaluation of the Department's performance targets, the socio-economic needs at provincial and district level must be clearly articulated and carefully linked to performance targets. It is also important that the Department clearly indicate service delivery constraints within the context of planning.

FINDING: The Department has highlighted key constraints and performance improvement targets for the School Nutrition Programme (SNP) but has omitted crucial costing information for the projects to be undertaken under this conditional grant.

RECOMMENDATION: As this conditional grant has previously been riddled with administrative and operational challenges, it is imperative that the Department not only fill vacant critical posts but also put into practice the new SNP Implementation Model along with detailed, costed plans.

FINDING: The Annual Performance Plans and Operational Plans do not provide sufficient detail regarding current partnerships. The aim to create partnerships is merely mentioned as a strategic goal.

RECOMMENDATION: Details pertaining to partnerships with both private and public entities must be included in the planning documents as should explicit areas where the Department assumes joint responsibilities.

Theme 1: Policy priorities and strategic objectives

Requirements

- Government departments prioritise plans to address the most pressing social needs of those dependent on public services and to respond to political priorities set by the government of the day. These policy priorities should be informed by constitutional commitments to address people's rights and should form guiding principles for planning. Policy priorities should be articulated by the executive authority responsible for the Department as he/she is ultimately accountable for the implementation of policy priorities and, therefore, the Department's planning.²
- Each year, the Department's strategic plan should set out any changes to the Department's strategic direction due to policy or programme shifts. This is to ensure that the Department is held accountable for its performance in relation to its new policy priorities/strategic direction. By identifying the most important performance targets, the administrative head of the Department undertakes to achieve these targets and makes him/herself accountable for doing so.³
- Strategic plans must be integrated into macro planning frameworks in order for departments to give effect to national and sub-national policy priorities, as well as the realisation of international undertakings (such as the UN Millennium Development Goals). As the site of service delivery, it is critical for sub-national strategic plans to be aligned with both broader and narrower planning frameworks if such frameworks are to be implemented.⁴

² The executive authority of the department should set out clearly at the beginning of the Annual Performance Plan what outputs the department is required to deliver given its budget for the upcoming financial year in pursuit of its overall goals and objectives as set out in its Five-year Strategic and Performance Plan. *Framework and templates for provincial departments for the preparation of Strategic and Performance Plans for the 2005-2010, and Annual Performance Plans for the 2005 financial year*, National Treasury, 16 August 2004, Section 4, "Foreword", p. 60. See also *Public Service Regulations*, 2001, as amended, regulation B1(a).

³ In the Annual Performance Plan, the Department's accounting officer should give an executive summary of any significant shifts in policy or programmes that have taken place over the past year that alter the direction of the Five-year Strategic and Performance Plan. The Accounting Officer should also identify the most important performance targets as set out in the Annual Performance Plan. *Framework and templates for provincial departments for the preparation of Strategic and Performance Plans for the 2005-2010, and Annual Performance Plans for the 2005 financial year*, National Treasury, 16 August 2004, Section 4, Part A.1 "Overview", p. 64. See also *Treasury Regulations*, 2005, regulation 5.2.2(c).

⁴ The Department should provide details of any change to its strategic direction as set out in its Five-year Strategic and Performance Plan. This should indicate which factors made any changes necessary, and how these changes will impact on the department's strategic goals and objectives. *Framework and templates for provincial departments for the preparation of Strategic and Performance Plans for the 2005-2010, and Annual Performance Plans for the 2005 financial year*, National Treasury, 16 August 2004, Section 4, Part A.2 "Strategic Plan Update Analysis", p. 64. According to the South African Constitution, national, provincial and local spheres of government must "provide effective, transparent, accountable and coherent government for the Republic as a whole". In addition, all spheres of government must "cooperate with one another" by, amongst other things, coordinating their actions. *South African Constitution*, Chapter 3, Section 41(1)(c) and (h)(iv). See also *Treasury Regulations*, 2005, regulation 5.2.2(b).

- Strategic objectives describe high-level outputs or the results of actions the Department plans to take; they must relate directly to the Department's policy priorities. Because they articulate the rationale for planned activities within each programme and strategically important sub-programme, strategic objectives must be included in the strategic plan in order to evaluate the Department's plans to progressively realise citizens' rights within available resources.
- For the Department to achieve its strategic goals, there must be a direct correlation between these goals and its objectives. In other words, if the Department achieved each objective, it should have achieved its strategic goals. Any disjuncture between goals and objectives will result in the Department's failure to implement its strategic plan and effectively address the rights of those they serve.⁵
- One-year plans must be integrated into longer-term planning frameworks to give effect to long-term strategic goals. There should therefore be a clear relationship between a Department's one-year plan and the corresponding year in multi-year plans if longer-term goals are to be achieved.

Findings

One of the key global policy frameworks related to education is the United Nations Decade of Education for Sustainable Development (2005- 2014).⁶ Neither the MEC nor the Acting Superintendent-General make mention of the policy in their forewords. Goal 2 of the Millennium Development Goals (MDGs) aims to achieve universal primary education by 2015 - the target being that by 2015 all children around the world will have the opportunity to complete a full course of primary education.⁷ According to the 2007 MDG report on South Africa, the government has, at national level; taken initiatives to remove gender disparity in and improve quality of and access to education. These include the School Nutrition Programme, learner transport provision and No Fee Schools.⁸ Surprisingly, however, the MDGs are not identified as guiding principles or policies in the Department's planning documents.

The 2005/06-2009/10 Five-Year Strategic Plan only lists as an international policy the International Children's Rights Charter.⁹ Both the MEC and Acting Superintendent-General, focus on national and provincial planning frameworks. Provincial planning documents are well-matched to priorities highlighted at national level. Part B of the Annual Performance Plan (2009/10), is also detailed in describing the policies that inform the Department's planning process. These include broad national policies and acts such as the South African Schools Act of 1996.

In the 2009/10 Annual Performance Plan, the MEC in his foreword highlights seven priorities identified by the National Department of Education:

1. Grade R

⁵ *Public Service Regulations*, 2001, Chapter 1, Part III, Regulation, B.1(b).

⁶ <http://www.un-ngls.org/orf/decade-education.htm>

⁷ United Nations, *Millennium Development Goals Midterm Country Report- South Africa, September 2007*, p. 17.

⁸ United Nations, *Millennium Development Goals Midterm Country Report- South Africa, September 2007*, p.20.

⁹ Eastern Cape Department of Education, *Five-Year Strategic Plan, 2005/06-2009/10*, p.40.

2. Lowering of learner: educator ratios/class size
3. Inclusive and special education
4. Extension of No-fee schools to Quintile 3
5. Fee exemption of poor learners in Quintile 4 and 5
6. School infrastructure
7. District development

At the provincial level, the MEC's foreword highlights the need to optimise throughput in schools and FET colleges in order to address skills shortages.¹⁰ The MEC also highlights government strategies that "contribute meaningfully"¹¹ to poverty alleviation and job creation. These strategies include:

1. No fee schools
2. Resourcing poor schools through the Adult Basic Education programme (ABET) and Quality Improvement Development Support and Upliftment Programme (QIDSUP);
3. FET recapitalisation and
4. Bursary schemes

In contrast to the 2008/09 foreword by MEC Johnny Magkato¹², MEC Qwase does not make mention of the provision of more scholar transport even though there is no documentation to suggest that previous targets have been achieved. The 2005/10-2009/10 Five-Year Strategic Plan, however, does refer to scholar transport as a priority area.

The Acting Head of Department, Professor Nengwekhulu, does not make any detailed mention of policy changes other than to state that: "Due to financial constraints the Department only received an additional R1.6 billion or a 9.3% increase on its 2009/10 budget allocation compared to 2008/09, which is less than the inflation rate. This required reprioritisation in order to ensure that the core business of teaching and learning is adequately funded under the circumstances."¹³ The precise direction of the reprioritisation is not clearly described.

The enhancement of the Education Management Information Services (EMIS) data integrity is mentioned as a 'key programme deliverable for 2009/10'.¹⁴ The EMIS is a sub programme of Programme 1: Administration¹⁵ and falls under the National Education Policy Act of 1996 and the Education Information Policy.¹⁶ Three primary constraints are mentioned: i) staff shortage ii) slow return rate of survey forms and iii) lack of dedicated EMIS officials.¹⁷ However, none of the strategic goals and objectives are aligned to realising this priority and as such, there are no named performance targets in the Annual Performance Plan. If the Department is to carry out effective planning, there needs to be accurate and up to date information about the service delivery environment, The EMIS is key to this process: The support and upgrade of the EMIS section will provide a reliable data source to track and support the transformation process".¹⁸ It is thus worrying that the planning documents do not outline detailed targets and goals related to this unit.

¹⁰ Eastern Cape Department of Education, *Annual Performance Plan, 2009/10*, p.i.

¹¹ Eastern Cape Department of Education, *Annual Performance Plan, 2009/10*, p.i.

¹² Eastern Cape Department of Education, *Annual Performance Plan 2008/09*, p.1.

¹³ Eastern Cape Department of Education, *Annual Performance Plan 2009/10*, p.iv.

¹⁴ Eastern Cape Department of Education, *Annual Performance Plan 2009/10*, p.iii.

¹⁵ Eastern Cape Department of Education, *Five-Year Strategic Plan 2005/06-2009/10*, p.34.

¹⁶ Eastern Cape Department of Education, *Five-Year Strategic Plan 2005/06-2009/10*, p.34.

¹⁷ Eastern Cape Department of Education, *Five-Year Strategic Plan 2005/06-2009/10*, p.31.

¹⁸ Eastern Cape Department of Education, *Five-Year Strategic Plan 2005/06-2009/10*, p.34.

Theme 2: Performance and monitoring

Requirements

- By indicating both progress and what still needs to be done to meet the objectives for each programme, oversight bodies and citizens are able to evaluate the Department's planned programme objectives for the upcoming financial year in light of (a) the Department's past performance and (b) what the Department still needs to do to accomplish its strategic objectives for each programme.¹⁹
- Departments should ensure that the socio-economic rights of those they serve are progressively realised. It is important that the Department identify in its strategic plans specific measures it will take in order to improve the quality of service delivery, including improved access to services, improved standards and improved service delivery systems. This is particularly important for departments that did not meet their strategic objectives in previous financial years, or did not meet satisfactory service standards.²⁰
- Performance targets for each strategic objective must be included in the Department's strategic plan. These targets must be measurable and observable in order for the Department and oversight bodies to monitor the Department's performance. In addition, the indicators must provide an accurate, unbiased and complete measure of the strategic objective or activity and produce meaningful information from a management and oversight perspective.²¹
- To address weaknesses identified by the Auditor-General, the Department must include a detailed strategy to address queries raised in previous financial years. The human and financial resources necessary to give effect to this strategy should also be included in the strategic plan.²²
- For the Department to achieve its strategic objectives there must be a direct correlation between these objectives and its planned activities. In other words, if the Department achieved each activity, it should have achieved its strategic objectives. Any disjuncture between activities and objectives will result in the Department's failure to implement its strategic plan and effectively address the rights of those they serve.²³

¹⁹ *Framework and templates for provincial departments for the preparation of Strategic and Performance Plans for the 2005-2010, and Annual Performance Plans for the 2005 financial year*, National Treasury, 16 August 2004, Section 4, Part B, subsection 3, p. 65. See also *Treasury Regulations*, 2005, regulation, 5.2.2(d)

²⁰ *Public Service Regulations*, 2001, Chapter 1, Part III, Regulation C.1 (a) – (f).

²¹ *Framework and templates for provincial departments for the preparation of Strategic and Performance Plans for the 2005-2010, and Annual Performance Plans for the 2005 financial year*, National Treasury, 16 August 2004, Section Four, Part B, 3.5.5. See also *Treasury Regulations*, 2005, regulation 5.2.2(d).

²² *Framework and templates for provincial departments for the preparation of Strategic and Performance Plans for the 2005-2010, and Annual Performance Plans for the 2005 financial year*, National Treasury, 16 August 2004, Section 4, Part B, subsection 8.1 and 8.2, p. 72.

²³ *Public Service Regulations* of 2001, Chapter 1, Part III B(1)(b).

- To monitor the implementation of its strategic plan, the Department must ensure that planned activities are specific enough to know when they have been completed. Activities must also have in-year time-frames; this enables the Department to monitor progress in implementing activities and to introduce in-year corrective measures where problems occur. In addition, activities must be individually costed in order to ensure accurate expenditure tracking. Specific, time-bound and costed activities are necessary for expenditure tracking and performance monitoring, as well as risk management and accurate reporting.
- Performance targets for each strategic objective and activity must be included in the Department's strategic plan. These targets must be measurable and observable in order for the Department and oversight bodies to monitor the Department's performance. In addition, the indicators must provide an accurate, unbiased and complete measure of the strategic objective or activity and produce meaningful information from a management and oversight perspective.²⁴
- To ensure that strategic objectives are realised, departments should assign responsible officials to strategic objectives. Performance agreements entered into by public officials should correspond to the relevant department's strategic plan. For Department officials to be held accountable for their performance during a particular financial year, it is imperative that the strategic plan identifies an official responsible for each strategic objective.²⁵

Findings

While the Department makes some mention of programme progress and performance, this is not consistently done for each programme. Part A3 of the Annual Performance Plan (APP) deals with the Department's key achievements to date.²⁶ In some cases, the achievements listed in this section are often vague and relate to future plans under each programme as opposed to actual targets reached. For example, there is no indication of how many mud structures have actually been eradicated, instead the Department states that it hopes to 'finalise' the rebuilding of schools with mud structures and that "79 of these will be finalised by the end of the 2008/09 financial year". There is no mention of the actual numbers of mud structures outstanding which makes it near impossible from the current documents to evaluate the progress against the set objectives.²⁷

In contrast, achievements in the Learner Transport sub-programme clearly reflects the progress made: "...learners benefiting from the service increased from 77 696 to 115 000"²⁸ as does the narrative for other areas such as the Learner-Teacher support materials and Grade R practitioner training. Additionally, the reporting is made according to priority areas as opposed to programme areas whereas the objectives are set according to programmes. This

²⁴ Treasury Regulations, 2005, 5.2.3(d).

²⁵ Because an accounting officer may delegate responsibilities to an official, in terms of section 44(1)(a) and 2(c) of the PFMA, it is important that the strategic plan identify all officials responsible for strategic objectives. Any official who wilfully or negligently fails to exercise the power or perform the duty delegated to him/her commits an act of financial misconduct in terms of section 81(2) of the PFMA.

²⁶ Eastern Cape Department of Education. *Annual Performance Plan 2009/10*. p.18.

²⁷ Eastern Cape Department of Education. *Annual Performance Plan 2009/10*. p.18.

²⁸ Eastern Cape Department of Education, *Annual Performance Plan 2009/10*. p.18.

therefore makes it difficult to determine the extent to which targets set within programmes are met.

In terms of weaknesses highlighted in the audit outcomes by the Auditor General, the Department is primarily focussed on improving financial management. According to the APP, there has been progress made in implementing the Audit Intervention Plan (AIP). This includes the incorporation of the audit outcomes into the AIP (2008/09). While this is briefly mentioned in Part A of the document, there are no explicit strategy details relating to the specific human and financial resources which the Department will depend upon to give effect to the AIP. In Part B of the APP, the Department states in bullet form the main areas within which the AIP will be used in the management of finances.²⁹

The links between the APP and the numerous operational planning documents are not well made. It is difficult to align overall plans set out in the APP with the various cluster operational plans. For example Strategic Goal 1 (SG1) in the APP “equity in educational achievements for all learners regardless of race, gender, disability and geographic location” and Strategic Objective 2 “targeted and preferential funding to enhance achievement prospects for the most disadvantaged learners and communities” relate to goals for No fee schools. However, in Cluster A (Libode, Lusikisiki, Maluti, Mbizana, Mount Fletcher, Mount Frere and Qumbu) of the Operational Plans and in the APP there is no indication of the individual needs or challenges of each district which would warrant the omission/inclusion of targets for SG1 in some districts and not others. Targets have only been set for No Fee schools in the following districts: Maluti³⁰, Mbizana³¹, Mount Frere³² and Qumbu.³³ This seems to counteract the needs identified in the Strategic Plan according to the socio-economic deprivation in the 23 districts of the Eastern Cape. Lusikisiki, for example, is noted as the most disadvantaged district according to this relative index³⁴ yet no targets have been set for assisting schools in the district in relation to their declaration as No fee schools or with transfer support. If this is due to the fact that this has been achieved already - there is no indication in the planning documents thus there is no way to assess or track progress at the district level. This is also problematic for oversight.

The No fee schools are listed as one of the Department’s key achievements to date in the APP.³⁵ This is despite the fact that the Department admittedly failed to “meet the target of declaring quintile 3 as No fee schools”. Instead, this target will be accommodated in the 2009/10 budget.

The narrative related to No fee schools does not clearly link up to a specific strategic goal or objective but is well-linked to a performance measure. At National level, the Department intends to maintain the number of learners benefiting from the No fee school policy (Performance Measure 223 (PM223) at 82% over the MTEF.³⁶ At Provincial level, however, PM236 is that “ALL prescribed national targets for school funding in all quintiles met by 2009”

²⁹ The AIP, according to the Annual Performance Plan will affect three main areas; payroll control, suspense accounts and journals. The plan does not provide a great deal of detail. Eastern Cape Department of Education. *Annual Performance Plan 2009/10*.p.36-37.

³⁰ Eastern Cape Department of Education, *Cluster A District Operational Plans 2009/10*, p.67.

³¹ Eastern Cape Department of Education, *Cluster A District Operational Plans 2009/10*, p.94.

³² Eastern Cape Department of Education, *Cluster A District Operational Plans 2009/10*, p.153.

³³ Eastern Cape Department of Education, *Cluster A District Operational Plans 2009/10*, p.216.

³⁴ The index ranks districts relative to one another according to criteria such as per capita income and functional literacy. Eastern Cape Department of Education, *Five-Year Strategic Plan 2005/06-2009/10*, ppp.68-69.

³⁵ Eastern Cape Department of Education, *Annual Performance Plan 2009/10*, p.18.

³⁶ Eastern Cape Department of Education, *Annual Performance Plan 2009/10*, p.60.

which will see quintile 3 targets increase by 29%, quintile 4 by 52% and quintile 5 by 40%.³⁷ Performance measures, as well as being linked to specific statistics, should be aligned with a provincial time series statistic.³⁸ In this case, this has not been clearly set out.

Different performance measures are used even in consideration of districts that have set targets according to the stated strategic goals; these are not comparable across districts. In one district, targets relate to the monitoring of compliance with the No fee schools policy (and the number of schools monitored) while in another the monitoring of schools relates to reviewing quintile placements. Thus the overall Departmental strategic plans and way forward are difficult to evaluate. Planning across the districts appears disjointed with each district emphasising different priorities. While this reflects the diversity in contexts, challenges and needs across the province; the Cluster divisions need better definition in the Annual Performance Plan and linkage between that, the Operational Plans and the Five-Year Strategic Plan.

The 2009/10 Operational Plans detail the following components of planning under each directorate:

- priorities
- strategic goals
- strategic objectives alongside service standards
- measurable objectives
- performance measures
- summaries of annual/quarterly activities;
- annual targets and target breakdown by quarters

While this format is in alignment with the National Treasury Template, the Department has opted to include the “Situational and Progress Analysis” in Part B of the Annual Performance Plan (2009/10) under Programme and Sub-programme headings, separate to the operational plans. This layout of the Annual Performance Plan is similar to the previous year’s output except that this information is now contained in the Operational Plans and not in the Annual Performance Plan. While this particular structure and breakdown of objectives is accessible - some areas remain difficult to decipher.

For example, under the directorate of Human Resource Administration and Provisioning a priority is the training of new officials within SG4. The performance measure is “The level of service delivery is integrated and improved”. The complementary measurable objective is to “...to ensure that training is well articulated, comprehensive and accredited”. The Department aims to have conducted 12 sessions to “...conduct skills audit and dDevelop (sic) a training data base for the Human Resource Administration and Provisioning”.³⁹ The performance measure and activities are vague where performance measures are intended to link closely with one measurable objective as well as have a temporal limit.⁴⁰ This is an example of where this is not the case and, consequently does not contribute meaningfully to the overall goals of directorate. Under the same directorate, however with the strategic objective of improving

³⁷ Eastern Cape Department of Education, *Annual Performance Plan 2009/10*, p.61.

³⁸³⁸ Eastern Cape Department of Education, *Annual Performance Plan 2009/10*, vii.

³⁹ Eastern Cape Department of Education, *Cluster B District Operational Plans 2009/10*, p.113.

⁴⁰ According to the definitions set out in the Department’s own planning documents each performance measure is linked to specific statistics and takes the form of one provincial time series statistic. Eastern Cape Department of Education, *Annual Performance Plan 2009/10*, p.vii.

service delivery in education in line with the PGDP, the Department manages to define the measurable objectives, goals and targets comprehensively and in a meaningful way.⁴¹

As mentioned above, specific, time-bound and costed activities are necessary for expenditure tracking and performance monitoring. This is one of the greatest weaknesses of the 2009/10 planning documents. The APP lists the priorities and programme objectives but contains no time frames or targets. This is catered for in the various Cluster Operational Plans to different degrees. Targets are set for 2009/10 and broken down by quarters. However, in the majority of programmes and sub-programmes the overall targets and completed tasks to date are not mentioned.

For example, a Measurable Objective under Strategic Objective 9.1 (adequate school buildings appropriately placed and conducive to teaching, learning and administration) is to provide a maintenance programme for infrastructure at schools. One of the activities is to ensure that schools damaged by natural disasters are 'repaired immediately'.⁴² The performance measure for this activity is the percentage of schools repaired. There is no indication of the costs for this activity. There is also no detail relating to the total number of schools affected by natural disasters. The annual target is merely 100% - a target figure that is replicated as 100% for every quarter. It is thus not possible to assess whether these plans are achievable within the stated time frame and, as no costing is provided this cannot be evaluated either.⁴³

It would be expected that priority areas such as infrastructure provisioning would be reflected as such in the APP and District Operational Plans as strongly as in the 2005/06-2009/10 Five-Year Strategic Plan. However a comparison across the 23 district plans (laid out according to Clusters in each of the Operational Plans) reflects the contrary. In Cluster A, targets for Strategic Goal 9 are only laid out for one of the 7 districts, namely Mount Fletcher but with no costing or time.⁴⁴ In Cluster B, six of the eight district plans contain some degree of planning relating to Strategic Goal 9 - Butterworth⁴⁵, Cofimvaba⁴⁶, Lady Frere⁴⁷, Mthatha⁴⁸, Ngcobo⁴⁹ and Sterkspruit.⁵⁰ One district, Cofimvaba contains mud structure eradication targets. The remaining districts deal predominantly with administrative challenges. Again there is no consistency in the plans presented from one district to the next. Additionally and

⁴¹ Eastern Cape Department of Education, *Cluster B District Operational Plans 2009/10*, p.114.

⁴² Eastern Cape Department of Education, *Head Office Operational Plans 2009/10*, p.328.

⁴³ Eastern Cape Department of Education, *Head Office Operational Plans 2009/10*, p.328.

⁴⁴ Eastern Cape Department of Education, *Cluster A District Operational Plans 2009/10*, p.158-159.

⁴⁵ Eastern Cape Department of Education, *Cluster B District Operational Plans 2009/10*, p.11.

⁴⁶ Eastern Cape Department of Education, *Cluster B District Operational Plans 2009/10*, p.50.

Interestingly, this also happens to be one of the few districts in which specific targets are set out for the eradication of mud structures. While the total number of mud structures in the district is not delineated, the Department aims to eradicate seven such structures over the course of the current financial year - all of which by the end of the first quarter. It is also noteworthy that the Activity and Performance Measure for this target are discordant. The former relates to the development of priority lists for each financial year to 2011 and consultation with relevant stakeholders and physically assess these. The latter relates to the number of permanent structures erected in place of mud structures.

⁴⁷ Eastern Cape Department of Education, *Cluster B District Operational Plans 2009/10*, p.124.

In this district, the discordance noted above is similar - two Performance Measures are described for the same activity (collection of data and taking photos of mud structures) yet targets are described for only one of the two. There is no Performance Measure defined for the development of priority lists for each financial year to 2011 and consultation with relevant stakeholders.

⁴⁸ Eastern Cape Department of Education, *Cluster B District Operational Plans 2009/10*, p.153.

⁴⁹ Eastern Cape Department of Education, *Cluster B District Operational Plans 2009/10*, p.192,246,252.

⁵⁰ Eastern Cape Department of Education, *Cluster B District Operational Plans 2009/10*, p.316-320.

as will be discussed under Theme 4, the costing of activities is deficient and the information has proven problematic to obtain.

The alignment of the APP and the Fiver Year Strategic Plan in terms of timeframes was mentioned as a problem in the PSAM's 2008 SPE.⁵¹ The Department appears to have remedied this problem to some degree as the APP caters for 2009/10 and the Five-Year Strategic Plan timeframe ends in 2009/10. This means that, unlike in the previous financial year, the planning timeframe of the former does not overshoot that of the latter. This generally makes it less challenging to assess Departmental progress. In addition, while the planning period for the Strategic Plan remains the five years between 2005/06 and 2009/10, the Department states that the current plan is a revised version.⁵²

Service delivery in terms of the School Nutrition Programme (SNP) has already been identified as a challenge. While there are some listed measures that speak specifically to improving service delivery, some targets are mismatched. One of the key areas of the SNP is the establishment and final rollout of the new programme, a strategic objective of which is to involve members of the community.⁵³ Accordingly, targets related directly to this strategic objective would be useful to guide appropriate planning. While the Department aims to facilitate 46 workshops in order to create awareness on sustainable food production, there are not tangible monitoring and evaluation measures to ensure that programme targets are reached.⁵⁴ This is especially important in light of past performances where this measure is concerned; with only 5 of the 92 workshops carried out by the end of the 3rd quarter of the previous financial year.⁵⁵

In terms of assigning officials to strategic objectives, this is not done in the APP. Each of the District Operational Plans, however, link strategic goals to responsible directorates. This is not consistently recorded however as in some cases, the responsible directorate and/or responsible official is named while in others there is neither a named directorate nor official.⁵⁶ The Head Office Operational Plans are the most detailed in this respect as the majority of strategic goals by unit are assigned a responsible directorate and official.⁵⁷

Theme 3: The context of planning

Requirements

- The Department's ability to implement its strategic plan is determined, to a large extent, by its human resource capacity. It is therefore critical for the Department to provide an account of its internal organisational environment in its strategic plan, and

⁵¹ Fumba, Lwandile, Public Service Accountability Monitor, *Strategic Plan Evaluation: Annual Performance Plan 2009-2012*, p.9.

⁵² Eastern Cape Department of Education, *Five-Year Strategic Plan 2005/06-2009/10*, p.18
The document is dated March 2006 and, according to the description of the planning process included a series of workshops.

⁵³ Eastern Cape Department of Education, *Head Office Operational Plans 2009/10*, p.162.

⁵⁴ Eastern Cape Department of Education, *Head Office Operational Plans 2009/10*, p.165.

⁵⁵ Eastern Cape Department of Education, *3rd Quarter Performance Report 2008/09*, p.186.

⁵⁶ Eastern Cape Department of Education, *Cluster B District Operational Plans 2009/10*, p 129-173, 177-225.

Eastern Cape Department of Education, *Head Office Operational Plans, 2009/10*, p.328

⁵⁷ Eastern Cape Department of Education, *Head Office Operational Plans 2009/10*.

to indicate how organisational capacity or constraints were factored into its strategic plan.⁵⁸

- Strategic plans should be informed by rigorous needs analysis if they are to respond to the most pressing socio-economic needs of those they serve. Departments should demonstrate in their strategic plans how proposed targets give effect to service delivery commitments *in relation to* socio-economic needs. Only then can both performance targets and undertakings be properly evaluated. In addition, departments should clearly articulate service delivery constraints caused by the external service delivery environment and demonstrate how these constraints were factored into the drawing up of strategic objectives and targets.⁵⁹
- The usefulness of the Department's strategic plan is largely determined by the extent and depth of consultation with staff in its development. Staff who have played a meaningful role in developing a strategic plan are more likely to take ownership of it and thus actively work towards its implementation. The more effort taken to obtain stakeholder and community input into the Department's planning process the more likely the Department's services will actually target the most pressing needs of the community.⁶⁰
- Strategic Objectives describe high-level outputs or the results of actions the Department plans to take; they must relate directly to the Department's policy priorities. Because they articulate the rationale for planned activities within each programme and strategically important sub-programme, strategic objectives must be included in the strategic plan in order to evaluate the Department's plans to progressively realise citizens' rights within available resources. By indicating both progress and what still needs to be done in order to meet the objectives for each programme, oversight bodies and citizens are able to evaluate the Department's planned programme objectives for the upcoming financial year in light of (a) the

⁵⁸ The Department should provide an account of changes in its internal and external service delivery environment, which updates the detailed needs analysis contained in its Five-year Strategic and Performance Plan. This should include an account of how these changes affect the department's objectives and organisational structure in its Annual Performance Plan. *Framework and templates for provincial departments for the preparation of Strategic and Performance Plans for the 2005-2010, and Annual Performance Plans for the 2005 financial year*, National Treasury, 16 August 2004, Section 2, 3.2.1. 'Aim and Focus of Part A of the Annual Performance Plan, p. 27. See also *Public Service Regulations*, 2001, Chapter 1, Part III B.2 (a) – (d) and *Treasury Regulations*, 2005, regulation 5.2.2(b).

⁵⁹ Section 195(1)(e) of the *South African Constitution* states that 'People's needs must be responded to.' Section 2 of the *Public Finance Management Act Implementation Guideline*, 2000, notes that departmental Accounting Officers 'must have regard for the usefulness and appropriateness of planned outputs,' (p. 8). It is clear that the department cannot comply with these legislative and constitutional requirements, nor be accountable for failing to do so, without providing an account of its external service delivery environment. See also *Public Service Regulation*, 2001, regulation C.1(a).

⁶⁰ According to the *South African Constitution*, national, provincial and local spheres of government must "provide effective, transparent, accountable and coherent government for the Republic as a whole." In addition, all spheres of government must "cooperate with one another" by, amongst other things, coordinating their actions. *South African Constitution*, Chapter 3, Section 41(1)(c) and (h)(iv). Section 195(1)(e) of the *Constitution* states that "People's needs must be responded to, and the public must be encouraged to participate in policy-making". In addition, 195(1)(g) states that "transparency must be fostered by providing the public with timely, accessible and accurate information". See also *Public Service Regulations*, 2001, Chapter 1, Part III, Regulation C.1(b).

Department's past performance and (b) what the Department still needs to do to accomplish its strategic objectives for each programme.⁶¹

Findings

Both the 2008/09 and current Annual Performance Plans are void of details regarding the Department's internal organisational environment. The 2005/06-2009/10 Five-Year Strategic Plan, while displaying the departmental organogram approved by the MEC in 2004 is outdated and unaccompanied by details of filled and vacant posts.⁶² Instead, a table depicting employment and vacancies by programme as at the end of the 2004/05 financial year is produced. Again, this is not updated in the more recent documents. This is inevitable due to the planning timeframe as a new structure was due to be implemented in 2006 after the release of the five-year plans. At the time of the production of the plans, the Department was in the process of discussing a new organogram structure to be released in the next financial year, focussing on "...a clear definition of strategic, business and implementation responsibilities between the different levels".⁶³

It is unfortunate that this is not reflected in any of the more recent planning documents particularly in light of the serious constraints identified in the administration and management programmes where more than 50% of all posts were vacant.⁶⁴ The Department of Education employs approximately 85 000 staff; possibly the largest employer of all provincial departments.⁶⁵ According to the Five Year Strategic Plan, the revised Departmental organogram will assist with the improvement of district and head office service delivery.⁶⁶ This new organogram is said to have a strong focus on "...clear definition strategic, business and implementation responsibilities between the different levels of management and on clear linkage between head office and district in each functional area".⁶⁷ However, the document is still weak on contextual information regarding the institutional environment

Another challenge that the Department faces is a shortage of skilled educators attributed to high rates of educator attrition.⁶⁸ The attrition rate of permanent educators in 2004 was 9.5% overall and the highest numbers of educators leaving the system being within the 35-39 age cohort.⁶⁹ It would be of value to have current figures at hand in order to assess the degree to which the Department will be able to achieve the mentoring process in maths and science with mentor-teachers.⁷⁰ The Service Delivery Plan is annexed to the APP and contains significant detail comparing the current standards of service to 'desired' standards. The

⁶¹ *Framework and templates for provincial departments for the preparation of Strategic and Performance Plans for the 2005-2010, and Annual Performance Plans for the 2005 financial year*, National Treasury, 16 August 2004, Section 4, Part B, subsection 3, p. 65. See also *Treasury Regulations*, 2005, regulation, 5.2.2(d).

⁶² This is despite the promise in text that the organogram is to be "followed by a table setting out the names of the managers against their job titles". Eastern Cape Department of Education, *Five-Year Strategic Plan 2005/05-2009/10*, p.94.

⁶³ Eastern Cape Department of Education, *Five-Year Strategic Plan 2005/06-2009/10*, p.94.

⁶⁴ Eastern Cape Department of Education, *Five-Year Strategic Plan 2005/06-2009/10*, p.99.

⁶⁵ Eastern Cape Department of Education, *Annual Performance Plan 2009/10*, p.50.

⁶⁶ Eastern Cape Department of Education, *Five-Year Strategic Plan 2005/06-2009/10*, p.5.

⁶⁷ Eastern Cape Department of Education, *Five-Year Strategic Plan 2005/06-2009/10*, p.94.

⁶⁸ Eastern Cape Department of Education, *Five-Year Strategic Plan 2005/06-2009/10*, p.56.

⁶⁹ Eastern Cape Department of Education, *Five-Year Strategic Plan 2005/06-2009/10*, p.87.

⁷⁰ Eastern Cape Department of Education, *Annual Performance Plan 2009/10*, p.128.

annexure also provides information that could have informed planning within the main document.⁷¹

One of the reasons for shortages in educators is the impact of HIV/AIDS on the education sector particularly as a result of decreases in the young educator population and high levels of absenteeism due to illness. With specific reference to HIV/AIDS, the Department hopes to prioritise the reduction of negative impacts of the disease through care and support of learners, educators and other employees.⁷² While noting that different methods of recruiting staff will have to be identified, there is no clear indication of how the Department either intends to do this or how these challenges have impacted on the planning process. A recurring commitment of the Department is the need to fill vacant posts across all programmes and units. One such area is the SNP in which there are vacancies in a variety of areas from food handlers to dieticians and food production experts.⁷³ The objectives linked to strategic goal 7 ("balanced funding and deployment of resources to maximise discretionary support to strategic priorities") deal with staffing and efficiency challenges but are once again not explicit in linking goals to costed activities and time frames. The filling of vacant posts, for example is something that the Department has been challenged by previously yet no tangible improvements or strategies are documented in order to try and change these trends.⁷⁴

Strategic plans should be informed by rigorous needs analysis if they are to respond to the most pressing socio-economic needs of those they serve. To a large extent, the Department achieves an overall analysis of needs in the Province⁷⁵ but fails at the district level. Needs analysis at district level is particularly important if, as the Department has done, planning is also divided according to district. As mentioned in a previous section, the setting of targets in this way somewhat confounds attempts to evaluate the overall plans. At the same time, justification of differences between SG's and targets can be linked to district-specific needs. An attempt is made, though only in one case, to define constraints within Clusters⁷⁶ which then allows comparison between challenges identified therein to goals and targets in the Operational Plans.

In order to facilitate a unified approach to tackling the Department's objectives, consultation with department staff and other stakeholder is vital. In the Strategic Plan, the Department attests to having made a province-wide consultation with stakeholders both as a means of obtaining buy-in but also to allow stakeholders to "...secure a better understanding of the issues which affect education".⁷⁷ This process involved workshops with managerial staff according to National Treasury regulations. There are no details relating to the number of staff that attended the workshops nor to the time-scale at which these occurred. Further mention of consultative processes between the Department and education stakeholders is made under Goal 9 relating to the provision of adequate infrastructure. Strategic Goal 9.3 refers to the collaboration between the school building programme with programmes that are administered publicly relating to issues of unemployment, poverty and "...other social and economic challenges in society".⁷⁸ Unfortunately, these programmes are not named

⁷¹ Eastern Cape Department of Educations, *Annual Performance Plan 2009/10: Service Delivery Improvement Plan Year 2009, 2010, 2011 & 2012*, pp.113-140.

⁷² Eastern Cape Department of Education, *Annual Performance Plan 2009/10*

⁷³ Eastern Cape Department of Education, *Annual Performance Plan 2009/10*, p.84.

⁷⁴ *Eastern Cape Provincial Budget Statement II 2009/10*, p.191.

⁷⁵ Eastern Cape Department of Education, *Five-Year Strategic Plan 2005/06-2009/10*, Part C (pp.52-106).

⁷⁶ Eastern Cape Department of Education, *Five-Year Strategic Plan 2005/06-2009/10*, p.30.

⁷⁷ Eastern Cape Department of Education, *Five-Year Strategic Plan 2005/06-2009/10*, p.18.

⁷⁸ Eastern Cape Department of Education, *Five-Year Strategic Plan 2005/06-2009/10*, p.27.

specifically and the information is in table form. The two Department Chief Directorates listed as responsible for this SG are Facilities and Infrastructure Management and Education Social Support Services.⁷⁹ On cross-referencing this information from the Strategic Plan with the corresponding Head Office Operational Plans, the SG is not incorporated into any aspects of the two directorates' plans.⁸⁰ Lastly, a diagrammatic representation of the Medium Term Framework reflects that the Department infrastructure provisioning process does not incorporate consultation with either the staff or local stakeholders.⁸¹ There is, however, emphasis on national level planning and other provincial departments such as the Department of Water Affairs and Forestry. The poor alignment between what is stated in the Strategic Plan and what the Operational Plan sets as targets makes it difficult to assess the degree to which the Department consults with identified stakeholders.

Theme 4: Costing and expenditure

Requirements

- Draft strategic plans, consisting of costed activities, should form the basis of the Department's request for funding in upcoming financial years. However, once the Department knows its actual budget allocation for the upcoming financial year, it must reconcile its performance targets with its budget. The Department must reflect on previous and likely spending pressures and take these into account to ensure that strategic objectives are met. To this end, it must show expenditure by programme and sub-programme, and compare spending in previous years to MTEF projections and corresponding service delivery targets.⁸²
- Infrastructure plays an important role in the effective and efficient delivery of public services. The Department's plans should include current and upcoming building projects, up-grading of existing facilities and plans to deal with maintenance backlogs. Capital expenditure and maintenance projects should be listed in detail and should include timeframes and costs in order to ensure effective expenditure tracking, performance monitoring, reporting and risk management.⁸³
- The Department must reflect on its previous financial performance when approaching the upcoming MTEF period. The strategic plan should include an overview of its medium term revenues and expenditure from the previous three financial years, as well as its budget allocation for the upcoming financial year and the proposed budget for the two outer years of the MTEF. The Department should distinguish between its

⁷⁹ Eastern Cape Department of Education, *Five-Year Strategic Plan 2005/06-2009/10*, p.27.

⁸⁰ Eastern Cape Department of Education, *Head Office Operational Plans 2009/10*, p.147-160;327-329..

⁸¹ Eastern Cape Department of Education, *Annual Performance Plan 2009/10*, p.9

⁸² "Part B must also reconcile the department's performance targets to the budget—analysing what pressures the department expects to emerge and what it intends doing to ensure that it, nevertheless, achieves its service delivery objectives." *Framework and templates for provincial departments for the preparation of Strategic and Performance Plans for the 2005-2010, and Annual Performance Plans for the 2005 financial year*, National Treasury, 16 August 2004 Section 4, Part B, 3.7 and 4.7, pp. 67-8.

⁸³ The Department must illustrate what it is doing to implement its capital investment, maintenance and asset management plans as set out in its Five-year Strategic and Performance Plan. This information should be provided for the coming year, and the two outer years of the MTEF period. Ibid, Section 4, Part B, subsection 5, pp. 68 - 69. See also *Treasury Regulation*, 2005, regulation 5.2.3(e).

main budget allocation and other sources of revenue.⁸⁴

- Departments should provide a summary of the revenue which they are responsible for collecting. Departments must describe in detail plans to ensure that all revenue for which they are responsible will be collected in the upcoming financial year. Departments must be accountable for the revenue they collect in order to ensure that it is (a) actually collected and accounted for and (b) transferred to the relevant fund for redistribution.⁸⁵

Findings

The Annual Performance Plan 2009/10 contains, at programme level, details of budgeting over six years from 2006/07 to 2011/12⁸⁶ as was the case in the two previous plans - 2007/08⁸⁷ and 2008/09⁸⁸. These documents also compare Departmental spending across the years by sub-programme. The Department also details infrastructure, highlighting that the focus of 2009/10 will be the 'recovery' of the infrastructure programme.⁸⁹ The provision of infrastructure is both a national and provincial level⁹⁰ priority that is reflected in the Department's planning documents. The specific strategic goal relates to "adequate physical and institutional infrastructure to support teaching and learning at all levels".⁹¹ In the APP, the Department states its adherence to the Infrastructure Alignment Model.⁹² This however is not particularly instructive as to how the Department intends to follow these guidelines that are considered 'international best practice'. Thus it is difficult to compare and contrast this with past practices in terms of infrastructure delivery.

Furthermore, this is not clearly linked to the Department's strategic goals and while attention is drawn to the achievement of optimal school configuration via the Province's Design Manual for Schools, the manual is not easily accessible.⁹³ Between 1996 and 2006, the Department has built 11 000 classrooms in the Eastern Cape with an ever-increasing backlog which, in 2006, stood at 14 000.⁹⁴ Current figures show that the Department has a backlog of new

⁸⁴ *Framework and templates for provincial departments for the preparation of Strategic and Performance Plans for the 2005-2010, and Annual Performance Plans for the 2005 financial year*, National Treasury, 16 August 2004, Section 4, Part B, subsection 6.1, p. 69.

⁸⁵ *Framework and templates for provincial departments for the preparation of Strategic and Performance Plans for the 2005-2010, and Annual Performance Plans for the 2005 financial year*, National Treasury, 16 August 2004, Section 4, Part B, subsection 6.2, p. 70.

⁸⁶ Eastern Cape Department of Education, *Annual Performance Plan 2009/10*, p.54.

⁸⁷ Eastern Cape Department of Education, *Annual Performance Plan 2007/08*, p.128.

⁸⁸ Eastern Cape Department of Education, *Annual Performance Plan 2008/09*, p.112.

⁸⁹ Eastern Cape Department of Education, *Annual Performance Plan 2009/10*, p.9.

⁹⁰ In a summary of MEC Qwase's speech at a recent infrastructure workshop, the MEC cited examples of poor planning such as the lack of "requisite resource" to deal with 75 schools that have been struck by disaster over the course of 2009. Speech by the MEC for Education, posted 1st September 2009. Available online: http://www.ecdoe.gov.za/news_article/128/MEC-sets-the-tone-for-infrastructure-workshop.

⁹¹ Eastern Cape Department of Education, *Annual Performance Plan 2009/10*, p.17.

⁹² Eastern Cape Department of Education, *Annual Performance Plan 2009/10*, p.10.

⁹³ According to the Annual Performance Report, the Design Manual for School Building in the Eastern Cape is available on the Department's website although currently it is not. This poses a further challenge in terms of assessing the extent to which the current infrastructure need and the changes to the infrastructure programme are matched by the Department's plans. Eastern Cape Department of Education, *Annual Performance Plan 2009/10*, p.10.

⁹⁴ Eastern Cape Department of Education, *Five-Year Strategic 2005/06-2009/10*, p.55.

structures amounting to approximately R21.23 billion and a cost of R1.43 billion for repairs.⁹⁵ However, the APP clearly highlights the insufficiency of the current budget allocated to deal with backlogs (R1.515 billion for 2009/10) and three primary strategies are proposed. Ultimately, it is suggested that the solution is likely to emanate from a combination of these with the most acceptable strategy involving the increasing of the annual Departmental budget to meet service standards.⁹⁶

In terms of addressing the backlogs, the Department does not clarify targets reached nor the current infrastructure needs. This objective is well-linked to Strategic Goal 9 and is aligned with the objectives set out in the Five-Year Plan. However, Performance Measures and Annual/Quarterly Target are not inclusive of mud structure replacement figures.⁹⁷ This is especially noteworthy in consideration of the Department's commitment to mud school eradication. The degree to which targets are clearly set varies within the Infrastructure Directorate. For example, it is clearly stated that there is an annual target of 771 schools that the Department aims to provide with sanitation and water in 2009/10.

It is regrettable; however, that the narrative related to infrastructure repairs, replacement and backlogs is merely descriptive.⁹⁸ In order to accurately assess the Department's progress and targets set, numerically quantified infrastructure repairs, replacements and backlogs are necessary. While the budgets for each programme and associated sub-programme appear in the Operational Plans for 2007/08 and 2008/09, the 2009/10 Operational Plans do not contain details of costed activities and timeframes for achieving the proposed goals. This poses a significant challenge in terms of tracking both the Department's progress as well as in assessing the extent to which the strategic goals are realistically matched with the budget.⁹⁹ While the Operational Plans are broken down into the 23 education districts, the sole costing of activities relates to economic classification at provincial level and is thus duplicated for each cluster. In addition, some of the Goods and Services listed are vague and it is not clear what they refer to. Examples are "Induction of newly appointees" (sic) and "Twinning of Schools".¹⁰⁰ Costing at district, programme and/or sub-programme level is not available in any of the Cluster Operational Plans.

⁹⁵ This cost of backlogs accounts for the provision of new facilities according to the South African Schools norms and standards. Upgrades are regarded as the "replacement of the existing facility where its condition is such that it is no longer considered functional or economically repairable, e.g. mud structure schools". Eastern Cape Department of Education, *Annual Performance Plan 2009/10*, p.12. A discussion paper drafted in May 2009 and published on the ECDoE website cites the current infrastructure backlog at R23.4 billion.

⁹⁶ The other options as listed in the Annual Performance Plan are: 1) lowering the levels of service to reduce financial requirements and 2) extending the period within which backlogs are to be eliminated. Eastern Cape Department of Education, *Annual Performance Plan 2009/10*, p.13.

⁹⁷ Infrastructure plans fall under the Facilities and Infrastructure Management Directorate whose priority is the "Improvement of infrastructure at school by the removal of mud structures, inadequate facilities as well as schools under trees or any other accommodation that is unsuitable for teaching and learning purposes".

Eastern Cape Department of Education. Five-Year Plan 2005/06-2009/10.

Eastern Cape Department of Education. Head Office Operational Plans. p.327.

⁹⁸ The section detailing medium term strategic framework for infrastructure delivery ends: "...additional funding for maintenance needs to be sourced from external sources. The current budget is insufficient to eradicate such structures and address backlogs, and also maintain existing infrastructure adequately". Eastern Cape Department of Education, *Annual Performance Plan, 2009/10*, p.14.

⁹⁹ The PSAM was informed by the Eastern Cape Department of Education's Strategic Planning Unit that the costing information for the current financial years' planning documents is no longer handled by the Unit and is instead produced by the Department's Financial Planning Directorate. However, numerous attempts to obtain the data has been thus far unfruitful.

¹⁰⁰ Eastern Cape Department of Education, *Cluster A District Operational Plans 2009/10*, p.vii.

The Department has a number of concurrent priorities related to infrastructure. These include strategic goal 6 (optimal configuration of the school system in order to balance access and efficiency) within which is the objective of redirecting school construction in order to “facilitate reconfiguration”.¹⁰¹ While this appears to add to what is already a challenging role for the Department, no costed plans are given to show how this reconfiguration will occur and how it will relate to the ongoing infrastructure delivery process.

In addition, the absence of the 2009/10 Infrastructure Delivery Plans that would contain information relating to progress made, priority infrastructure projects and so on means that the Department is planning without tangible baseline data.¹⁰² The only information relating to the infrastructure programme that has details of number of projects, projects under construction and completed projects is found in the Five-Year Strategic Plan. Unfortunately this information is outdated - having been released in the 2005/06 financial year.¹⁰³

Where revenue collection is concerned, the Department has in the past reflected on medium term revenue within the Annual Performance Plan¹⁰⁴ but this is not detailed in the 2009/10 Annual Performance Plan. Table 3 indicates key trends in the sector revenue with conditional grant funding and total revenue depicted over a period 6 years (2006/07-2011/12). In previous PSAM outputs it has been noted that the Department appears to have no concise plans for revenue collection.¹⁰⁵

Theme 5: Conditional grants

Requirements

- It is critical that departments set plans for the use of funds received additional to the equitable share (whether through additional allocations or from donors) in order to ensure they are not wasted. This is especially true of supplementary funds given to departments to address specific, high-priority needs. To be accountable for the use of these funds, departments should include separate planned and costed activities for conditional grant and/or donor funds in their strategic plans.¹⁰⁶

Findings

The Department has, in the current financial year, three conditional grants: the School Nutrition Programme (SNP), the Provincial Infrastructure Grant (PIG), and the HIV/AIDS

Eastern Cape Department of Education, *Cluster B District Operational Plans 2009/10*, p.vii.

Eastern Cape Department of Education, *Cluster C District Operational Plans, 2009/10*, p.vii.

¹⁰¹ Eastern Cape Department of Education, *Five-Year Strategic Plan 2005/06-2009/10*, p/26.

¹⁰² Telephonic enquiries with the Eastern Cape Department of Education Planning Unit of the Facilities and Infrastructure Management Directorate revealed that the 2009/10 Infrastructure delivery plans are only likely to be released in 2010 and that current figures for infrastructure targets met from the previous financial year have as yet not been finalized. It is thus surprising that the Department has been able to set plans for this planning period in the absence of this information.

¹⁰³ Eastern Cape Department of Education, *Five Year Strategic Plan 2005/06-2009/10*, p.97.

¹⁰⁴ Eastern Cape Department of Education, *Annual Performance Plan 2007/08-2009/10*, p.9-10.

¹⁰⁵ Fumba, Lwandile, Public Service Accountability Monitor, *Strategic Plan Evaluation: Annual Performance Plan 2009-2012*, p.17.

¹⁰⁶ *Framework and templates for provincial departments for the preparation of Strategic and Performance Plans for the 2005-2010, and Annual Performance Plans for the 2005 financial year*, National Treasury, 16 August 2004, Section 4, Part B, subsection 6.3 and 6.4, p. 70.

education grant. No mention is made in either the Strategic Plan nor in the Annual Performance Plans of the FIG.¹⁰⁷

According to the MEC, the Department's main focus for the SNP this year is "...to ensure that the programme is in full compliance with the national norm".¹⁰⁸ the MEC also mentioned the prompt payment of food handlers as an area needing attention.

The SNP is a sub-programme of Programme 2; the Public Ordinary Schools Programme. Key challenges mentioned within this sub programme include: inflexible menu, integration with local government initiatives, staffing shortage, unavailability of local food supplies, insufficient infrastructure, local capacity, poor food quality and insufficient funds.¹⁰⁹ Similarly, the key challenges mentioned in the Annual Performance Plan (2009/10)¹¹⁰ are:

1. Staff shortages
2. Inadequate infrastructure
3. food storage
4. Inferior food quality
5. Lack of business expertise and
6. Food prices

Notably, these constraints are identical to those identified in the previous financial year's Annual Performance Plan.¹¹¹

With regards to Programme 2, Section A of the Annual Performance Plan¹¹² states, as priority, the enhancement of "...learning capacity through school feeding, promote...the implementation of food production initiative (sic) in schools in order to improve household food security and to strengthen school nutrition education for school communities."

Considering the Department's priorities in the sub programme, the increasing of existing food gardens by 200 units is a concern as there is little indication of performance measures of already established gardens nor performance measure of the 200 to come.¹¹³ Furthermore, in the Cluster C Operational Plans, in line with Strategic Goal 8.4 (A new model developed and introduced for the School Nutrition Programme which involves community participation as a cost effective move of delivery); the performance measure relates to the number of garden competitions held to promote food production. This performance measure is not consistent across all districts and different indicators are used between Cluster documents. This makes it difficult to accurately piece together the Department plans and progress within the SNP ,for example, for the same SO (8.4).

Most notable, however, is the marked lack of the costing information in the APP for Conditional Grants. The new SNP Implementation Model was finalised after an Indaba was held in July 2007 and the implementation began in 230 schools on the 14th July 2008.¹¹⁴

¹⁰⁷ According to the Strategic Plan, the "critical" grants are the SNP and HIV/AIDS while other grants are rollovers. Eastern Cape Department of Education, *Five-Year Strategic Plan 2005/06 to 2009/10*, p.33.

¹⁰⁸ Eastern Cape Department of Education, *Budget and Policy Speech 2009/10 by MEC Mahlubandile Qwase*, p.6.

¹⁰⁹ Eastern Cape Department of Education, *Five-Year Strategic Plan 2005/06-2009/10*

¹¹⁰ Eastern Cape Department of Education, *Annual Performance Plan 2009/10*, p.84-85.

¹¹¹ Eastern Cape Department of Education, *Annual Performance Plan 2008/09*, p.175-176.

¹¹² Eastern Cape Department of Education, *Annual Performance Plan 2009/10*, p.5.

¹¹³ Eastern Cape Department of Education, *Annual Performance Plan 2009/10*, p.83.

¹¹⁴ Eastern Cape Department of Education, *Annual Performance Plan 2009/10*, p.84.

According to the Department, this included an increase of the number of 'cooking schools' to 40% of the total number of schools in the province.¹¹⁵ A common thread running through the narratives regarding the conditional grants is the need to fill vacant posts to achieve stated goals.

Theme 6: Partnerships

Requirements

- Departments should detail areas in which they are jointly responsible for service delivery with other departments. They should state exactly what their responsibilities are and what mechanisms have been put in place to ensure effective co-ordination with other departments in order to avoid any duplication of function between departments. This enables the Department to monitor report and be held accountable for its part of any agreement.¹¹⁶
- While the Department may need to work with local authorities to operate clinics, build houses, etc., the Department retains responsibility for the management of funds transferred to local authorities. It is therefore critical that the Department includes in its strategic plans the amount of money to be transferred as well as the purpose of the transfer and the conditions attached to it.¹¹⁷
- In order to account for all funds transferred to public entities, the Department should provide the name and main purpose of the public entity and the amount to be transferred from the Department's budget to the entity.¹¹⁸
- Where departmental functions are outsourced to private service providers or non-governmental organisations, the Department must ensure that service level agreements are signed between these private parties and the Department. While the Department delegates the delivery of services to the private parties, it retains full responsibility for the quality of service delivery and must monitor both how these funds are spent and ensure that services delivered are done so efficiently. The Department should include in its strategic plan the details and cost of any outsourcing arrangements it has undertaken for the upcoming financial year(s) if it is to effectively track expenditure and monitor service delivery.¹¹⁹

¹¹⁵ Eastern Cape Department of Education, *Annual Performance Plan 2009/10*, p.84.

¹¹⁶ *Framework and templates for provincial departments for the preparation of Strategic and Performance Plans for the 2005-2010, and Annual Performance Plans for the 2005 financial year*, National Treasury, 16 August 2004, Section 4, Part B, subsection 7.1, p. 71.

¹¹⁷ *Framework and templates for provincial departments for the preparation of Strategic and Performance Plans for the 2005-2010, and Annual Performance Plans for the 2005 financial year*, National Treasury, 16 August 2004, Section 4, Part B, subsection 7.2, p. 71. See also *Public Service Regulations*, 2001, regulation, B.1(c).

¹¹⁸ *Framework and templates for provincial departments for the preparation of Strategic and Performance Plans for the 2005-2010, and Annual Performance Plans for the 2005 financial year*, National Treasury, 16 August 2004, Section 4, Part B, subsection 7.3, p. 71.

¹¹⁹ *Framework and templates for provincial departments for the preparation of Strategic and Performance Plans for the 2005-2010, and Annual Performance Plans for the 2005 financial year*, National Treasury, 16 August 2004, Section 4, Part B, subsection 7.4, p. 71. See also *Public Service Regulations*, 2001, regulation B1(c).

Findings

Strategic Objective 6 under Strategic Goal 4 deals with partnership; “strengthened coordination and partnerships within the Department and with government, social partners and civil society”. The Department states the intention to work with various other government entities; the Public Works Department, Agriculture, Department of Health and the Department of Water Affairs and Forestry, as already mentioned above. The APP fails to clearly detail how the Department will carry out these partnerships nor is this information relayed to the District Operational Plans. However, the School Nutrition Programme 2007/08 Financial Year Report¹²⁰, contains details of partnerships and roles played in the support of the SNP in the Eastern Cape. For example, the Department of Health is responsible for the facilitation of workshops on food safety and the provision of garden tools for health promotion. On the other hand, a private entity, the Round About Outdoors was responsible for providing boreholes and play pumps in 120 schools in the Eastern Cape. This information is not contained in any of the current strategic planning documents. While the Department clearly works with, for example, the Department of Public Works, reporting on service level agreements is not included.

¹²⁰ Eastern Cape Department of Education, *National School Nutrition Programme 2007/08 Financial Year Report for Sustainable Food Production in Schools*, p.15.