
GOVERNMENT NOTICE

DEPARTMENT OF EDUCATION

No. 26

18 January 2008

**SOUTH AFRICAN SCHOOL ACT, 1996 (ACT NO 84 OF 1996)
NATIONAL NORMS AND STANDARDS FOR GRADE R FUNDING**

I, Grace Naledi Mandisa Pandor, Minister of Education, in terms of Section 39 of the South African School Act, 1996 (Act 84 of 1996) hereby publish Amendments to the National Norms and Standards for School Funding, as set out in the Schedules. The National Norms and Standards For School Funding were published in Government Notice No. 890, Government Gazette No. 29179 of 31 August 2006. These Norms and Standards are hereby supplemented by the insertion of –

- a) items on the "Content" register;
- b) amendments under the heading "National Norms and Standards for School Funding" on page 5, a few items under the heading "Abbreviations" on page 6; and
- c) new paragraphs 198 to 260 after paragraph 197 on page 52.

The amendments are contained in Schedule A and the Map to implement the Grade R Norms and Standards is contained in Schedule B.



**GNM PANDOR, MP
MINISTER OF EDUCATION**

DATE: 15-12-2007

Schedule A

NATIONAL NORMS AND STANDARDS FOR SCHOOL FUNDING published in Government Notice No. 890, Government Gazette No. 29179 of 31 August 2006 is hereby amended with the following insertion:

1. On page 5, after "monitoring and revision" to insert:

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2. On page 6:
- a) after "EMIS Education Management Information System" to insert
"ECD Early Childhood Development"
 - b) After "MTEF Medium Term Expenditure Framework" to insert
"NGOs Non Governmental Organisations
NQ National quintile"
 - c) after "SGB School Governing Body" to insert
"Stats SA Statistics South Africa"

3. On page 52, after paragraph 197 to insert the following paragraphs

8. " PUBLIC FUNDING FOR GRADE R IN PUBLIC SCHOOLS

Introduction

198. In accordance with the proposals of Education White Paper 5, published in 2001, the state will follow a phased approach to introduce publicly funded Grade R classes across the whole public schooling system by 2010.
199. This section lays down the approach adopted by the state in funding Grade R in public schools. The approach favours the most disadvantaged in society. This occurs by virtue of the fact that poor schools will be brought into the programme first, and due to more favourable per learner funding for poorer schools. The pro-poor approach is informed by two factors: it costs more to educate learners from disadvantaged backgrounds, and non-poor communities are in a better position to supplement the state's resourcing through private resourcing. Moreover, the approach laid down in this section places a significant degree of responsibility at the level of the school, whilst emphasising the need for capacity building and delineating a clear service delivery framework within which schools must operate. The state will promote quality in the provision of services, firstly, by promoting adequate levels of funding and, secondly, by monitoring the quality of the service directly. The norms contained here deal with the promotion of quality through adequacy of funding.
200. The function of offering publicly funded Grade R laid down in this section is an obligation on the part of schools in terms of sections 20(1)(l) and 20(1)(m) of the SASA.

Inclusion of Grade R information on the resource targeting list

201. Provincial Departments of Education (PEDs) must compile data on each school relating to the pro-poor roll-out of publicly funded Grade R in the province. This roll-out will use the national quintiles described in paragraph 111 of these norms as the basis for pro-poor funding and phasing in of the service.
202. Values for the following four indicators should be determined for all schools on the resource targeting list referred to in paragraphs 100 to 103 of the amended National Norms and Standards for School Funding.
- (a) An indicator of which schools are eligible for Grade R targeting. Any school which offers Grade 1, and only such schools, are eligible for Grade R targeting
 - (b) An indicator of which schools that are eligible for Grade R targeting, also possess management readiness for the implementation of publicly funded Grade R. This management readiness indicator should be based on three considerations: (1) Quality of financial management in relation to the school fund; (2) General effectiveness of the school governing

- body; (3) Quality of teaching and learning relative to the level of disadvantage of the school community. The precise measures used must be determined by the PED, and may be the same as the measures used to determine eligibility for the various forms of SASA section 21 status. Initially, it would be sufficient to assess the management readiness of schools catering for the poorest quintile of learners ('quintile 1'), and schools catering for the second-poorest quintile of learners ('quintile 2').
- (c) An indicator of current and future projected physical space available for Grade R. This space should be expressed in terms of the number of Grade R learners who can be accommodated, and should take into account seating, workspace and recreational space. The capital investment plans of the PED should be taken into account, as well as any private building plans of the school itself. The PED must allow the school itself to report on its readiness for Grade R in terms of physical space, and this can take into account plans on the part of the school to rearrange classes so that space is created for Grade R. The PED must then assess the school's report, and can accept, reject or modify it, in the light of the PEDs knowledge about what extent and type of physical space is necessary for the offering of Grade R. Initially, it would be sufficient to assess the physical space readiness of quintiles 1 and 2 schools
- (d) A rank number indicating the sequence by which Grade R would be introduced in schools. Initially, only schools which currently possessed management readiness and enough physical space for at least some Grade R learners would be sequenced, and sequencing would occur according to the poverty ranking of the resource targeting list, with poorer schools enjoying earlier targeting.

Formulation of MTEF budgets for public school Grade R

203. PEDs must budget for Grade R in public schools within the medium term expenditure framework (MTEF) and, given the long-range nature of the implementation process, must formulate long-range plans for increasing the Grade R in public schools budget, with a view to making Grade R universal and compulsory in the province by 2010.
204. PEDs must use sub-programme 7.1, 'Grade R in public schools', to indicate budgets for this expenditure category. In budgets and financial reports, PEDs must clearly separate expenditure on Grade R in public ordinary schools from other expenditure in public ordinary schools. Whilst a merging of the two may be optimal in the long term, in the interim, whilst Grade R is being rolled out in some but not other schools, it is optimal to keep the two separate in order to avoid confusing financial statistics.
205. PEDs must ensure that careful expenditure analysis is undertaken with a view to reallocating budgets towards publicly funded Grade R. The DoE and PEDs must seriously consider the option of hiring the full-time services of one or

more financial analysts dedicated to the financial planning of publicly funded Grade R. The DoE must engage with PEDs in this planning and reprioritisation process, and must develop planning tools and models for this purpose. The DoE must, in collaboration with PEDs, explore alternative arrangements for funding Grade R in provinces where budget reprioritisation does not provide the space for a sufficiently speedy roll-out of publicly funded Grade R.

Determination of per learner cost

206. PEDs must determine a per learner cost for Grade R, which allows for the roll-out of a quality service to as many learners, in particular poor learners, as possible within the prevailing budgetary constraints.
207. PEDs must express the total per learner cost for Grade R in rand terms. Education White Paper 5 recommends that this cost should be, equal to 70% of the total per learner cost for Grade 1. This recommendation should apply, though it is subject to future assessments by the Department of Education relating to the cost of delivering Grade R, based on research. PEDs may use a cost level for Grade R below 70% of the cost for Grade 1 only after consultation with the DoE.
208. The per learner cost determined by the PED must cover the full cost of a basic package of inputs. This basic package of inputs must include the cost of an educator working as an ECD practitioner, teaching a class of a size deemed reasonable by the PED, as well as non-personnel recurrent inputs required by the Grade R learners such as learner support materials, minor building repairs, utilities such as electricity and water, administrative support, copying of materials and media collections.
209. In order to cover a larger number of schools in the early years of the roll-out process, PEDs may determine a per learner expenditure level down to a minimum of 50% of the Grade 1 per learner expenditure figure. However, this must be an interim arrangement only, and should not compromise quality to the extent that national standards in this regard, referred to in paragraph 250, are not met.

Determination of coverage per school

210. The PED must determine how many Grade R places could receive funding in each school eligible for public Grade R funding across each roll-out year, on the basis of the enrolment in grades other than Grade R, the physical space available, and the proximity of community-based sites and plans to upscale or downscale particular schools. The need for this PED determination is particularly important in the years before Grade R becomes universal, as demand for publicly funded Grade R places is likely to exceed demand for these places.

211. Full coverage for Grade R in any school in any year is defined as a number of learners equal to the average of the enrolment in Grades 1, 2 and 3 during the previous year. There are three exceptions to this rule:
- (a) If a PED is up scaling or downscaling a school as part of a spatial development process, or if the PED is establishing grade sizes that optimise the utilisation of staff and school spaces, then fewer or more Grade R learners may constitute full coverage.
 - (b) If there is a community-based ECD site near a school or a public school offering only Grade R, and the PED considers the proximity of this other institution to have a significant impact on demand for Grade R places at the school, then fewer Grade R learners may constitute full coverage.
 - (c) If not all the three grades exist in a school, then the average for whichever grades do exist must be used. In the case of a school which offers only Grade R, historical trends, or special PED criteria, if applicable, should be used to determine the full coverage for Grade R.
- 212.
- (a) Full coverage of Grade R may not be possible, or desirable, during an interim period. It may be necessary for the PED to determine incomplete coverage of Grade R for some years. There are three reasons why incomplete coverage may be determined:
 - (i) If physical space does not permit full coverage for some years, then incomplete coverage, determined by the space that is available, is the only practical option whilst adequate space is being provided.
 - (ii) A PED may choose to adopt a partial approach in rolling out Grade R in public schools, and implement incomplete coverage in all schools during an interim period. Such an approach may involve introducing one Grade R class in all quintile 1 and 2 schools, before returning to those schools in order to attain full coverage across all schools. This approach, if pursued, must be designed through consultation between the PED and DoE.
 - (iii) A PED may temporarily reduce the number of learner places in a school if learner performance at the end of the Grade R year is not satisfactory. This can only occur within a framework of evaluation that is transparent, fair, and gives schools a reasonable window period during which to improve learner performance. If this option is pursued, PEDs must ensure that learners are accommodated in other public schools whilst the problem in the first school is resolved.
 - (b) Paragraphs 211 to 212(a) are intended to create a framework for best practice in the determination of how many learners should be funded in each school. PEDs may, after consultation with the DoE, formulate and pursue more appropriate methodologies for determining coverage per school.

Determination of a pro-poor funding gradient

213. Level of Grade R funding must be higher in schools serving poorer communities. However, as the public funding of Grade R includes the funding of personnel, and is consequently high relative to the purely non-personnel recurrent funding referred to in paragraphs 95 to 96 of these norms, it is not appropriate for the same pro-poor funding gradient to be applicable to non-personnel recurrent expenditure in Grades R. Instead, it is recommended that if expenditure on learners in the middle quintile ('quintile 3') is indexed to 100, then learners in the poorest quintile: ('quintile 1') should be funded at a level of 120, learners in ('quintile 2') should be funded at a level of 110, and learners in the least poor quintiles: ('quintile 4") should be funded at a level of 80, while those in ('quintile 5') should be funded at a level of 20.
214. The relationship between the levels of funding in the five quintiles recommended in paragraph 213 is a benchmark only. If PEDs discover strong reasons for deviating from this benchmark, in particular reasons of the kind explained in paragraph 110 of these norms, then alternative approaches may be followed after consultation with the DoE.
215. PEDs may pursue an approach in the interim whereby learners in quintiles 1, 2 and 3 are all funded at the benchmark level determined according to paragraph 207 above, in order to accelerate the roll-out of the service to all schools in these three quintiles. However, the poverty alleviation top-up referred to in paragraph 213 above should be implemented across quintiles 1 and 2, and all learners in quintile 3 should be receiving the required level of basic funding, before publicly funded Grade R is rolled out in quintiles 4 and 5.
216. PEDs must use a continuous gradient of Grade R funding, which avoids sudden differences between one funded school on the resource targeting list and the next funded school on the list caused by the location of the two schools in different quintiles. The levels of funding referred to in paragraph 213 above apply to the average level of funding within a quintile, and not the level of funding in each individual school in each quintile.
217. Funding over and above a basic level, which would be available for schools in the two poorest quintiles, is intended for the purchase of inputs that at least partly compensate learners for their relative disadvantage resulting from the poverty of the community. This means that the additional funding should be used above all for inputs such as media collections and more individualised attention through a reduction of the L:E ratio, inputs which clearly compensate for a lack of inputs in the home. PEDs must communicate this intention to targeted schools, and parents of learners, in order to promote an expenditure practice that furthers effective poverty alleviation.
218. In the two least poor quintiles, where public funding is not intended to cover the entire basic minimum package, it is anticipated that private contributions, in particular school fees, will top up the public allocation so that a reasonable level of expenditure can be attained. In their communications strategies, PEDs must communicate to stakeholders that school fees in less poor schools are a

necessity if sufficient funds are to be allocated to poorer schools to alleviate poverty.

Use of establishment posts for Grade R

- (a) PEDs may establish posts to support publicly funded Grade R in public schools. The establishment of such posts, and their distribution to schools, must occur within the overall framework of the funding and roll-out of the Grade R service laid down in these funding norms, and in terms of the Employment of Educators Act.
- (b) PEDs may decide to convert a portion of a school's total allocation for Grade R, referred to in paragraph 220, to a post or posts. Such conversion must take into account the total cost to the state of the post or posts. A portion of the allocation may only be converted to posts if the value of the allocation exceeds the value of the posts, and if the PED has determined that the portion of the allocation not converted to posts is adequate for the purposes of non-personnel expenditure.
- (c) The conversion of a portion of the allocation to posts occurs on an annual basis, meaning that the criteria referred to in paragraph (b) above must be applied annually. A change from one year to the next in the value of the allocation or a change in the value of the posts may alter the feasibility of the conversion.
- (d) PEDs must assess carefully the advantages and disadvantages of establishing posts for the Grade R service. Issues of efficiency, cost, educator supply, the pace at which Grade R is made universal, and labour relations stability need to be taken into account. PEDs must consult with the various school stakeholders on the matter, including employee organisations, school management structures and SGB representatives.
- (e) The DoE and PEDs must collaborate closely to ensure that national and provincial conditions of service planning and bargaining processes are aligned with respect to any post categories utilised in the delivery of Grade R.

Two models of Grade R funding

- (f) The funding norms imply that there are two models for the public funding of Grade R in public ordinary schools. Both models follow the same basic equity framework laid out in this policy.
- (g) In the first model, public funds for the Grade R service, covering both personnel and non-personnel items, are transferred directly into the banking account of the school fund by the PED. In per learner terms, the funds equal the amount referred to in paragraph 213. In this model, it is a requirement that the school should have been granted the necessary

SASA section 21 functions for the transfer of funds into the school account to be legal. This is the model that was envisaged in White Paper 5.

- (h) In the second model, the funds based on the per learner amount referred to in paragraph 213 are partly converted to educator posts, in accordance with paragraph (b) and (c). The remaining amount, after the cost of the educator posts have been subtracted, is either transferred into the banking account of the school fund or is retained by the PED so that the PED can procure goods and services on behalf of the school, in accordance with paragraph 135 and 136 of this policy. The financial transfer occurs if the school has been granted the relevant section 21 functions, whilst the procurement of goods and services on behalf of the school occurs if the school has not been granted these functions. The amount remaining after the cost of the educator posts have been subtracted includes funding for non-personnel items, but may also, in the case of schools with section 21 functions, include funding for personnel other than the personnel occupying the Grade R educator posts. Such other personnel might include teacher assistants or other support staff that facilitate the offering of the Grade R service.
- (i) PEDs must choose which of the two models of service delivery to employ, on the basis of careful assessments of the each model's ability to enable wide access to Grade R, and a quality Grade R service, in the respective provinces. PEDs may employ the different models in different schools in the same province. In particular, in less poor schools, where the public funding of Grade R may not be adequate to cover the cost of an educator post, the use of the first model may become unavoidable. Moreover, even schools with a relatively high level of public funding for Grade R may be better placed to deliver an effective Grade R service if the first model is used, especially if there is a high level of management readiness in the school to deal with the full package of Grade R financial resources.

Formulation of a roll-out plan for public school Grade R

219. Each PED must formulate a roll-out plan for public school Grade R, using the information on Grade R eligibility, management readiness, physical space, budgets, per learner cost, learner coverage per school, and the pro-poor funding gradient referred to in paragraphs 201 to 218(i) above. The target of the roll-out plan should be universal Grade R by 2010, and possibly before 2010. The plan must be dynamic, and must be updated on a regular basis with new data on, for instance, actual targets met and changing cost drivers. This is a complex task, and must involve the use of planning tools to be developed jointly by the DoE and PEDs.
220. The roll-out plan must, on a school by school basis, indicate what number of learners constitute full Grade R coverage, the year in which publicly funded Grade R is introduced, whether there is a period of incomplete learner

coverage, and if so, for how long, what the total and per learner Grade R allocation is, what portion of the allocation is converted to posts, and what the net allocation after employee post deductions is. As a summary, the roll-out plan must indicate for each year and quintile, how many publicly funded Grade R places there are in the province, how many schools are subject to incomplete coverage, and how many enjoy complete coverage. When applicable, the learner numbers for future years in the roll-out plan must be adjusted in accordance with adjusted population projections distributed by the DoE to PEDs.

221. Although the general principle is that PEDs must progress from the poorest to the less poor quintiles in rolling out Grade R in public schools, for reasons of practicality, and in particular for reasons of management readiness and physical space at the school level, PEDs may target two adjacent quintiles simultaneously. This means that PEDs may begin to introduce publicly funded Grade R in quintile 2 schools before all quintile 1 schools have this service. However, a PED may not begin to introduce Grade R into quintile 3 schools before all quintile 1 schools enjoy full coverage. Similarly, a PED may not begin to introduce Grade R into quintile 4 schools before all quintile 2 schools enjoy full coverage. This same principle applies to the entire roll-out process across the five quintiles.
222. The roll-out plan must also include plans on how management readiness and physical space needed for Grade R will be achieved in public schools. With regard to management readiness, it must deal with the granting of the necessary SASA section 21 functions to schools, in order to allow for the transfer of public funds to schools. If the first model referred to in paragraph 218(g) applies, then the granting of these functions is a prerequisite for the offering of publicly funded Grade R. However, if the second model referred to in paragraph 218(h) applies, then the granting of these functions is not a prerequisite, but rather an enabling factor.
223. The roll-out plan is needed by households, other Government Departments and non-government organisations (NGOs) in their own planning processes. PEDs must therefore ensure that a highly readable version of the plan is available for general consumption.

School budgets for Grade R

224. The introduction of publicly funded Grade R involves some new planning and reporting procedures for schools. These should be integrated into the general planning cycles of the school as far as possible. However, funds for Grade R should be accounted for separately, although they will be kept in the general school fund.
225. By September of each year, PEDs must provide each targeted school with an indicative amount of what its public allocation will be for the provisioning of Grade R in the following year, and how the amount was determined. Where funding has been converted to posts, in accordance with paragraphs 218(b)

and 218(c) , the monetary value of the post or posts must be specified. The information provided to each school should be the information contained in the roll-out plan referred to in paragraphs 219 to 223. This information is needed by schools for proper planning of the next school year to take place, and (if the school employs its own Grade R staff) for employment contracts to be drawn up or salary increases for employees teaching Grade R to be indicated.

226. Schools must earmark a proportion of their Grade R allocation towards personnel costs, and a proportion towards non-personnel costs. Where schools have had a portion of the allocation converted to posts, it is likely that this personnel proportion would be very low or zero. In the case of schools in quintiles 1, 2 and 3 that do not receive establishment posts, the proportion for personnel costs must be between 65% to 85% of the total Grade R allocation. During the roll-out years, schools are encouraged not to select the maximum of 85%, so that, firstly, a stock of non-personnel items needed for Grade R can be built up and, secondly, the school is left with room to increase the percentage in future years, when possible reductions in the Grade R class size, may require a reprioritisation within the Grade R budget in the school. These parameters do not apply to schools that are subject to the conversion of the allocation into posts, though the PED may utilise these parameters in determining what conversions to effect for which schools.
227. Schools targeted for publicly funded Grade R must report to PEDs what proportion of their Grade R allocation after employee post deductions they plan to spend on non-personnel items. This communication should occur through existing reporting procedures, or new procedures set up for this purpose. The information should reach the PED before the end of the year prior to the year in which the funds will be spent.
228. PEDs must communicate the final public allocation for Grade R to each school offering publicly-funded Grade R by the first school day of the year in which the funds will be spent. Schools should adjust their budgets for Grade R accordingly. By this day a payment schedule should also be communicated to those schools which receive financial transfers from the PED.

School-level utilisation of public funds and publicly funded resources for Grade R

229. Utilisation of public funds for the provisioning of Grade R at the level of the school is subject to all relevant financial management rules and regulations, in particular those embodied in the SASA.
230. In admitting learners into publicly funded Grade R places, schools must prioritise learners living in the vicinity of the school.
231. A targeted school in quintiles 1, 2 or 3 that receives public funds for Grade R may enrol learners in excess of the number of funded places, but in the absence of privately paid fees, enrolled learners may not exceed funded places by more than 10%.

232. Targeted schools may enrol Grade R learners who are financed fully from private fees only if private fees are equal to or greater than the total per learner allocation provided by the state, including the value of posts, where applicable. This is to ensure that the per learner expenditure figure does not drop below a reasonable level, and that public funds for Grade R are not spread across a greater number of learners than intended.
233. A school that enrolls a number of Grade R learners that is less than 90% of the number of funded places must return to the PED funds corresponding to the non-personnel part of the unoccupied learner places below the 90% level. For example, a school that fills only 70% of funded places will have to return funds corresponding to the non-personnel portion of 20% of funded places. In the case of schools that hold these funds in the school fund, the amount to be returned to the PED will be subtracted from the following year's non-personnel allocation for Grade R. Where the PED manages the school's Grade R non-personnel fund on behalf of the school, the amount corresponding to unoccupied learner places should be retained by the PED or, failing that, subtracted from the following year's Grade R allocation.
234. The personnel part of the Grade R allocation not used to pay personnel teaching or caring for Grade R learners, in accordance with the budget of the school, must be returned to the PED. The method whereby funds are returned are the same as that applicable to non-personnel funds and referred to in paragraph 233 above. This provision applies only to schools with section 21 functions that use public funds from the school fund to pay staff needed for delivering Grade R.
235. The financial statements of each targeted school that controls its own funds must indicate that personnel and non-personnel expenditure on Grade R was at least as high as the allocation granted to the school for Grade R, minus possible returns of funds referred to in paragraphs 233 and 234 and minus saving of non-personnel funds for purchase of large non-personnel items in future years
236. The non-personnel part of the Grade R allocation must be spent on non-personnel inputs that directly enhance service delivery for Grade R learners. Inputs that can also be used by learners in other grades, for example media collections that are usable by learners of several ages, may be purchased with the non-personnel part of the Grade R allocation, as long as the inputs assist in enhancing the quality of Grade R learning.
237. Educators working as ECD practitioners and funded from the school's Grade R budget must work teaching Grade R learners, and not any other grade, except where multi-grade teaching that covers Grade R takes place. The personnel portion of the public Grade R funding may be used to employ support staff who assist educators working as ECD practitioners
238. Regulations governing which inputs may be purchased with the non-personnel allocations for Grades 1 to 12, referred to in paragraphs 94 to 99 of these norms, also apply to the non-personnel allocation for Grade R. Regulations

promulgated in the future in this regard will also apply to Grade R, unless such regulations explicitly exclude Grade R.

239. Small schools are expected to have small Grade R classes. PEDs may, after consultation with the DoE, build a funding advantage for schools with a low Grades 1 to 3 enrolment level into the funding policy laid down in paragraphs 219 to 223. The design of any such proviso must take into account its overall effect on the funding of learners in non-small schools. Moreover, the DoE and PEDs must work together on finding alternative solutions to the special problems experienced by small schools.

Public schools offering only Grade R

240. The DoE and PEDs must work towards the normalisation of what were historically referred to as public pre-primary schools. Where such schools continue to exist, they should offer a service within the schooling system established by SASA, and within the funding system established by paragraphs 201 to 239 of this policy. In particular, the normal pro-poor funding provisions must apply to learners in these schools.
241. In view of the fact that public schools offering only Grade R have historically serviced primarily advantaged communities, and are therefore often located in relatively well off areas, PEDs must carefully consider the appropriateness of the continued existence of these schools, and take steps to rationalise them where required.
242. The only exception to paragraph 240 above is that PEDs must provision public schools that offer only Grade R with a school principal, even if the school does not qualify for educator posts according to the Regulations for the Creation of Educator Posts in a Provincial Department of Education and the Distribution of Such Posts to the Educational Institutions of Such a Department (Notice R1676 of 1998), as subsequently amended.

Pre-Grade R orphans in public schools

243. PEDs must make use of Stats SA demographic data, and other relevant data, to establish the distribution of young orphans across districts and localities. PEDs must then ensure that learner places for orphans younger than the Grade R age are funded in schools or community-based sites with the most pressing demand
244. In the interests of administrative efficiency, the funding of learner places for orphans referred to in paragraph 243 should occur only in schools which are already offering publicly funded Grade R.
245. PEDs must work with the provincial Departments of Social Development to determine specifications regarding which orphans are eligible for the service to pre-Grade R orphans, to publicise the availability of the service, and to monitor its effectiveness.

National alignment and the role of the Department of Education

246. For all public service delivery in education, it is important for certain processes to be aligned nationally. This assists inter-provincial comparison, and reduces the risk of major inter-provincial differences that can lead to inter-provincial migration as people move towards better services. Moreover, it is important for certain tasks with high costs, e.g. certain research and systems development tasks, to be undertaken nationally, in order to reduce total cost to the country.
247. The DoE and PEDs must collaborate with a view to harmonising the roll-out of publicly funded Grade R, and the level of per learner funding in Grade R, across the country.
248. The DoE must, in collaboration with PEDs, develop the planning tools required for a successful roll-out of publicly funded Grade R in public schools. In particular, the DoE must ensure that a model for planning the roll-out process, guidelines for a basic minimum package of Grade R inputs and an instrument for monitoring school-level implementation of the service are made available to PEDs. In carrying out this mandate, the DoE must take cognisance of systems already developed by PEDs.
249. The DoE must design appropriate national reporting systems to monitor the implementation of publicly funded Grade R and PEDs must comply with the requirements of these systems.
250. PED systems to monitor the appropriate utilisation of public funds intended for Grade R in public schools must focus both on the input and output sides. The DoE must lead the process of developing appropriate monitoring instruments in this regard. On the input side, monitoring systems must track, for instance, that Grade R classes are of an appropriate size, that ECD practitioners possess adequate skills and that learners have access to appropriate learner support materials. On the output side, monitoring systems must track, above all, learner performance. The DoE must establish poverty-sensitive benchmarks for performance that can be used to gauge the success of public school Grade R in provinces. Monitoring on the side of expenditure must be in line with general PED systems that track financial management practice in schools.
251. The DoE, in collaboration with PEDs, must develop manuals and training packages aimed at developing capacity at the school level to implement publicly funded Grade R. The materials must, in particular, provide useful advice, based on best practice, for the employment of ECD practitioners in schools.
252. General DoE and PED responsibilities with regard to planning and monitoring referred to in paragraphs 202 to 250 are applicable to the roll-out of publicly funded Grade R in public schools, but also the funding of Grade R in independent schools as outlined in paragraphs 257 to 260 of these norms.

9. PUBLIC FUNDING FOR GRADE R IN INDEPENDENT SCHOOLS

Introduction

253. In accordance with the proposals of Education White Paper 5, the state will fund Grade R in non-public institutions where there is a need for the piloting of new approaches or there is a need to reduce the distance travelled by poor Grade R learners between home and the institution.

Registration of community-based sites as independent schools

254. PEDs must amend their current criteria for the registration of independent schools, to make it possible for publicly funded community based ECD sites to become independent schools. The DoE must provide a template for the amendments, based partly on analysis of existing provincial criteria for the registration of independent schools.

255. The amended criteria referred to in paragraph 254 must be formulated in such a way that qualification for registration as an independent school for classes lower than Grade 1 does not automatically qualify the school to offer Grade 1 or any higher grade. The introduction of Grade 1 or any higher grade should be subject to the controls applicable to all independent schools offering Grades 1 to 12.

256. PEDs must ensure that that all community-based sites funded by the state are registered as independent schools. Community-based sites that have not received public funding in the past, may apply for registration as independent schools in accordance with the amended criteria referred to in paragraph 254. However, approval for independent school status does not necessarily qualify a school for state funding.

Funding of pre-Grade 1 classes in independent schools

257. Every PED that funds learners in Grade R and below in independent schools must formally adopt a set of criteria for selecting independent schools that will receive such funding. The DoE will provide a template for this set of criteria. A key factor in determining these criteria will be the need for experimentation and piloting that can add value to ECD service delivery as a whole

258. PEDs must maintain a register of which independent schools should receive public funding for learners in Grade R and below. This register must specify the reason why particular institutions receive funding, according to the criteria referred to in paragraph 257, and whether only Grade R learners, or Grade R learners and younger learners, will be funded.

259. PEDs must fund Grade R learners in targeted independent schools according to transparent criteria that apply equally to all targeted schools. These criteria must be informed by the need to experiment with different approaches, and

also by the need to advance equity and redress in the provisioning of public services

260. No independent school has the right to receive public funding for Grade R or any services below Grade R unless the school has been explicitly targeted by the state to be part of a publicly funded programme, for instance according to the criteria stated in paragraph 254.”

Funding and information flows in the new system

