



**Praxis: learning through Action**

**Applied Research to Enhance Oversight**

**10 August 2018**



SPII is a non-profit research and advocacy think-tank, established in 2006, which focuses on generating new information and analysis on the drivers and solutions to poverty and inequality in South Africa and the sub-region.

- **Theory of Change:** Robust progressive research and data will lead to strengthened policies and oversight and informed debates on alternative options
- Strengthening Participative Democracy: active lead support in NEDLAC Community Constituency in NMW and current Social Security reforms and Job Summit preparation

## Programmes:

- Monitoring the Progressive Realisation of Socio-Economic Rights: policy, budget and indicator analysis of the progressive increase in enjoyment of SERs using publicly available data
- Construction of a Decent Standard of Living Index – DSD commissioned. Developing an index of the consumption thresholds and patterns required for people to live a decent and dignified life in South Africa
- Budgeting for Change: co-ordinating civil society participation in national budget and allocations advocacy through training and supporting submissions and supporting two Gauteng – based CBOs to develop and apply their budget advocacy on local and provincial requirements
- Praxis: understanding how SPII research can provide greater data for effective oversight of the executive beyond departmental admin data: appetite, committee space, learning about committee protocols, time frames and requirements.
  - NA and Gauteng Provincial Legislature
  - Meet with Speakers office, Whips and Committee heads.
  - Provide policy and budget presentations to committees on Social Security, Health care, Basic Education and human Settlements/ Housing

# SER Monitoring Tool: 3-step methodology

## Step 1: Policy Analysis

"reasonable legislative & other measures"

### • **Assess the Policy Effort**

- Constitutional and international obligations: reasonableness test
- Content of SER policies and legislation and policy-making processes
- Implementation challenges & accountability mechanisms

## Step 2: Budget Analysis

"within available resources"

### • **Assess Resource Allocation and Expenditure**

- Generation and distribution of government resources
- Allocation and expenditure of maximum available resources on SERs
- Inclusivity of the budget cycle process

## Step 3: Indicators

"to achieve the progressive realisation of these rights"

### • **Monitor and Evaluate Attainment of the Right**

- *Access* indicators (physical and economic)
- *Adequacy* indicators
- *Quality* indicators

# The Right to a basic education in South Africa: Content and obligations



- Instruments giving rise to and providing content for the the right to a basic education in South Africa:
  - **The Constitution**
  - National and Provincial **legislation and regulations**
  - **NDP, MTSF, MTEF**
  - **International Instruments**
    - Universal Declaration of Human Rights
    - International Covenant on Economic, Social and Cultural Rights (ICESCR)
    - The United Nations Convention on the Rights of the Child
    - Article 11 of the African Union's African Charter on the Rights and Welfare of the Child

# The Right to a basic education in South Africa: Content and obligations

Constitution of the Republic of South Africa, Section 29(1)

- “Everyone has the right -
- a) to a basic education, including adult basic education; and
  - b) to further education, which the state, through reasonable measures, must make progressively and accessible.”

Section 7(2) of the South African Constitution mandates that the state **respect, protect, promote and fulfil** the rights to a basic and further education.



# The Right to a basic education in South Africa: Content and obligations



- Constitutional Right to a Basic Education means access to an education of an **adequate quality**
  - *“Indeed, basic education is an important socio-economic right directed, among other things, at promoting and developing a child’s personality, talents and mental and physical abilities to his or her fullest potential. Basic education also provides a foundation for a child’s lifetime learning and work opportunities. To this end, access to school – an important component of the right to a basic education guaranteed to everyone by section 29(1)(a) of the Constitution – is a necessary condition for the achievement of this right.” – Juma Musjid*

# The Right to a basic education in South Africa: Content and obligations



## Step 1: Policy Analysis

UN Committee on Economic, Social and Cultural Rights general remarks on the right to receive an education (4 A's Framework)

**A. Availability** - functioning educational institutions and programmes have to be available in sufficient quantity within the jurisdiction of the State party.

**B. Accessibility** - educational institutions and programmes have to be accessible to everyone without discrimination and must also be physically and economically accessible

**C. Acceptability** - the form and substance of education, including curricula and teaching methods, must be relevant, appropriate and of good quality

**D. Adaptability** – must be flexible so it can adapt to the needs of changing societies and communities and respond to the needs of students within their diverse social and cultural settings



# The Right to a basic education in South Africa: Content and obligations



Interrelated constitutional rights, including:

- Equality
- Human dignity
- Freedom of religion, belief and opinion
- Freedom from unfair discrimination solely on the grounds of race, colour, ethnic or social origin, sex religion or language
- Rights of children – a child's best interests of paramount importance in every matter concerning the child
- The right to receive education in the official language or languages of one's choice where reasonably practicable

# Realising the Right to a Basic Education:

## Budget Analysis

Step 1: Policy  
Analysis

Step 2:  
Budget  
Analysis

Step 3:  
Indicators

The obligation to use ‘maximum available resource’

- Adequacy
- Equity and priority
- Efficiency
- Effectiveness

# Realising the Right to a Basic Education:

## Budget Analysis

Step 1: Policy  
Analysis

Step 2:  
Budget  
Analysis

Step 3:  
Indicators

### Scope of the budget analysis

- National, provincial (equitable share) and conditional (infrastructure) grant spending from 2005/06 – 2016/17. Update currently being undertaken and will be available mid August 2018.
- Personnel v non-personnel expenditure
- Sources: DBE and PED reports, ENE and Estimates of Provincial Revenue and Expenditure, DoRA and the Budget Review
- Where possible, nominal amounts converted to real amounts

# Realising the Right to a Basic Education:

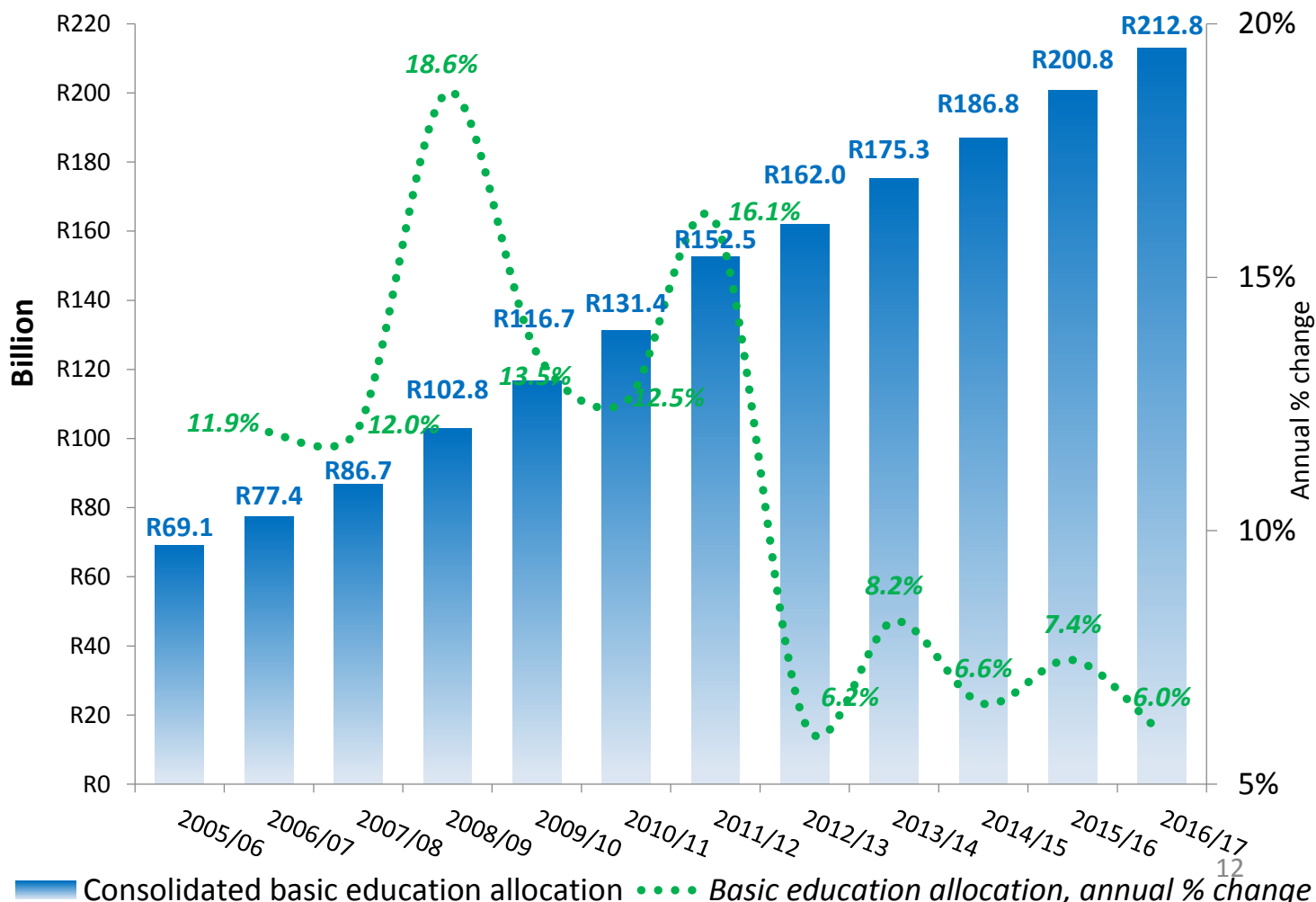
## Budget Analysis

Consolidated (nominal) basic education allocations and annual % change, 2005/06 – 2016/17

Step 1: Policy Analysis

Step 2: Budget Analysis

Step 3: Indicators



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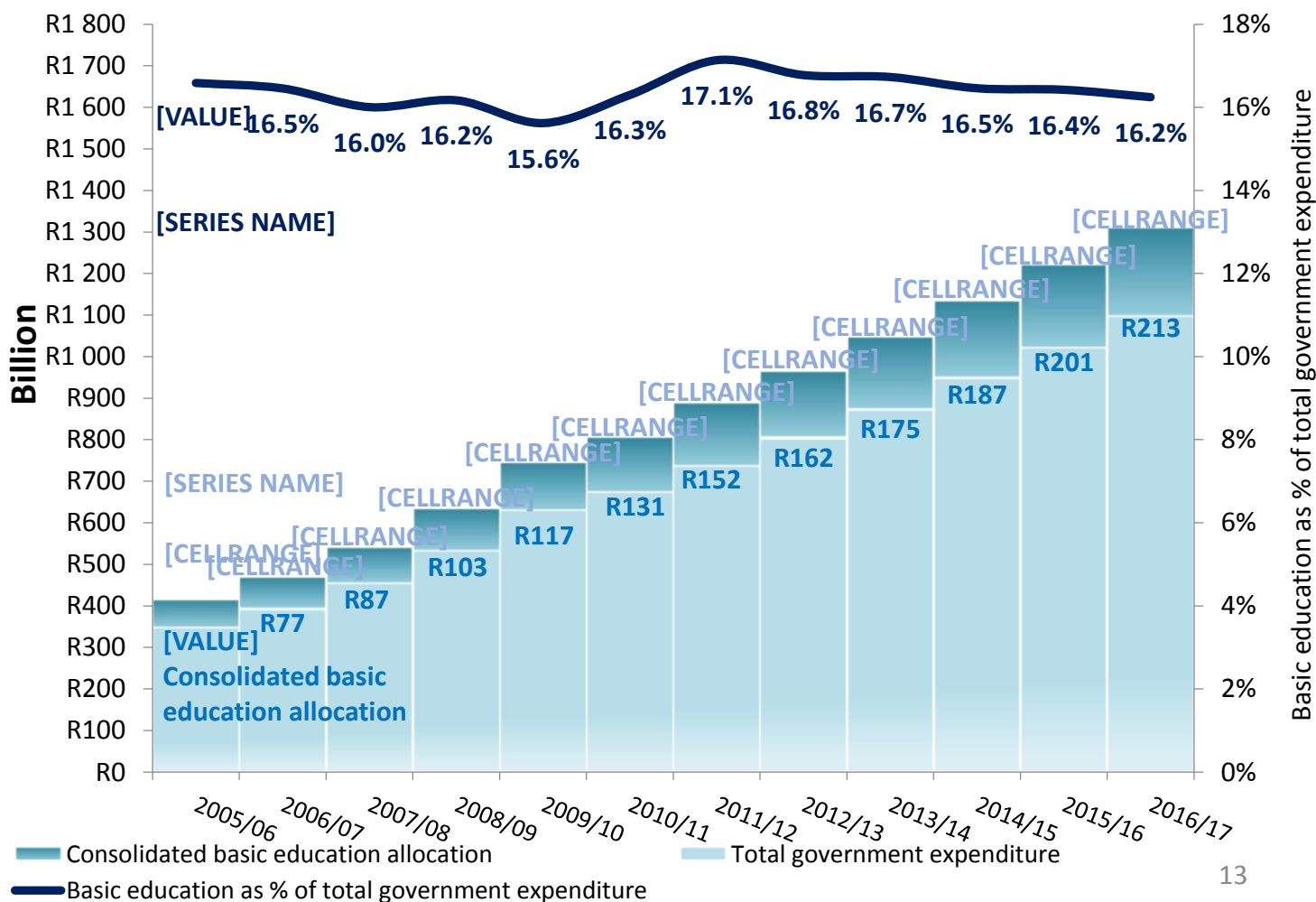
## Budget Analysis

Step 1: Policy  
Analysis

Step 2:  
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Step 3:  
Indicators

Consolidated (nominal) basic education allocations as a percentage of total government expenditure, 2005/06 – 2016/17



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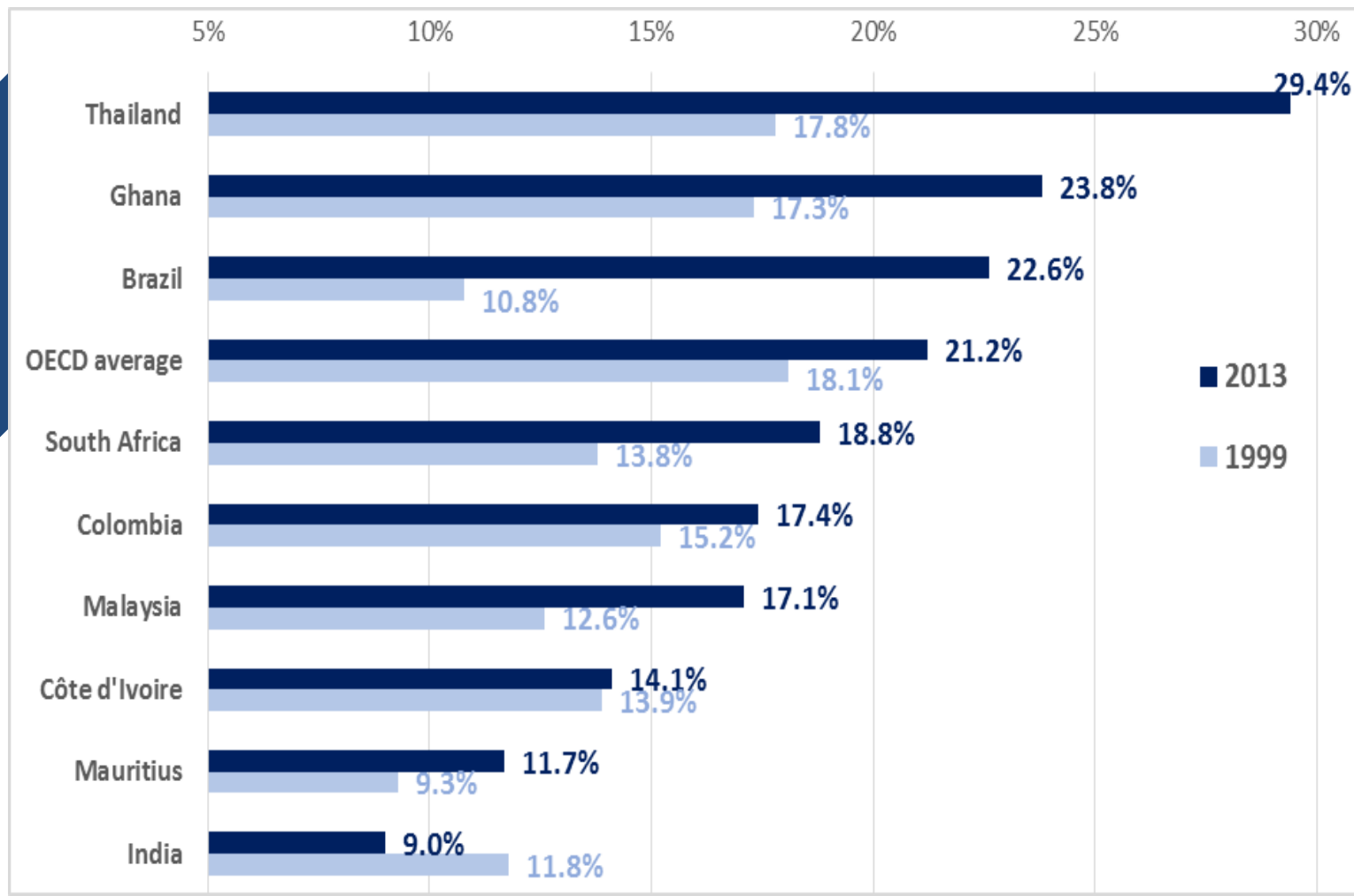
## Budget Analysis

Step 1: Policy  
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Primary school expenditure per learner as a % of per capita GDP, comparison between South Africa, other middle-income countries and OECD average, 1999 and 2013



# Realising the Right to a Basic Education:

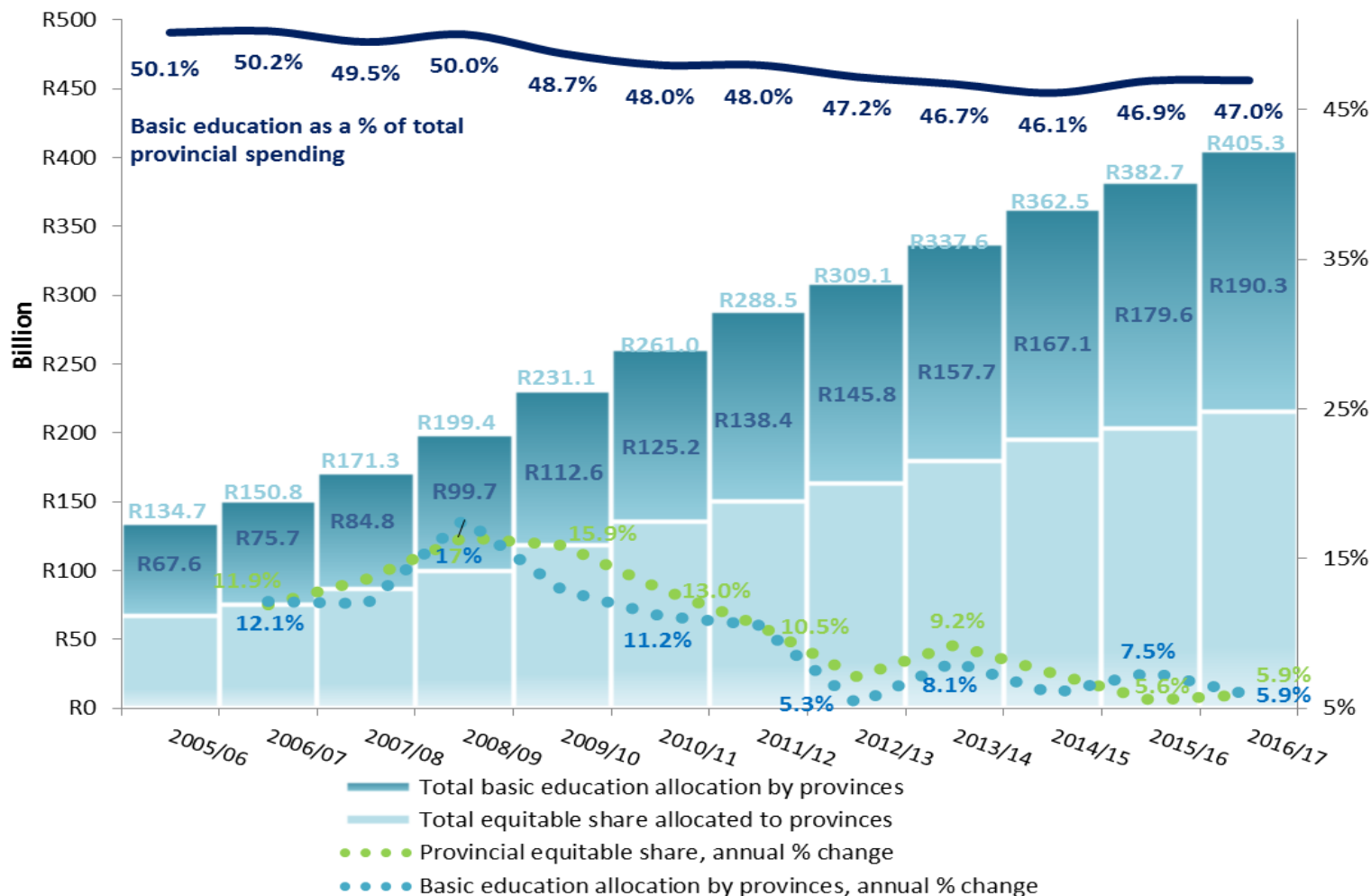
## Budget Analysis

Step 1: Policy  
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Indicators

Total (nominal) provincial equitable share and basic education allocation by provinces, annual % change and basic education as a % of total provincial spending, 2005/06 – 2016/17



# Realising the Right to a Basic Education:

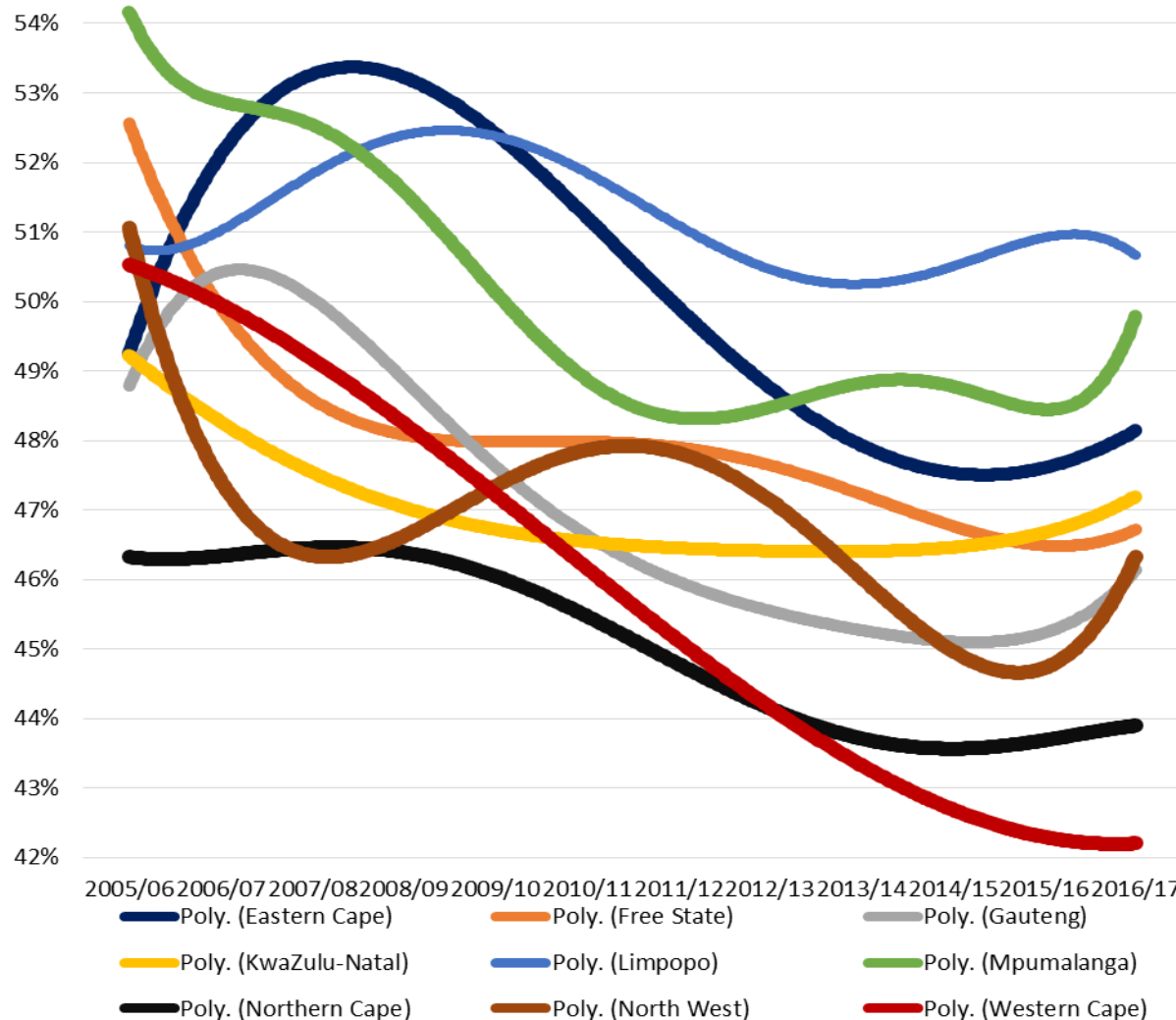
## Budget Analysis

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% of provincial equitable share allocated to basic education, all provinces. 2005/06 – 2016/17





# Realising the Right to a Basic Education:

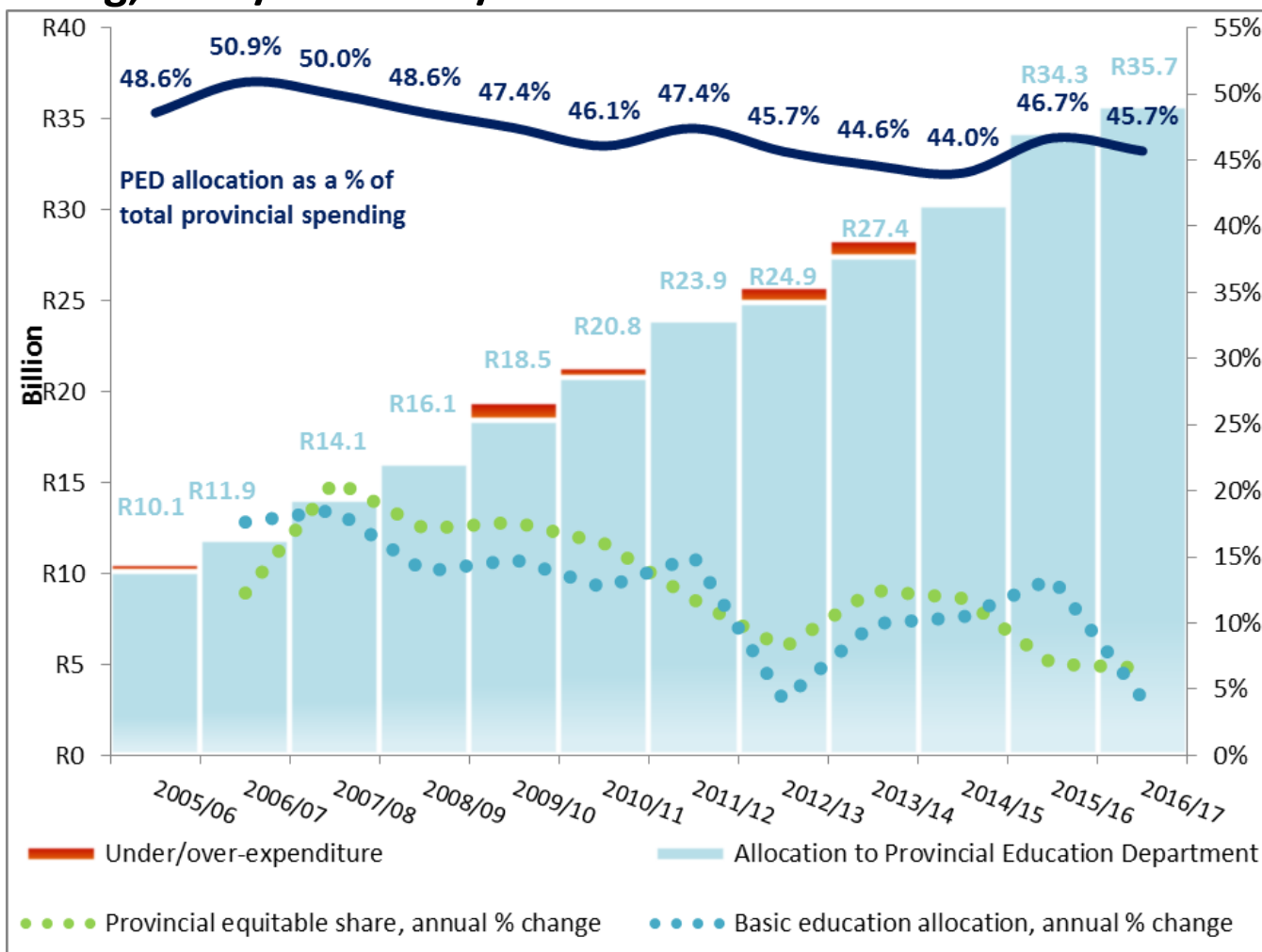
## Budget Analysis

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**Gauteng, total allocations, total equitable share and allocation to PED, annual % change, and PED allocation as a % of total provincial spending, 2005/06 – 2016/17**



# Realising the Right to a Basic Education:

## Budget Analysis

Step 1: Policy  
Analysis

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Analysis

Step 3:  
Indicators

### Key findings

- The immediately realisable nature of the right to a basic education is reflected in the fact that SA spends more of its budget on basic education than any other socio-economic right
- Consolidated basic education spending grew substantially (by 10% - 18%) each year until 2011/12, reflecting its priority by government
- However, basic education has not been except from the general austerity that is being imposed on the government fiscus
- Trends at both the provincial and total (consolidated) budget level – which reflect both general austerity as well as non-austerity related choices by provincial governments – suggest that the public education sector cannot rely upon the substantial increases in education expenditure of the past<sup>18</sup>

# Realising the Right to a Basic Education:

## Budget Analysis

### Key findings

Step 1: Policy  
Analysis

Step 2:  
Budget  
Analysis

Step 3:  
Indicators

- Since 2011/12, growth in basic education spending has been slowing (down to 6% - 8%), and this is set to continue in the medium-term
- For five years running (2012/13 – 2016/17), basic education expenditure will grow at a slower rate (6% - 8%) than total government expenditure (7% - 9%)
- Accordingly, the portion of the government's budget allocated to basic education is being reduced each year
- By 2016/17, government will be spending less on basic education as a proportion of the total government budget (16.2%) than at any time since 2011/12 (17.1%)

# Realising the Right to a Basic Education:

## Budget Analysis

Step 1: Policy  
Analysis

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Indicators

### Key findings

- Despite the widely acknowledged need for greater capacity in the public education sector: the transformation of the basic education system into a system that can provide access to a quality education for all – on current budget policies and projections – will therefore have to happen without significantly more resources

There are options:

- Greater efficiency in the system?
- More conditional grant allocations?
- Re-prioritisation of basic education spending by provinces?
- Funding reforms to allow for greater re-distribution and equality in school funding?
- More integration and sharing of resources between richer and poorer schools?
- Renewed public debate on basic education spending and performance is a necessary first step

# The process of developing indicators

1. **Literature and jurisprudence review** to unpack the core content of the right
2. **Identify and assess existing reporting formats** and indicators for the right
3. **Develop conceptual (ideal) indicators** for the right.
4. **Host initial meeting** with **sectoral content experts, civil society** and **government** partners
5. **Identification of potential indicators**
6. **Verification** of the existence of **reliable data sets** for each indicator
  - **CRITERIA:**
  - Is data available annually (ideally)?
  - Is data disaggregated geographically, by income group, gender, race and age – to highlight inequality of access to SERs?
7. Hosting of **subsequent meeting** with initial group of sectoral experts to present proposed indicators and incorporate feedback
8. **Final set** of indicators **developed and populated** with data

## Step 3:

### Indicators

Monitor and  
evaluate  
attainment of  
the right

# Realising the Right to a Basic Education:

## What indicators tell us

Step 1: Policy  
Analysis

Step 2: Budget  
Analysis

Step 3:  
Indicators


- **Access Indicators**

- Measure the extent to which children and school-aged youth are able to attend schools that are physically and economically accessible to them and that they are able to attend such schools free from discrimination on prohibited grounds.

- **Adequacy Indicators**

- Measure the adequacy of inputs that national and provincial governments provide to learners at school

# Realising the Right to a Basic Education: What indicators tell us



Step 1: Policy  
Analysis

Step 2: Budget  
Analysis

Step 3:  
Indicators

## Quality Indicators

Measure educational outcomes and the extent to which South Africa's education system has been able to produce and graduate learners from the system who are literate and numerate life-long learners prepared to succeed in higher education and in the workforce, as well as capable of advancing the constitutional principals of social transformation, equality and freedom.

# Realising the Right to a Basic Education: What indicators tell us

Step 1: Policy  
Analysis

Step 2: Budget  
Analysis

Step 3:  
Indicators

## Access Indicators

- Learner enrolment
- Enrolment rates for learners with special needs
- School Fees
- Transport
- Social Support Programmes



# Realising the Right to a Basic Education: What indicators tell us

## Adequacy Indicators

Step 1: Policy  
Analysis

Step 2: Budget  
Analysis

Step 3:  
Indicators

- Teachers – learner : educator ratios; post vacancy rates; minimum qualifications; subject knowledge; fulfillment of professional development obligations; absenteeism
- Curriculum Coverage
- Learning and teaching support materials
- School infrastructure and rates of overcrowded classrooms
- Special Needs Education – school capacity to screen, identify and support learners with special needs

# Realising the Right to a Basic Education: What indicators tell us

## Quality Indicators

Step 1: Policy  
Analysis

Step 2: Budget  
Analysis

Step 3:  
Indicators

- Grade Progression and Educational Attainment
- Secondary School Completion Rates and National Senior Certificate Results
- Performance on Annual National Assessments
- Performance on International Assessments
  - SACMEQ, TIMSS, PIRLS
- Adult Basic Education Participation and Attainment
- Post-schooling employment and enrolment in higher education institutions

# Realising the Right to a Basic Education: What indicators tell us

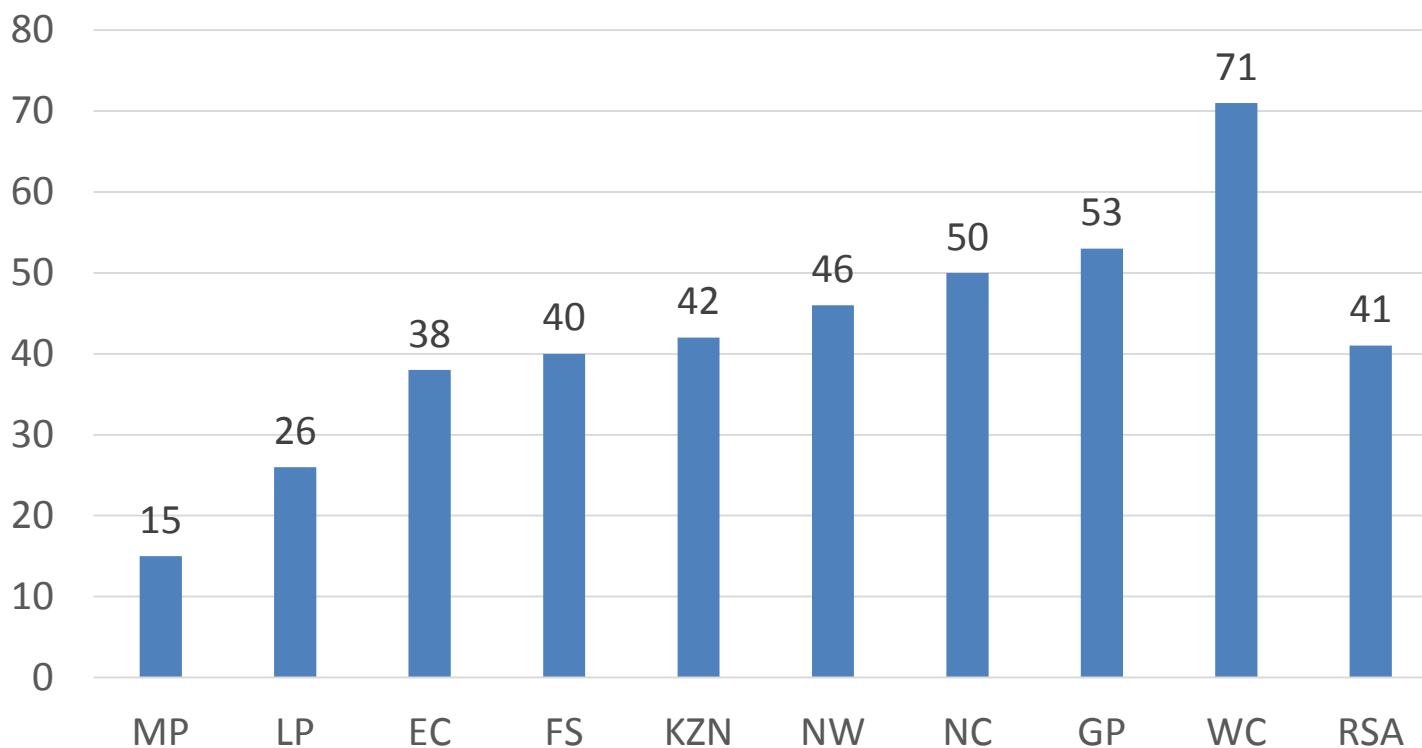
Step 1: Policy  
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**Indicator 11.4:** Percentage of teachers who demonstrate minimum standards in subject knowledge

**Source:** SACMEQ III Data. Calculated by the DBE in Action Plan to 2019,



# Realising the Right to a Basic Education:

## What indicators tell us

**Indicator 11.5:** Average number of hours spent by educators on professional development activities

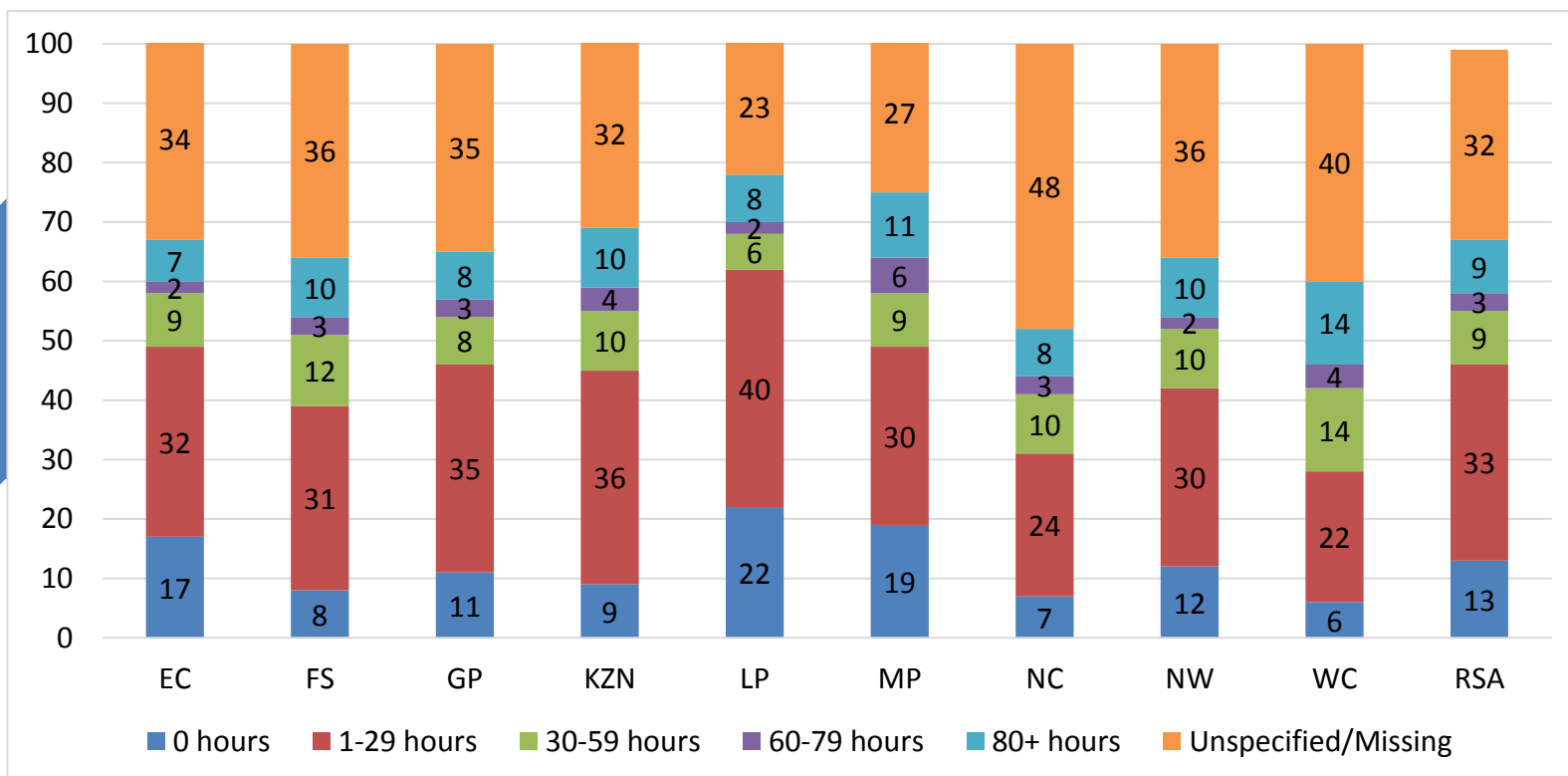
**Figure 5.31** Hours spent by educators on professional development activities from January - September 2011, by province

**Source:** DBE 2011 School Monitoring Survey

Step 1: Policy  
Analysis

Step 2: Budget  
Analysis

Step 3:  
Indicators



**Thank you for listening**

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