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Presentation on the Findings from the National Implementation of Post Provisioning Study 2013

ELRC Education Indaba

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basic education
Department:
Basic Education
REPUBLIC OF SOUTH AFRICA

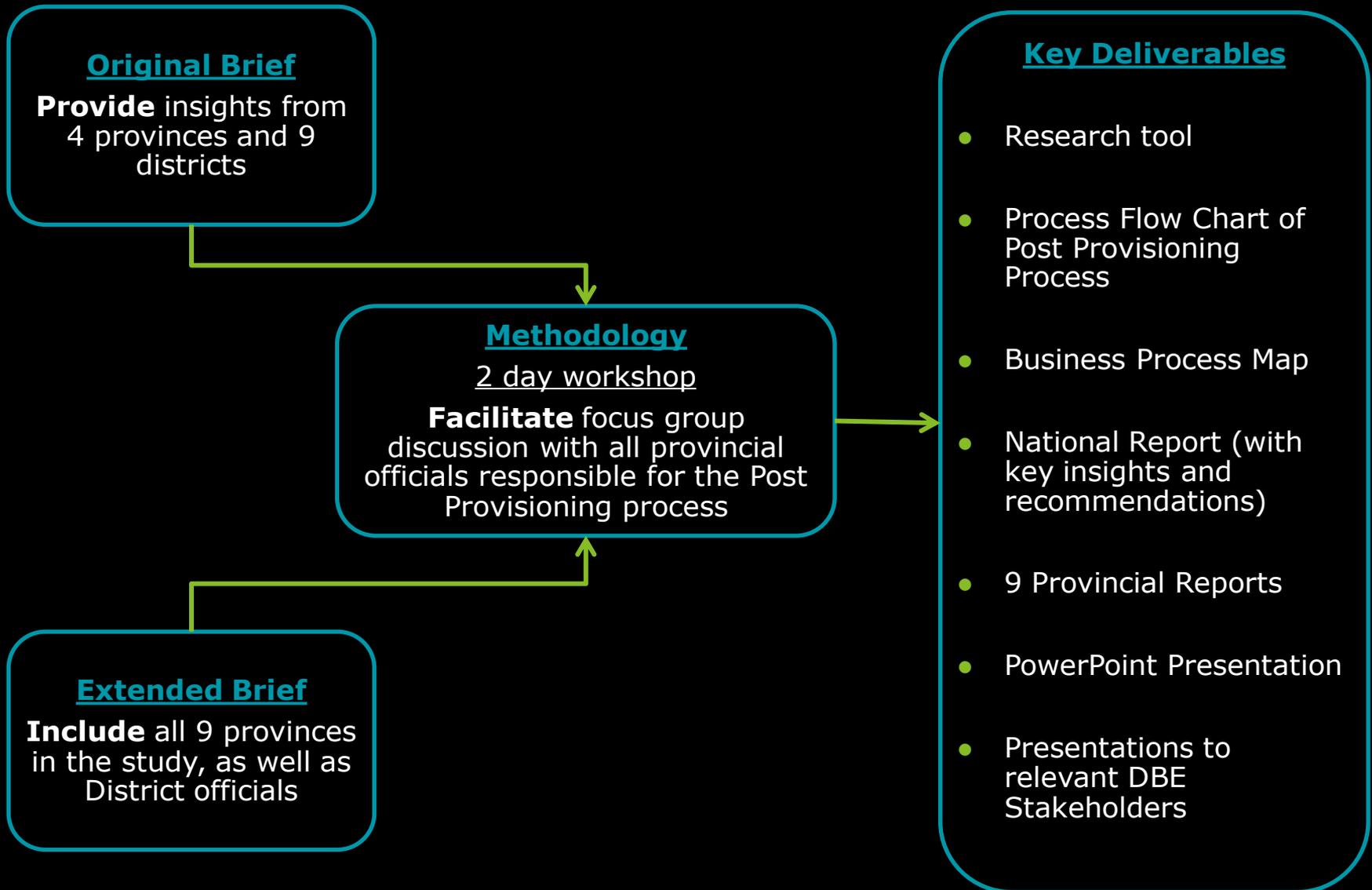
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Purpose and objective of the study

- **Design** a methodology (tool) to review progress with the implementation of post provisioning norms to assess the impact on educator provisioning, planning, utilisation and deployment.
- **Report** on a review of provincial activities in relation to educator provisioning.
- **Provide** recommendations on enhanced synergy between the Action Plan and provincial plans and activities especially in relation to the management, development, deployment and utilisation of educators.
- **Offer** recommendations on interventions to increase alignment between national and provincial priorities, planning and budget allocations in respect of the quality of teaching and educator provisioning.

How the project was delivered



Schedule Provincial Visits

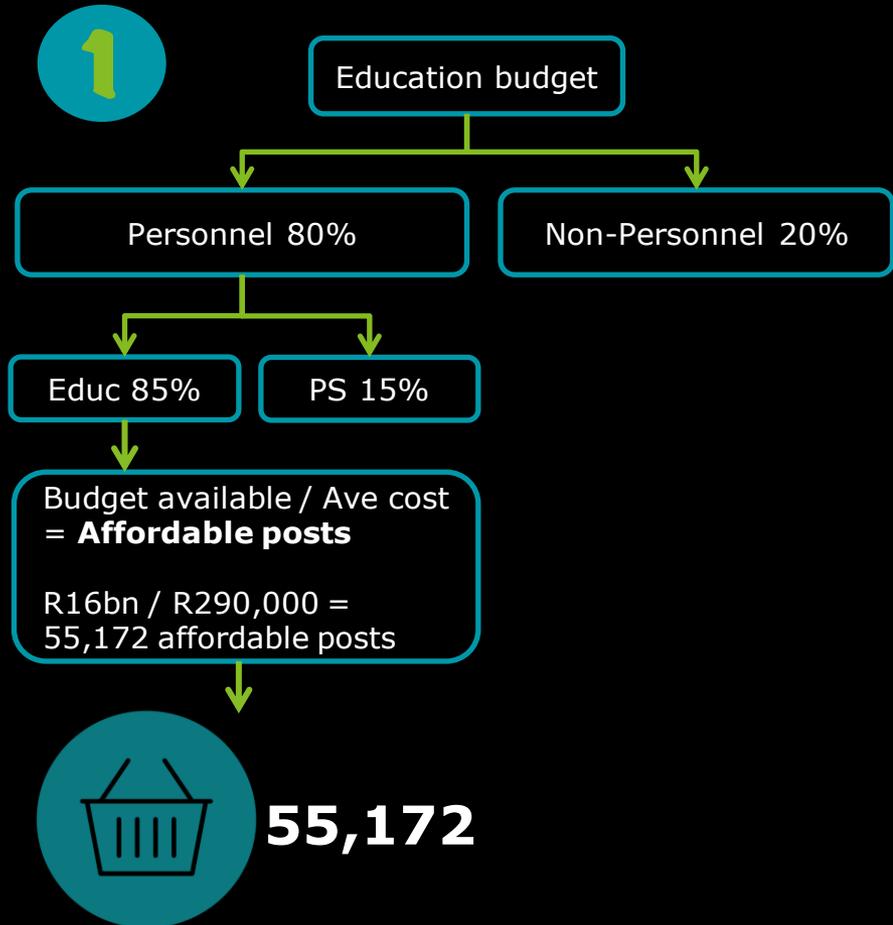
Week	Provinces (2013)
1	FS: 11 Apr NW: 22 – 24 Apr
2	MP: 6 – 7 May KZN: 8 – 9 May
3	LP: 20 – 21 May WC: 22 – 24 May
4	NC: 27 – 28 May EC: 29 – 30 May
5	GP: 3 – 4 June

Comment

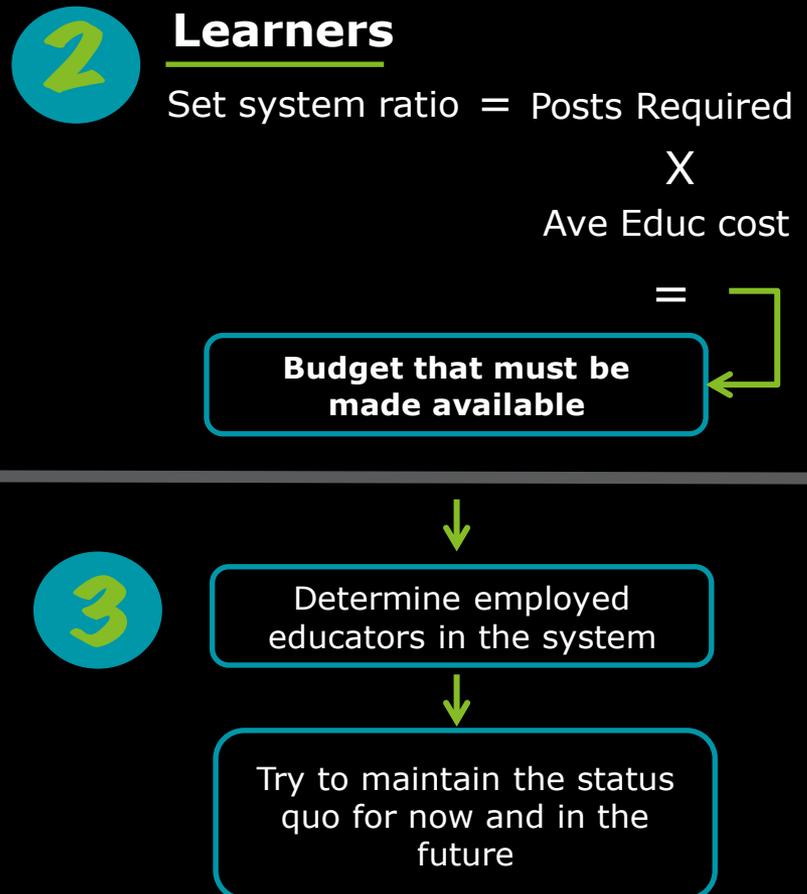
- Honest, open and transparent engagements
- Positive provincial contributions to the final deliverable
- Provinces communicated a good understanding of local challenges
- There are generally close working relationships across units but some Provinces have challenges
- Provinces indicated that they gained significant value and understanding of the Post Provisioning process
- DBE arrangements of the workshops assisted in the success of the project

Determining the Provincial Post Establishment

INTENT OF POLICY



NOT POLICY



Comment

- Options 2 and 3 are generally influenced by stakeholder engagements, as well as limited understanding of policy by some provincial officials

Affordable versus Unaffordable Post Establishment



Affordable

Personnel
80%

Educators
85%

Public
Servants
15%



Unaffordable

Personnel
90%

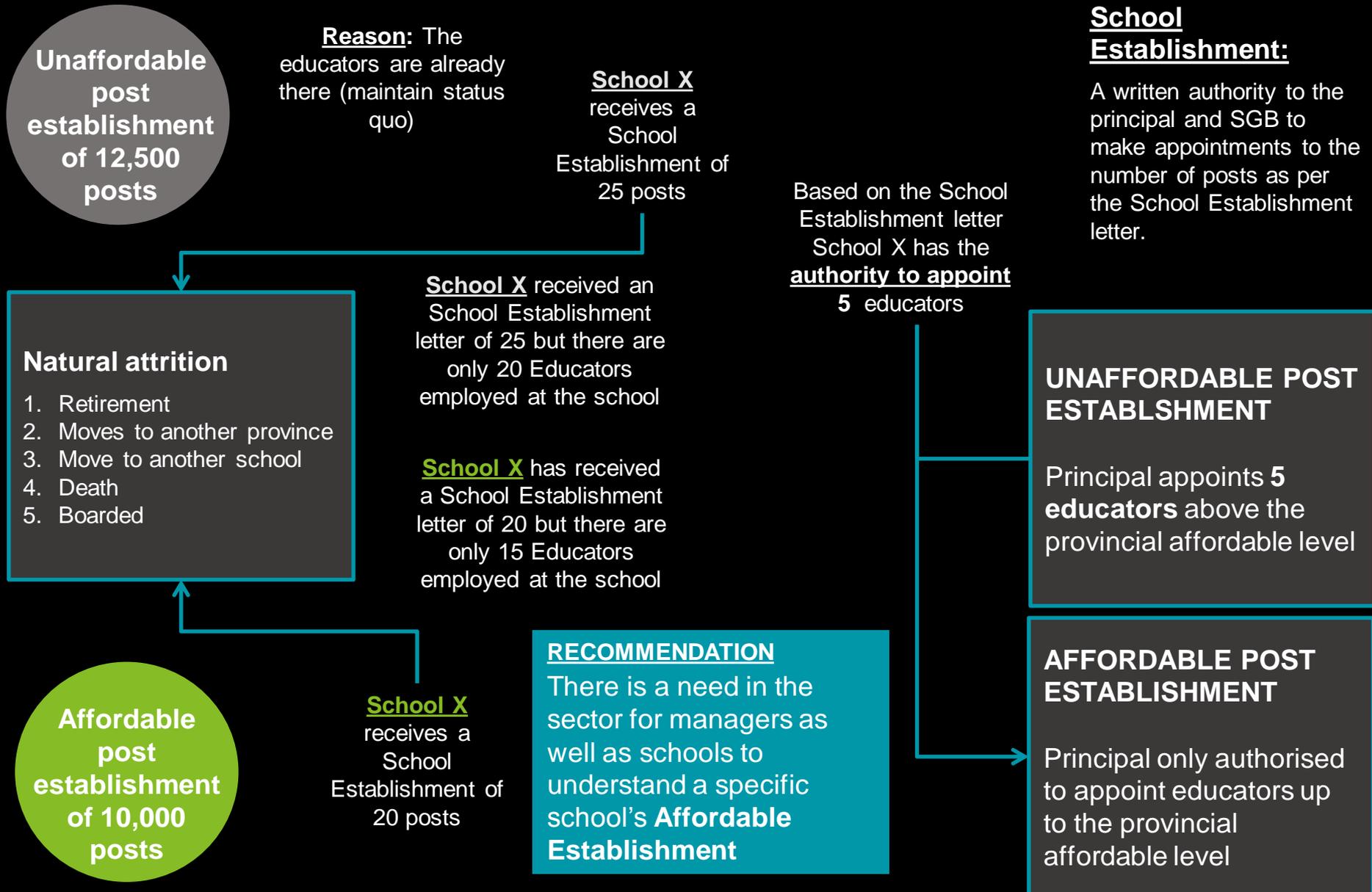
Educators
87%

Public
Servants
13%

Comment

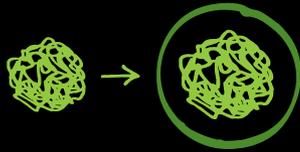
- At a provincial funding level, the sector has an understanding of affordability
- At a school establishment level the sector does not understand and is silent on the issue of Affordable vs Unaffordability
- Due to the above, management practices are created that does not take into account the issue of Affordability when managing the sector

Distributing an Unaffordable Post Establishment



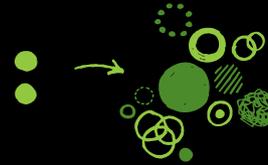
DBE Software / PO Schools / LSEN Schools

1



Most provinces distribute one basket for **PO** and **LSEN** schools using the DBE software

2



Some provinces first separate the basket into **PO** and **LSEN** Schools and then run **separate calculations** using DBE software or spreadsheets for LSEN schools

Provincial basket 10,000 posts



10,000
PO & LSEN
schools

Provincial basket 10,000 posts



9700 PO



300 LSEN

Comment

- The Gazetted PPN notes that the posts for LSEN schools are to be top-sliced. This is, however, viewed as only an interim measure.
- Provinces that first separate their global post basket into two baskets reported more stability for the smaller number of LSEN schools.
- There seems to be a gap in the policy for LSEN schools, e.g. there are no disability weightings in the policy. However, Provinces apply weightings as per the unpublished post provisioning policy.

What is a School Establishment?

“Where a school’s establishment **is likely to change** in any school year, the adjusted post establishment should, **as far as possible**, be communicated to the school on or before **30 September** preceding the school year”



Most provinces work towards and manage to distribute establishments by 30 September of the previous school year.



Based on growth in learner numbers in the new year, some provinces officially issue a new increased establishment to individual schools.



Based on learner loss in the new year, some provinces officially issue a reduced establishment to individual schools or “loan” posts to other schools.



Questions

- The intent of the policy with respect to issuing establishments based on learner growth/loss figures is not clear.
- The issue of sound labour practices must also be considered.

Data Source 1

1. There is an understanding that Annual School Survey (ASS) is the best/only source for managing post provisioning
2. PEDs use different data sources to drive the post provisioning process

Data Sources	
2012 Annual School Survey	3 year old Annual School Survey & SNAP updates
2012 Annual School Survey & 2012 SNAP survey	SASAMS data as on 1 st Tuesday in March
2011 Annual School Survey & 2012 SNAP survey & learner headcounts	SASAMS current data as at Jun/July
2010 Annual School Survey	

Comment

- The variety of data sources is a symptom of EMIS capability. Greater sector investment in EMIS is required, both in Human Resources and systems.
- The inability of EMIS in some provinces to provide quality data impacts negatively on the post provisioning business processes.
- Misalignment of different policies: EMIS must have ASS data by October while schools must receive establishments by 30 September.

Data Source 2

LSEN schools: Impact of management decisions on post provisioning

Disabilities in policy

Disability	Weight
Specifically Learning Disabled	3
Severely Mentally Handicapped	3
Epileptic	3
Cerebral Palsied	4
Physically Disabled	4
Severe Behavior Problems	5
Hard of Hearing	5
Partially sighted	5
Blind	5
Deaf	5
Autistic	6



Additional Disabilities in ASS

Disability	Weight
Deaf / Blind	?
Psychiatric disorder	?
ADHD	?
Moderate to Severe/profound intellectual Disability	?

Impact

- Weightings do not agree
- Schools expect new disabilities to be taken into consideration
- Inability of software to deal with new disabilities
- Need for improved coordination at DBE level with respect to policy decision-making

Policy Alignment

The redress posts are to be distributed to schools based on the relative poverty of the learners of a school, using an appropriate index within the framework of the indices in the National Norms and Standards for School Funding.

The basis on which the redress posts are to be distributed among schools is as follows:

PPN Policy

Quintile	% From redress pool
Poorest 20%	35% of posts
Next 20%	25% of posts
Next 20%	20% of posts
Next 20%	15% of posts
Least poor 20%	5% of posts

DBE Software

Quintile	% From redress pool
Poorest 20%	30% of posts
Next 20%	27,5% of posts
Next 20%	22,5% of posts
Next 20%	15% of posts
Least poor 20%	5% of posts

N&S National Quintiles

Quintile (Example)	% From redress pool
Poorest 7%	30% of posts
Next 12%	27,5% of posts
Next 23%	22,5% of posts
Next 32%	15% of posts
Least poor 26%	5% of posts

Current Implication

- Some provinces use provincial quintiles as per the policy
- Other province use national quintiles as per the new N&S policy
- All provinces use the Redress % allocation
- PPN policy and DBE software use different redress post allocation percentages

DBE Software

Most provinces use DBE software to manage the distribution of the post provisioning process

DBE software, in most cases, is used as received from DBE without changing any parameters.

DBE software is viewed as *'the Policy'*

Some provinces found bugs and fixed the DBE software.

Some provinces added refinements to the software: Developed additional reports that are of value to the province.

The DBE software does not necessarily distribute the number of posts that are allocated to the basket. The impact is that some provinces allocate more (or less) posts than are available for distribution.

Concern

- If there were bugs in the software, what is the impact on provinces that have not fixed the bugs?
- Financial implications for provinces that distribute more than the available basket
- Provinces request for changes in the policy while they have not engaged with the parameters that are within their control

Allocation of Ad hoc posts

Ad hoc posts are top-sliced from the post establishment prior to running the model

Ad hoc factors: Certain factors that are **not considered above**, such as an unexpected growth in learner numbers, may exist at a particular school and may justify the allocation of additional posts to such a school. These posts must be allocated from an additional pool of posts that need to be created for this purpose.

- Growth in learner numbers
- Specific curriculum needs
- New schools
- Posts for Foundation Phase
- Assisting Small schools
- Focus schools (e.g. maths, art, etc.)
- Excess posts
- Addressing LSEN needs
- Posts for small high schools
- Technical schools
- Substitutes
- Maintaining a specific ratio

Questions

- Is the intent of this provision to allow for factors not accommodated in the policy or can this provision be used to “correct” areas where the policy does not sufficiently deal with a sector of schools?

What is an excess educator?

1

Scenario 1

A small school receives an establishment of 2. There is agreement that the school needs 3 educators to function optimally. There are three permanent educators at the school

2

Scenario 2

An educator retires within the next 12 months

3

Scenario 3

An educator who is in the process of having his/her medical boarding application reviewed

4

Scenario 4

A LSEN school has 13 permanent educators. For the last 5 years the school received an establishment of 8 educators. Every year they appeal their establishment on grounds that the department has not correctly determined their establishment. Every year their appeal is successful and the school receive 5 educators after the establishment is issued.

Questions

- Is it possible for us to think differently about what defines an excess educator?

Promotion Posts

Some provinces attempt to effect savings in the compensation budget by limiting the number of promotion posts and varying the point at which promotion posts are allocated.

Blank database
supplied by DBE

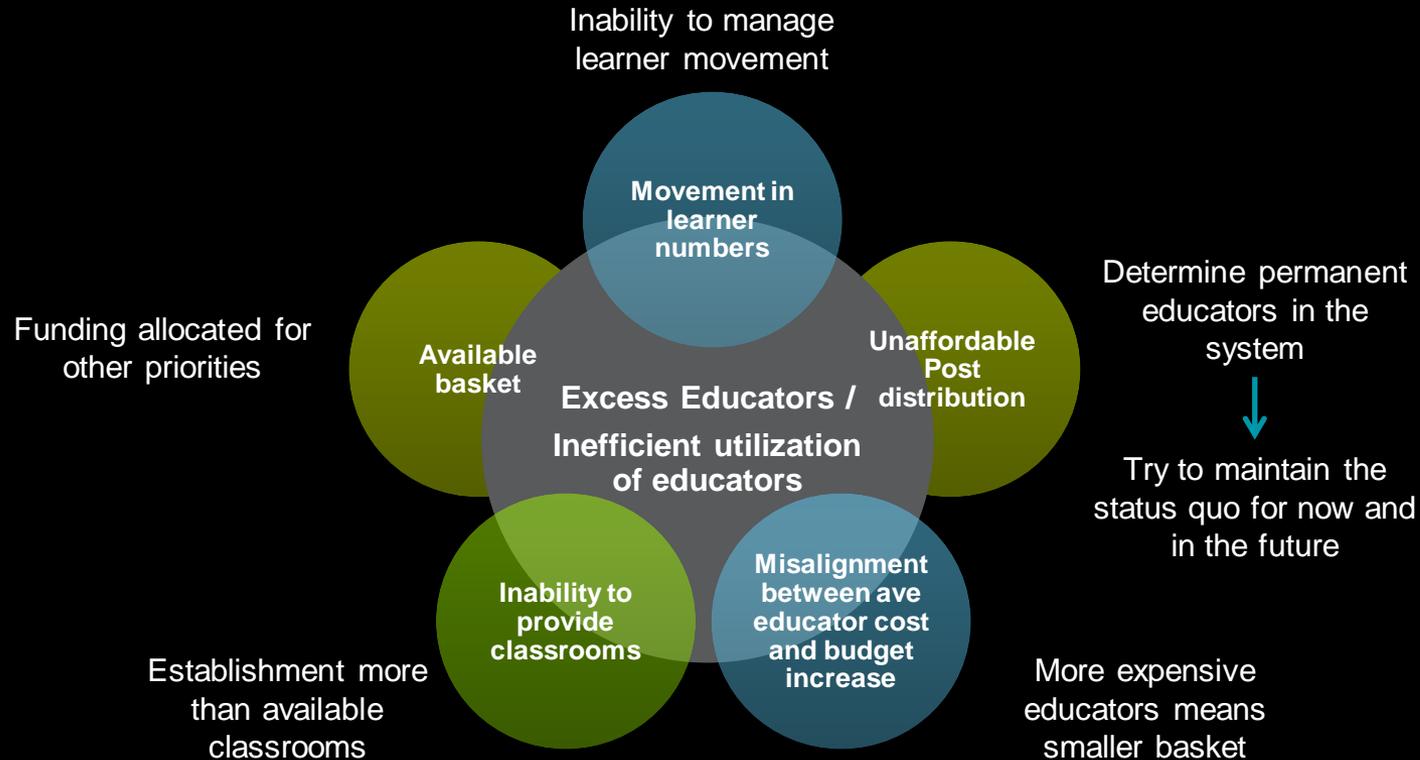
Five randomly selected provinces

School Type	DBE Tool		NW Database		NC Database		WC (WebFocus)		Mpumalanga		Limpopo	
	Deputy	Hod	Deputy	Hod	Deputy	Hod	Deputy	Hod	Deputy	Hod	Deputy	Hod
Primary	14	5	13	5	14	6	13	5	15	6	15	6
	29	12	26	8	27	9	26	8	31	12	30	13
		19		18		19		18		18		20
		26		22		23		22		24		27
		33				30		30		30		
									36			max of 7
Secondary		39				36		34		42		max of 9
		45				42		38		48		
		51				48		42		54		
		57				54		47		60		
										66		
									72			

Comment

- Might be agreed in PELRC, not necessarily aligned across the country
- Variations may impact on curriculum delivery at schools
- Educators may view as limiting career development if promotion paths are blocked; exodus of educators
- Should restrictions be relaxed, could see *compensation budget suddenly ballooning. (Short sighted, financially)*

Effective utilization of educators



Comment

- Perhaps we need to look at a range of factors that impact our inability to allocate educators correctly

Report Recommendations (1/3)

Policy Development and Dissemination

- **Improve** policy development and dissemination processes, e.g., review Gazetted version
- **Determine** whether the National Access database has been developed based on the Gazette Policy document or the Revised-PPN Policy
- **Develop** training manual and programme for provincial officials that manage the PP processes and the DBE PP database

Sector Differentiation

- **Manage** Public Ordinary and LSEN post provisioning separately; create stability in LSEN sector

Excess Educators

- **Manage** excess educators by focusing on Schools, as oppose to Educators
- **Incentivise** educators who are employed at schools with more permanent educators than the School Establishment, e.g., to move to schools where there are fewer teachers than the ASE

Report Recommendations (2/3)

Affordable Staff Establishments

- **Introduce** and **utilise** the concepts of Affordable and Unaffordable Post Establishments (APE & UPE) to create clarity on budget realities
- Where a province is experiencing a decrease in learner numbers, **lower** the number of posts distributed in order to move towards an APE not decreasing the LER ratio.
- **Identify** one or two provinces and **determine** the number of excess educators in a given year when viewed against an UPE and an APE
- **Promote** transparency with respect to each school's ASE and USE; communicate to schools principals, SGB members, district officials and relevant Head Office officials
- **Follow** a phased-in approach whereby schools move towards their ASE

Report Recommendations (3/3)

Business Processes and Data Quality

- **Determine** whether provincial departments have set the weightings at the appropriate level to deal with their provincial concern prior to allocating *ad hoc* posts to schools
- **Re-evaluate** the business processes between PELRC and ELRC
- **Establish** ownership of data quality with EMIS and not shared across directorates due to a “mistrust” of EMIS data
- **Develop** best practice data management methodologies for provinces

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THANK YOU