Education for All (EFA)

2013 Country Progress Report: South Africa

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20 YEARS OF FREEDOM

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TABLE OF CONTENTS

LIST OF TABLES

LIST OF FIGURES

ACRONYMS

AET	Adult Education and Training
ABET	Adult Basic Education and Training
ANA	Annual National Assessments
ASIDI	Accelerated Schools Infrastructure Delivery Initiative
CAPS	Curriculum and Assessment Policy Statement
CREATE	Consortium for Research on Educational Access, Transitions and Equity
DBE	Department of Basic Education
DHET	Department of Higher Education and Training
DoE	Department of Education
DSD	Department of Social Development
ECD	Early Childhood Development
EFA	Education for All
ELRC	Education Labour Relations Council
EMIS	Education Management Information System
ETDP-SETA	Education, Training and Development Practices – Sector Education and Training Authority
FET	Further Education and Training
GCE	Global Campaign for Education
GDP	Gross Domestic Product
GER	Gross Enrolment Rate
GHS	General Household Survey
GNP	Gross National Product
GPI	Gender Parity Index
HEIs	Higher Education Institutions
HESA-EDF	Higher Education South Africa – Education Deans' Forum
HRD	Human Resources Development
HSRC	Human Sciences Research Council
ICT	Information Communication and Technology
IIEP	International Institute for Educational Planning
LER	Learner–Educator Ratio
LTSM	Learning and Teaching Support Material
MDGs	Millennium Development Goals
MEC	Member of the Executive Council
MRC	Medical Research Council
NCS	National Curriculum Statements
NIDS	National Income Dynamics Study
NLRD	National Learners' Records Database
NSA	National Skills Authority

NSC	National Senior Certificate
NSFAS	National Student Financial Aid Scheme
NSNP	National School Nutrition Programme
NYDA	National Youth Development Agency
OOS	Out-of-school
OSISA	Open Society Initiative for Southern Africa
OBE	Outcomes-based Education
PEDs	Provincial Education Departments
PIRLS	Progress in International Reading Literacy Study
RSA	Republic of South Africa
SACE	South African Council for Educators
SACMEQ	Southern and Eastern African Consortium for Monitoring Education Quality
SAQA	South African Qualifications Authority
SASA	South African Schools Act, 1996
SETAs	Sector education and training authorities
SGB	School governing bodies
Stats SA	Statistics South Africa
TIMSS	Trends in International Mathematics and Science Study
UIS	UNESCO Institute for Statistics
Umalusi	Council for Quality Assurance in General and Further Education and Training
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNICEF	United Nations Children's Fund
UNFPA	United Nations Population Fund

1. BACKGROUND

1.1 INTRODUCTION

Education for All (EFA) is a global initiative that was launched at the World Conference on Education for All in Jomtien, Thailand, in 1990. It is led by the United Nations Educational, Scientific and Cultural Organisation (UNESCO), in partnership with governments, development agencies, civil society, non-governmental organisations and the media.

A total of 155 countries, as well as representatives of some 150 organisations, agreed at the conference to universalise primary education and massively reduce illiteracy by the end of that decade. The World Declaration on Education for All, adopted in Jomtien, endorsed education as a fundamental human right and urged countries to ensure that the basic learning needs of all were met.

At the World Education Forum held in 2000 in Dakar, Senegal, the international community acknowledged that many countries were far from reaching the goals adopted at the 1990 World Conference on Education for All. Countries reaffirmed their commitment to achieving EFA by adopting the Dakar Framework for Action, which identified six key measurable education goals aimed at meeting the learning needs of all children, the youth and adults by 2015.

The EFA movement was given impetus through the launch of the 1GOAL Campaign on 20 August 2009, during the run up to the 2010 FIFA World Cup tournament held in South Africa. The 1GOAL Campaign is a global movement that uses the power of football to mobilise support for the right of everyone to receive an education. The information and communication technology-driven action campaign encourages people to call on world leaders to make education for all children a priority and a reality.

This report assesses the progress made in South Africa towards the achievement of the EFA goals. It also summarises government's policies and programmes aimed at realising the EFA goals and targets.

1.2 EDUCATION FOR ALL: A DEVELOPMENT IMPERATIVE

The importance of education and its role in human development is hardly in doubt today. The rationale for EFA is that education has a tremendous multiplier effect that brings lasting benefits to individuals and communities. Education is intrinsically linked to all development goals, such as supporting gender empowerment, improving child health and maternal health, reducing hunger, fighting the spread of HIV/AIDS and diseases of poverty, encouraging economic growth and building peace. Therefore, opening classroom doors to all children, especially girls, helps to break the inter-generational chains of poverty.

More specifically:

> **Education empowers women and girls:** The economic and personal empowerment that education provides allows women and girls to make healthier choices for themselves and their families. The United Nations Population Fund claims that the benefits of education for girls include a reduction in poverty and an improvement of the health of women and their children, as well as the potential to reduce the impact of HIV/AIDS (UNFPA, 2010).
>
> According to the Bread for the World Hunger Report (Bread for the World, 2005), expanding education for girls is also one of the most powerful ways of fighting hunger. The report concludes that gains made in women's education made the most significant difference in reducing malnutrition, even out-performing a simple increase in the availability of food.

Education contributes to improving child survival and maternal health: Research undertaken by the World Bank (2004) indicates that a child born to an educated mother is more than twice as likely to survive to the age of five than a child born to an uneducated mother. Educated mothers are also 50% more likely than mothers with no schooling to immunise their children against diseases (World Bank, 2004).

Education contributes to the fight against HIV/AIDS: A report by the Global Campaign for Education (GCE, 2004) asserts that educated people are healthier people. HIV/AIDS infection rates are halved among young people who finish primary school. Thus, if every child received a complete primary school education, at least seven million new cases of HIV could be prevented during the course of a decade.

Education helps to fight poverty and spur economic growth: Education is a prerequisite for tackling poverty and promoting short and long-term economic growth. No country has achieved continuous and rapid economic growth without at least 40% of adults being able to read and write (GCE, 2010). At an individual level, a person's earnings increase with each additional year of schooling they receive. This is especially true for additional years of higher education. Thus, people who are educated are able to earn more money and support their families, which helps economies to grow faster and poverty rates to decline.

Education provides a foundation for building peace: Education is an essential building block in the development of an inclusive and peaceful democratic society. According to a report by Save the Children (2009), every year of schooling decreases a male's chance of engaging in violent conflict by 20%.

1.3 EDUCATION FOR ALL GOALS

The 2000 Dakar Framework for Action sets out six global EFA goals. Through a process of consultation with stakeholders and with the assistance of the wider international community, as well as EFA follow-up mechanisms, countries were expected to set their own goals, intermediate targets and timelines within existing or new national education plans (UNESCO, 2000).

The six EFA goals are:

Goal 1: Expanding and improving comprehensive early childhood care and education, especially for the most vulnerable and disadvantaged children.

Goal 2: Ensuring that by 2015, all children, particularly females, children in difficult circumstances and those belonging to ethnic minorities, have access to completely free and compulsory primary education of good quality.

Goal 3: Ensuring that the learning needs of all young people and adults are met via equitable access to appropriate learning and life skills programmes.

Goal 4: Achieving a 50% improvement in levels of adult literacy by 2015, especially for women, and equitable access to basic and continuing education for all adults.

Goal 5: Eliminating gender disparities in primary and secondary education by 2015, and achieving gender equality in education by 2015, with the focus on ensuring females' full and equal access to, and achievement in, basic education of good quality.

Goal 6: Improving all aspects of the quality of education and ensuring excellence for all, so that recognised and measurable learning outcomes are achieved by all – especially in literacy, numeracy and essential life skills.

1.4 MEASURING PROGRESS TOWARDS THE EDUCATION FOR ALL GOALS

UNESCO advocates the use of specific indicators in order to promote cross-country comparability of progress regarding the achievement of the goals and targets of EFA. The indicators provide good insight into the extent of access to and the completion of education, as well as a general sense of the quality of the education provided, but not with regard to the complexities of education as experienced by learners in the classroom.

In addition to data on some of the EFA indicators used by UNESCO, this report provides statistics on other measures that are pertinent to education in South Africa.

Data for this report was mainly obtained from the Department's Education Management Information System (EMIS) and from surveys undertaken by Statistics South Africa (Stats SA). Key indicators were calculated from the Department of Basic Education's EMIS Annual School Survey (ASS) and the SNAP Survey, and from Stats SA's General Household Surveys (GHSs). Additional information was gathered from surveys conducted by organisations such as the Human Sciences Research Council (HSRC), the Medical Research Council (MRC), Social Surveys and other national studies.

All data sources have their limitations, however, and the absolute values obtained from survey instruments may be contested. However, trend data over time provides a fairly reliable assessment of South Africa's progress towards the EFA goals.

2. EDUCATION IN SOUTH AFRICA

2.1 THE RIGHT TO EDUCATION

Section 29 of the Bill of Rights in the South African Constitution declares that:

> 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 available and accessible.
>
> While significant progress has been made towards the realisation of the right to basic education, a greater effort is required to make further education more accessible. Moreover, much more is required to improve the quality of education provided.
>
> In terms of the South African Schools Act, 1996 (Act 84 of 1996), education is compulsory for children from the age of seven to the age of 15 or Grade 9 (whichever comes first). Although education is not compulsory for learners beyond Grade 9, the government encourages learners to enrol beyond Grade 9 and no learner who wishes to continue to Grade 12 is denied access to schooling.
>
> Government has also targeted the enrolment of all 5-year-olds in Grade R (the reception year) by 2014.

2.2 GOVERNANCE AND ORGANISATION

The Constitution of South Africa provides for the national government to have exclusive responsibility for tertiary education, whereas responsibility for other levels of education is a concurrent responsibility of the national government and the nine provincial governments.

Schools, adult learning centres and further education and training colleges are administered by the provincial education departments (PEDs) subject to the Constitution, national policy and national legislation, supplemented by provincial policies and legislation.

At a national level, the function of education is administered by two departments, namely the Department of Basic Education (DBE) and the Department of Higher Education and Training (DHET). At provincial level, each of the nine provinces has its own education department.

The DBE focuses on schooling, from Grade R to Grade 12, while the DHET is responsible for higher education institutions (HEIs), further education and training (FET) colleges and adult learning centres. It is also responsible for the system of workforce skills development, including the National Skills Authority (NSA), the Sector Education and Training Authorities (SETAs) and trade testing centres.

The governance of schools is not confined to national and provincial levels. Power is further devolved to elected school governing bodies (SGBs), which have a significant say in the running of their schools. SGBs are juristic persons and representative bodies, with parent representatives constituting the majority.

The South African Schools Act, 1996 (Act 84 of 1996 aka SASA) prescribes a basic set of functions for SGBs, but they may apply to their provincial department for additional functions. An SGB is expected to define the school's mission and oversee its performance, but may not intervene in matters of school management for which the principal is accountable to the PED.

Although the greater part of education in South Africa is funded and administered by government, there is a small but significant private education sector. Private schools, further education and training colleges and higher education institutions have a fair degree of autonomy, but are expected to fulfil certain government conditions, including the condition that no child or student may be excluded from an education institution on grounds of his or her race or religion.

School life spans 13 grades from Grade R (the reception year) through to Grade 12 (matric). Grades R to 9 comprise the General Education and Training (GET) band of education, while Grades 10 to 12 constitute the Further Education and Training (FET) band. Vocational education and training is usually offered at FET colleges, in the workplace or at specialised colleges.

In 2011, the National Development Plan 2030 (NDP) was approved by the government of South Africa and published by the National Planning Commission (NPC). The NDP outlines the government's vision for the country up to 2030. Chapter nine of the plan focuses on the plans and steps for improving education, training and innovation.

The Plan envisages that, by 2030, South Africans should have access to education and training of the highest quality, leading to significantly improved learning outcomes. The performance of South African learners in international standardised tests should be comparable to the performance of learners from countries at a similar level of development and with similar levels of access. Education should be compulsory up to Grade 12 or equivalent levels in vocational education and training. The education, training and innovation system should cater for different needs and produce highly skilled individuals. The graduates of South Africa's universities and colleges should have the skills and knowledge to meet the present and future needs of the economy and society. The NDP was developed in line with the Department of Basic Education's *Action Plan to 2014: Towards Realisation of Schooling 2025* and the Department of Higher Education and Training's plans and strategies (National Planning Commission, 2011).

2.3 THE PROVISION OF EDUCATION

In 2011, there were 30 992 established public and registered independent education institutions that submitted the survey forms. Of these, 25 851 were ordinary schools and 5 141 were other education institutions – namely, early childhood development (ECD) centres and special schools (Department of Basic Education, 2013). These exclude public adult basic education and training (ABET) centres, public further education and training (FET) institutions and public higher education institutions (HEIs).

The 25 851 ordinary schools comprised the following:

- 14 339 primary schools, with 5 980 939 learners and 187 065 educators;
- 6 407 secondary schools, with 3 966 838 learners and 146 434 educators; and
- 5 105 combined and intermediate schools, with 2 340 217 learners and 87 109 educators.

There were 12 680 829 learners and students enrolled in all sectors of the basic education system in 2011, who attended 30 992 education institutions and were served by 441 128 educators. Of the 12 680 829 learners and students in the basic education system, 11 808 036 (93.1%) were in ordinary public schools and 479 958 (3.8%) were in ordinary independent schools. Of the learners at other institutions, 284 595 (2.2%) were in ECD centres and 108 240 (0.9%) were in special schools.

The provision of post-school education and training in South Africa occurs through three main types of public and private education and training institutions, namely: Higher Education and Training Institutions (HEIs), Further Education and Training (FET) Colleges and Adult Education and Training (AET) Centres. In addition, Sector Education and Training Authorities (SETAs) facilitate the training of workers and unemployed persons via a levy-grant system (Department of Higher Education and Training, 2013).

In 2011, there were 23 public higher education institutions, 50 public FET colleges and 3 239 public AET centres in South Africa. There were also 449 registered private FET colleges and 66 registered private AET centres in the country in 2011. The government has established 21 SETAs to advance the training of workers and unemployed persons.

Close to two million students were enrolled in public and private post-school education and training programmes in 2011. Almost half of these students (over 900 000 students) are in public higher education institutions, while over 500 000 students are in public and private FET colleges and close to 300 000 students are enrolled at public and private AET centres (Department of Higher Education and Training, 2013).

2.4 EXPENDITURE ON EDUCATION AND TRAINING

Education has been a priority of government and has been the largest item on its budget over many years. In his State of the Nation Address to Parliament in 2009, the President of South Africa, Jacob Zuma, reaffirmed government's commitment to education and placed education and skills development at the centre of government's policies.

2.4.1 OVERALL EDUCATION SPENDING TRENDS

There are four main sources or components of education expenditure, namely: spending by provincial government education departments, spending by national education departments, education spending of other national government departments (e.g. Department of Health) and household or private consumption expenditure on education.

National income data provides estimates of private consumption expenditure on education while government finance statistics provide comparable data on education spending by general government, including national and provincial education departments and other government departments.

Table 1 shows the amount spent by households (private education spending) and by government on education (including higher education and basic education) between 2000 and 2008, at current rand value. Unfortunately, since the split of the Department of Education into the Department of Higher Education and Training (DHET) and the Department of Basic Education (DBE) in 2009, it is not possible to disaggregate household spending on basic education.

Table 1: Government and household spending on education, 2000 to 2008, current rand value

R billion	2000	2001	2002	2003	2004	2005	2006	2007	2008
Private (household) education spending	17.6	19.9	21.9	24.1	27.3	29.7	32.5	35.5	39.1
General government education spending	57.5	63.2	70.8	80.1	85.5	93.3	103.2	116.2	137.7
Total private and government spending	75.1	83.1	92.7	104.2	112.9	122.9	135.7	151.7	176.8

Source: *Department of Basic Education, Macro Indicator Report, 2013*

As shown in Table 1, household education spending together with spending of general government on education totalled nearly R177 billion (in current rand value) in 2008. This was equal to 7.8% of GDP with government spending being 6.1% of GDP and household spending 1.7%. Thus, household spending comprised 22% (R39.1 billion) of total education spending in South Africa and government spending the remaining 78% (R137.7 billion) (Department of Basic Education, 2013a).

2.4.2 SPENDING BY GOVERNMENT EDUCATION DEPARTMENTS

The former national Department of Education, which was responsible for both school and tertiary education, was split in 2009 into a Department of Basic Education (responsible for school or pre-tertiary education) and the Department of Higher Education and Training, which is responsible for tertiary education and for skills development and training, the latter formerly the responsibility of the Department of Labour. In addition to the two national departments, there are nine provincial education departments. **Table 2** shows (in current rand value) the amounts spent by provincial and national departments since 2000.

Table 2: Spending on education by national and provincial departments, 2000 – 2011, current rand value

R billion	2000/01	2001/02	2002/03	2003/04	2004/05	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11
National Spending	7.3	7.8	8.4	9.4	10.4	11.2	14.2	14.4	16.9	18.9	22.2
Provincial Spending	43.7	47.3	53.2	60.3	64.7	72.0	79.0	88.4	107.2	125.9	143.0
Total Departmental spending	51.1	55.1	61.5	69.7	75.0	83.2	93.1	102.7	124.1	144.8	165.2

Sources: *National Treasury, Budget Review (2011 and various years); National Treasury, provincial expenditure database 2011; National Treasury, intergovernmental Fiscal review & Provincial Budget Review (various years)*

In 2010/11 expenditure by education departments amounted to R165 billion, which equalled 6% of GDP and 19.5% of consolidated general government spending. In nominal terms, education spending more than tripled from 2000-2001 to 2010-2011.

3. GOAL 1: EARLY CHILDHOOD CARE AND EDUCATION

3.1 INTRODUCTION

Goal 1: Expanding and improving comprehensive early childhood care and education, especially for the most vulnerable and disadvantaged children.

Government has made significant efforts to increase access to early childhood development (ECD) by introducing a reception programme as well as expanding the provision of services to children from birth to four years (Statistics South Africa, 2013).

A country's position in the global economy depends on the competencies of its people and those competencies are formed early in life, before the child reaches the age of three years (UNICEF, 2001). Economic arguments for investing in ECD include a potential increase in productivity over a lifetime, as well as a better standard of living when the child becomes an adult. Investment in ECD contributes to higher earnings for parents and caregivers who are freer to enter the labour force. Furthermore, exposing children to ECD results in cost savings in remedial education, health care and rehabilitation services.

Intervention in children's earliest years helps to reduce social and economic disparities, including gender inequalities that divide a society, and contributes to including those traditionally excluded (UNICEF, 2001).

There is little doubt that stimulation and development at an early stage of life plays a critical role in good health, growth, success in education and in life. Experiences and interactions with adults influence the way a child's brain develops in the early years of childhood. Additionally, adequate nutrition, good health and clean water are central to ensuring that a child develops optimally (UNICEF, 2001).

In South Africa, children from birth to four years of age represent 10% of the total population (Stats SA, 2009). Investing in this age group could have a long-term impact on improving the standard of living and the global competitiveness of the country in future.

In recognising the importance of ECD for the country as a whole, in his 2009 State of the Nation Address, President Jacob Zuma underscored government's commitment to stepping up the ECD programme with the aim of ensuring universal access to Grade R and doubling the number of nought to 4-year-olds with access to ECD by 2014 (The Presidency, 2009a).

The National Development Plan 2030 (NDP) has outlined the benefits of intervening early in the lives of children. These include better school enrolment rates, retention and academic performance, higher rates of high school completion, lower levels of antisocial behaviour, higher earnings and improved adult health and longevity.

Therefore the NDP proposes making early childhood development a top priority among the measures to improve the quality of education and long-term prospects of future generations. Measures include providing dedicated resources towards ensuring that children are well cared for from an early age and receive appropriate emotional, cognitive and physical development stimulation. The definition of early childhood development should be broadened, taking into account all the development needs of a child. The expanded definition will act as the basis for all strategies and to make two years of quality pre-school enrolment for four and 5-year-olds compulsory before Grade 1.

3.2 POLICY AND THE LEGISLATIVE LANDSCAPE OF ECD IN SOUTH AFRICA

ECD is an umbrella term that refers to the processes by which children from birth to nine years of age grow and flourish socially, physically, mentally, emotionally, spiritually and morally (Department of Education, 2001).

The provision of ECD programmes in South Africa is an inter-sectoral responsibility, shared among the Department of Social Development (DSD), the Department of Health and the Department of Basic Education (DBE), with the Office of the Rights of the Child in the Presidency playing a monitoring role.

DSD takes primary responsibility for the provision of ECD to children under the age of five, while the DBE is responsible for ensuring that children who are five years of age and older have access to quality education.

In 2005, government developed a National Integrated Plan for ECD in South Africa. The key aim of the plan was to forge greater synergy between programmes undertaken by various government departments in the field of ECD. The plan is aimed primarily at giving the children in this country the best start in life by building a solid foundation of physical, emotional, psycho-social, cognitive and healthy development (UNICEF, 2005).

DSD's White Paper on Social Development addresses the provision of ECD to children from birth to the age of nine. It takes a developmental approach and focuses on how to address the needs of children in accordance with their specific ages. It emphasises a family approach to child care and targets not only caregivers of children and social services professionals, but also parents. The Child Care Amendment Act, 1983 (Act 74 of 1983) provides for the regulation of day-care facilities for children and the payment of subsidies to day-care facilities. The Children's Amendment Act, 2007 (Act 41 of 2007) regulates a range of child-care and protection services. These include partial care (crèches and nursery schools), ECD programmes, prevention and early intervention services for vulnerable children, and protection services for children who have suffered abuse, neglect, abandonment or exploitation. It also includes a system to identify, report, refer and support vulnerable children.

From its side, the Department of Education (DoE) prioritised ECD via the development and implementation of White Paper 5 on Early Childhood Development (DoE, 2001). This policy focuses on children from birth to six years of age, with the emphasis on the provision of education to Grade R. The purpose and major thrust of the policy is to ensure the phasing in of Grade R as part of the schooling system. In relation to children from birth to four years of age, the policy advocates a system of inter-sectoral collaboration where provision is concerned.

The DBE's approach to ECD conveys the importance of an integrated approach to child development that considers a child's health, nutrition and education, as well as psycho-social factors, in addition to other environmental factors within the context of the family and the community (DoE, 2001).

The Department of Health provides for children in the age group nought to nine years by means of various policies and programmes which are not ECD-specific, but address the general health needs of children.

The National Development Plan 2030 provides an overarching vision for early childhood development and all government departments and partners are expected to align their plans and strategies to the proposals in the NDP.

3.3 THE NON-PROFIT SECTOR AND COMMUNITY PROVISION

The non-profit sector plays a major role in the provision of ECD. A significant number of early learning sites and programmes across South Africa were initiated by the non-profit sector, working with communities. Over many years of working with children, ECD non-governmental organisations in South Africa accumulated immense and invaluable expertise in the field of ECD. It is therefore important for government to tap into this expertise in developing and implementing an integrated approach to ECD.

The NDP encourages innovation in the way ECD services are delivered. Home and community-based ECD interventions should be piloted in selected districts. Financing for this initiative could involve working closely with foreign donors and private sector funders. External finance is useful as a way of piloting new initiatives but not for basic funding of ECD programmes, which the state must provide. The NDP emphasises the need to improve state funding for ECD as the current funding mechanisms are not adequate for the expanded ECD programme. Furthermore, the NDP indicates that coordination between departments, as well as the private and non-profit sectors, should be strengthened.

3.4 PARTICIPATION OF 0 TO 4-YEAR-OLDS IN EDUCATION

According to the 2012 General Household Survey (GHS), approximately 37% of nought to 4-year-olds attended an education institution. **Table 3** indicates a massive increase, from approximately 7% in 2002 to 37% in 2012, in the proportion of children aged nought to four years attending educational institutions.

It should be noted, however, that the significant increase between 2008 and 2012 is attributable to the changes that were brought about to the 2009 GHS questionnaire.

In 2012, Free State and Gauteng had the highest percentage of children aged nought to four years of age attending ECD programmes with 47% and 46% respectively, while KwaZulu-Natal and Northern Cape had significantly lower attendance rates of 28% and 27% respectively.

Table 3: Percentage of 0 to4-year-olds attending educational institutions by province, 2002 – 2012

Province	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012
Eastern Cape	9.3	14.2	12.5	17.5	18.8	18.6	20.3	29.5	32.6	32.9	37.8
Free State	6.8	11.3	11.8	20.4	20.2	21.2	18.0	36.8	33.4	38.2	46.7
Gauteng	11.9	18.8	18.3	21.7	28.4	24.0	25.4	43.5	42.6	43.6	45.7
KwaZulu-Natal	4.9	8.1	7.3	7.2	7.9	10.4	11.7	23.7	25.1	24.9	27.9
Limpopo	5.3	10.1	11.8	13.4	17.6	15.5	14.5	27.9	29.6	42.1	37.3
Mpumalanga	5.2	8.4	13.1	11.3	13.5	12.4	16.2	28.1	28.5	31.0	28.8
North West	6.7	11.1	8.9	11.8	8.3	15.6	8.0	21.8	26.7	29.0	32.9
Northern Cape	3.4	5.1	4.1	9.0	8.6	14.2	10.6	19.3	21.1	26.9	25.6
Western Cape	10.3	14.1	14.3	19.1	16.0	14.1	14.4	27.6	39.4	36.2	39.6
National	**7.5**	**12.1**	**12.0**	**14.8**	**16.6**	**16.5**	**16.7**	**29.8**	**32.3**	**34.5**	**36.5**

Source: *Statistics South Africa, General Household Survey: 2002 – 2012, DBE own calculations*

3.5 PARTICIPATION OF 5-YEAR-OLDS IN EDUCATION

In 2012, 85% of 5-year-olds attended an educational institution. **Table 4** indicates that there was an increase from 39% in 2002 to approximately 85% in 2011 in the number of 5-year-olds attending an educational institution. This translates into an increase of 46% over the 2002 to 2012 period.

Table 4 also indicates an unusually high increase of almost 15% in the proportion of 5-year-olds in the country attending an educational institution between 2008 and 2012. Since government had committed earlier to ensuring that all children aged five were attending educational institutions by 2010, the significant increase between 2008 and 2009 may be attributed to the interventions aimed at realising this commitment.

It is interesting to note that, in 2012, the poorer provinces of Limpopo and the Eastern Cape showed higher proportions of 5-year-olds attending educational institutions (94% and 93% respectively) than the more affluent Western Cape (74%).

Table 4: Percentage of 5-year-old children attending educational institutions by province, 2002 – 2012

Provinces	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012
Eastern Cape	49.6	52.7	60.8	69.0	70.9	69.3	80.3	85.4	92.1	91.0	93.1
Free State	33.3	54.7	56.3	55.6	59.2	61.3	60.4	86.0	79.1	81.8	86.4
Gauteng	45.9	59.2	51.3	60.0	60.9	64.3	61.3	73.3	82.5	86.5	86.0
KwaZulu-Natal	33.4	35	38.7	50.1	54.3	51.5	57.5	70.1	84.8	78.0	77.1
Limpopo	43.1	55.7	68.4	73.2	76.6	71.8	74.3	92.7	95.9	95.0	93.8
Mpumalanga	28.9	37.9	60.1	55.5	57	63.6	65.1	83.2	73.1	86.3	84.5
North West	36.6	42.8	48.2	47.4	50.5	45.7	53.2	66.8	73.8	86.4	89.0
Northern Cape	21.5	34.2	25.9	55.2	46.7	59.1	50	80.1	78.3	78.1	71.1
Western Cape	41.2	53.7	49.6	63.3	65.7	52.2	53.5	79.1	69.5	75.9	73.9
National	**39.3**	**48.1**	**51.9**	**59.3**	**61.6**	**60.2**	**63.2**	**78.3**	**83.4**	**84.8**	**84.6**

Source: *Statistics South Africa, General Household Survey, 2002 – 2012, DBE calculations*

3.6 PARTICIPATION IN GRADE R

Table 5 indicates the enrolment of children in Grade R in public schools as a proportion of the 5-year-old population. The data in this table excludes children attending Grade R at community sites that provide Grade R programmes.

Nationally, there has been a large increase (60%) in Grade R enrolment from 15% in 1999 to 75% in 2012. As Table 5 shows, this increase has been generally steady and consistent over the years.

Table 5 also indicates that the participation rates by males and females in Grade R are almost equal, which is an encouraging sign for the promotion of gender equity.

Table 5: Enrolment in Grade R and Gross Enrolment Rates for Grade R in ordinary schools, 1999 – 2012

Year	Females	Males	Total	GER (Female)	GER (Male)	Total GER
1999	78 574	77 718	156 292	15.3	15.0	**15.2**
2000	113 607	113 024	226 631	22.1	21.8	**21.9**
2001	121 076	120 449	241 525	23.5	23.2	**23.4**
2002	139 708	139 018	278 726	27.2	26.9	**27.0**
2003	157 855	157 532	315 387	31.0	30.7	**30.8**
2004	178 643	177 844	356 487	35.4	34.9	**35.2**
2005	202 607	202 590	405 197	40.6	40.3	**40.3**
2006	219 969	221 652	441 621	44.3	44.1	**44.2**
2007	242 409	245 116	487 525	49.0	48.9	**48.9**
2008	271 113	272 686	543 799	49.9	50.1	**51.9**
2009	308 628	311 595	620 223	60.4	60.2	**60.3**
2010	351 351	355 852	707 203	66.8	66.5	**66.7**
2011	365 256	369 398	734 654	69.9	69.5	**69.7**
2012	386 804	381 061	767 865	75.2	74.9	**74.7**

Sources: *Department of Basic Education, Education Statistics in South Africa, 1999 – 2012; Statistics South Africa Mid-Year Population Estimates*

Table 6 indicates that the Eastern Cape had the highest increase in participation of children in Grade R, with 106% in 2012. This is a huge increase from a mere 14% in 2002. This massive increase in Grade R enrolment could be attributed to the provision of meals at public schools, which may have encouraged the enrolment or inclusion of underaged children in Grade R. Gauteng and the Western Cape had the lowest Grade R enrolment with 48% and 54% respectively. It is surprising to note that affluent provinces, such as Gauteng and the Western Cape, show a relatively lower enrolment rate in Grade R. However, this might be due to the presence of many private ECD centres in these provinces, which are offering Grade R programmes but are not registered as schools.

Table 6: Grade R GER by province, 2002 – 2012

Province	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012
Eastern Cape	13.9	30.3	48.3	70.1	72.9	77.9	94.4	107.4	105.2	101.5	105.7
Free State	28.1	26.7	27.1	30.6	30.7	38	39.8	39	53.5	57.3	64.7
Gauteng	18.3	19.8	21	24.1	23.3	28	26.9	34	36.1	40.5	48.0
KwaZulu-Natal	30.7	32.6	31.9	35.1	35.7	53.8	57.5	66.1	70.9	73.7	82.0
Limpopo	63.6	65	66.9	75.7	78.1	75.7	78.2	81.5	92.5	96.1	102.1
Mpumalanga	14.3	16.4	28.2	17	17.1	40.8	47.4	57.9	71.0	79.8	71.1
North West	13	17.8	23.1	40	39.9	66	38.4	46.5	59.0	60.9	61.0
North Cape	5.4	7.8	8.3	9.3	9.2	11.9	29.8	40.8	62.1	68.3	67.5
Western Cape	33.2	36.3	35.7	35.7	34.9	33.2	29.1	36.5	40.7	47.4	54.0

Sources: *Department of Basic Education, EMIS publications, 2002 – 2011; Statistics South Africa, population estimates, 2002 – 2012*

4. GOAL 2: ACCESS TO PRIMARY EDUCATION

Goal 2: Ensuring that by 2015 all children, particularly girls, children in difficult circumstances and those belonging to ethnic minorities, have access to a completely free and compulsory primary education of good quality.

This section focuses on access to primary education in South Africa. Primary education spans Grades 1 to 7. The appropriate age for primary schooling in South Africa is seven to 13 years. The Education Laws Amendment Bill of 2002 stipulates the age of admission to Grade 1 as the year in which a child turns seven. However, a Constitutional Court challenge to the Bill in 2003 resulted in the school-going age for Grade 1 being changed to five years, if a child would turn six on or before 30 June in the Grade 1 year. This was implemented with effect from the 2004 school year and is still in place (Republic of South Africa, 1996b).

4.1 PARTICIPATION RATES IN PRIMARY EDUCATION

There have been considerable efforts to accomplish universal access to primary education throughout the world in recent years. These include the Education For All initiative and the Millennium Development Goals. As this section will demonstrate, South Africa has effectively achieved universal access to primary education.

According to the Consortium for Research on Educational Access, Transitions and Equity (CREATE, 2008), almost all children of school-going age (seven to 13 years) are enrolled in schools in South Africa, with just under 2% of learners never entering a public school. In 2005, the majority of learners stayed in school until the end of their primary schooling, with 89% completing Grade 7. Repetition and drop-out rates are both calculated to reach an average of 4% during primary schooling, but these may be underestimates (CREATE, 2008).

Table 7 reflects the participation of children, aged seven to 13, in primary education by gender. The attendance of seven to 13-year-olds remained high from 2002 to 2009. Overall, 99% of seven to 13-year-olds were attending an education institution in 2009, compared to 96% in 2002, an increase of 3%.

The GHS also indicates that attendance of learners was almost equal for both females and males throughout the years. From 2009 to 2012 the Gender Parity Index (GPI) stood at 1.00.

Table 7: Participation of 7 to13-year-olds in education institutions by gender, 2002 – 2012

Gender	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012
Male (%)	96.4	96.9	97.9	98.1	97.9	98.6	98.2	98.8	99.0	99.0	99.0
Female (%)	97.1	97.9	98.5	98.4	98.4	98.0	98.0	99.0	99.1	99.1	99.4
Total (%)	96.7	97.4	98.2	98.2	98.2	98.3	98.1	98.9	99.0	99.0	99.2
GPI	1.01	1.01	1.01	1.00	1.01	0.99	0.99	1.00	1.00	1.00	1.00

Source: *Statistics South Africa, General Household Survey, 2002-2012, DBE own calculations*

4.2 PARTICIPATION OF SEVEN TO 15-YEAR-OLDS IN COMPULSORY BASIC EDUCATION

The South African Schools Act requires parents to ensure that their children attend school from the first school day of the year in which they turn seven, until the last school day of the year in which they turn 15, or the end of the Grade 9, whichever comes first (Republic of South Africa, 1996b).

In 2012, the GHS indicated that a very high proportion of seven to 15-year-olds were attending educational institutions between 2002 and 2012 (Statistics South Africa, 2010). **Table 8** indicates that the participation rate increased from 96.3% in 2002 to 98.8% in 2012. This figure is supported by findings from a study undertaken by Social Surveys, which found that the aggregate attendance figures were higher in the Basic Education Phase, defined as all those children aged seven to 15 years (Social Surveys, 2009).

Table 8: Percentage of 7 to 15-year-old children attending educational institutions by province, 2002 – 2011

Province	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012
EC	95.5	95.9	97.0	97.4	97.3	97.7	97.6	97.8	98.5	98.5	98.4
FS	97.5	96.8	97.0	97.5	98.7	98.7	98.2	98.7	98.9	98.9	99.2
GP	98.1	98.9	98.9	98.5	97.7	97.5	98.3	98.5	98.8	99.3	99.0
KZN	94.8	96.4	97	97.7	97.2	97.5	97.9	98.0	98.2	98.7	98.8
LP	97.4	98.0	98.8	99.0	98.9	98.5	98.2	98.8	99.1	99.1	99.2
MP	97.2	98.1	98.6	97.9	98.1	97.9	98.2	98.3	99.1	99.0	99.0
NW	95.4	96.7	97.7	96.3	95.9	96.9	97.3	97.6	97.8	98.6	98.8
NC	93.6	95.7	96.6	97.5	97.6	97.5	97.5	98.5	98.2	98.6	98.6
WC	97.3	97.1	98.1	98.2	97.6	98.2	97.0	98.1	99.1	97.9	98.2
National	**96.3**	**97.1**	**97.8**	**97.9**	**97.7**	**97.8**	**97.9**	**98.5**	**98.7**	**98.8**	**98.8**

Source: *Statistics South Africa, General Household Survey, 2002–2012, DBE own calculations*

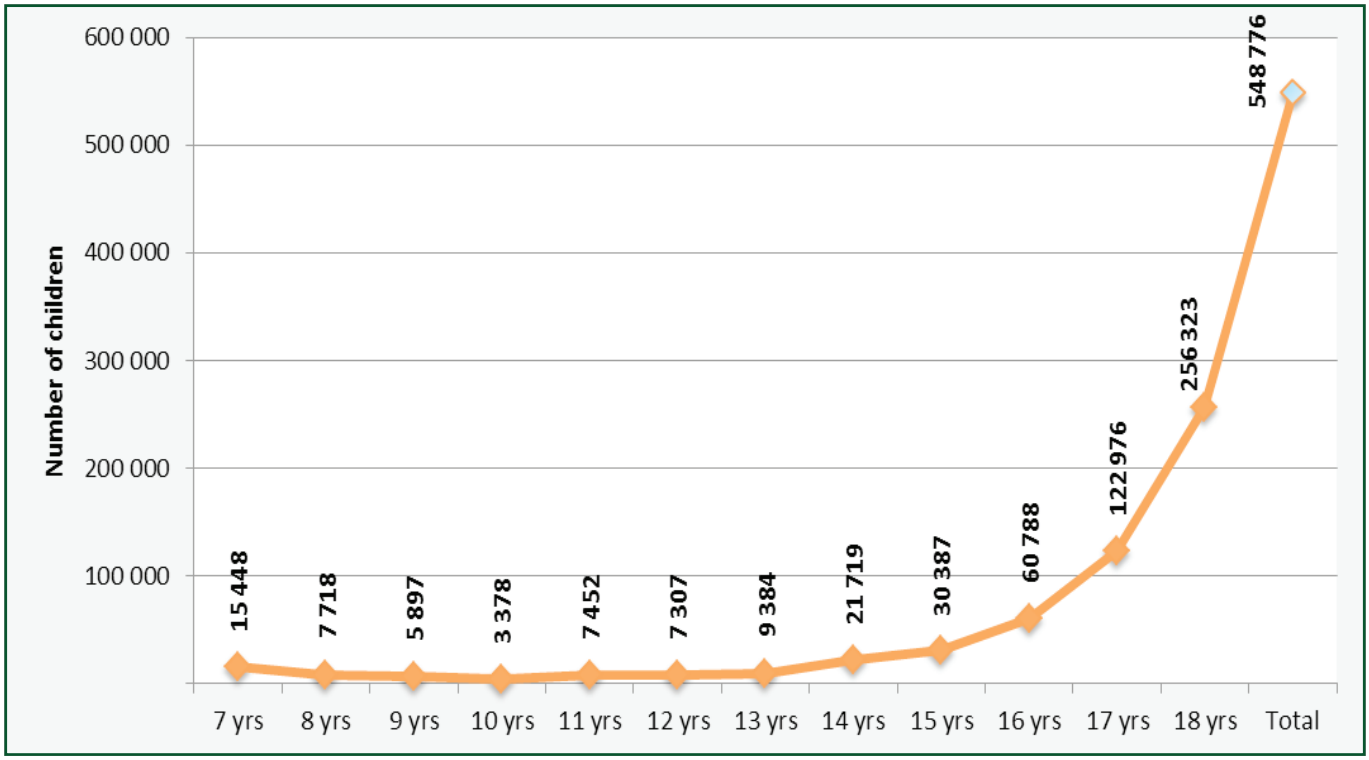
4.3 OUT-OF-SCHOOL CHILDREN/YOUTH

Out-of-school (OOS) children/youth may be defined as boys and girls who belong to any of the following categories: a) seven to 14-year-olds who are not enrolled; b) 15 to 24-year-olds who are not enrolled, not employed and who are not tertiary level graduates; c) all children of compulsory school-going age who have been excused from attending school; and d) adolescents older than 16 years who are legally out of school (education.com, 2010).

The UNESCO Institute for Statistics (UIS) defines OOS primary school children as children in the official primary school age range who are not enrolled in either primary or secondary schools. This indicator helps to identify the size of the population in the official primary school-going age range, who should be targeted with policies and efforts to achieve universal primary education.

Figure 1 below provides a summary of out-of-school children in 2012. Overall 548 776 children aged seven to 18 years were not attending educational institutions.

Figure 1: Number of 7 to 18-year-old children out of school or not attending any form of educational institution, 2012



***Source**: Statistics South Africa, General Household Survey, 2012, DBE own analysis*

According to the GHS, the number of seven to 15-year-olds who were OOS decreased from more than 300 000 in 2002 to at least 108 690 in 2012. By contrast, the Social Surveys study found that there were 121 373 children (see Table 9), aged seven to 15 years, who were OOS in 2009 (Social Surveys, 2009). Although these figures do not show absolute correspondence, they do confirm a high participation rate in the compulsory band of education.

Table 9: Percentage of 7 to 15-year-old children out of school by gender, 2002 – 2012

	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012
Male	4.0	3.3	2.6	2.4	2.6	2.4	2.2	1.7	1.4	1.3	1.5
Female	3.4	2.4	1.9	2.1	2.2	1.8	1.9	1.4	1.3	1.2	0.9
Total	**3.7**	**2.8**	**2.3**	**2.2**	**2.4**	**2.1**	**2.1**	**1.5**	**1.3**	**1.2**	1.2

***Source**: Statistics South Africa, General Household Survey, 2002 – 2012, DBE own analysis*

Table 10 indicates the percentage of seven to 15-year-olds who are OOS by population group, from 2002 to 2009. Overall, more Coloured and African/Black children in this age group were out of school during the reporting period, than children from other population groups.

In 2002, 4% of Coloured and African/Black children aged seven to 15 were OOS. The percentage of OOS White children in the seven to 15-year age group decreased from 0.4% in 2002 to 0.2% in 2012. On average, the Indian/Asian OOS percentage has increased from 0.5% in 2002 to 0.9% in 2012. This increase, albeit small, is a cause for concern. Further investigation is required to establish whether the data reflects reality. Although the percentage of OOS school children significantly decreased for both population groups by 2012, OOS children in this age group still constitute a cause for concern.

Table 10: Percentage of 7 to 15-year-old children out of school by population group, 2002 – 2012

	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012
African/Black	4.0	3.1	2.5	2.3	2.5	2.1	2.1	1.6	1.4	1.2	1.2
Coloured	4.1	2.6	2.0	2.5	2.4	2.6	2.6	1.8	1.5	2.2	2.2
Indian/Asian	0.5	1.1	0.8	0.5	5.3	0.0	0.0	0.1	0.2	0.4	0.9
White	0.4	0.6	0.3	0.5	0.1	1.7	1.7	1.0	0.4	0.8	0.2

***Source**: Statistics South Africa, General Household Survey, 2002 – 2012, DBE own analysis*

Table 11 indicates the OOS children, aged 16 to 18, between 2002 and 2012 by gender. Nationally, in 2012, 14% of 16 to 18-year-olds were not attending any form of educational institution. This has decreased from 17% in 2002. Furthermore, a high proportion – 15% – of female children aged 16 to 18 years were out of school, compared to approximately 13% of male children of the same age.

Table 11: Percentage of 16 to 18-year-old youth not attending education institutions by gender, 2002 – 2012

	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012
Male	14.3	14.6	14.1	14.8	15.7	13.4	15.5	15.9	15.2	14.3	12.8
Female	20.9	19.8	20.5	20.9	19.5	16.3	16.9	17.5	19.0	16.0	15.4
Total	**17.6**	**17.2**	**17.3**	**17.8**	**17.5**	**14.8**	**16.2**	**16.7**	**17.1**	**15.1**	**14.1**

***Source**: Statistics South Africa, General Household Survey, 2002-2012, DBE own analysis*

4.4 REASONS FOR NOT ATTENDING EDUCATIONAL INSTITUTIONS

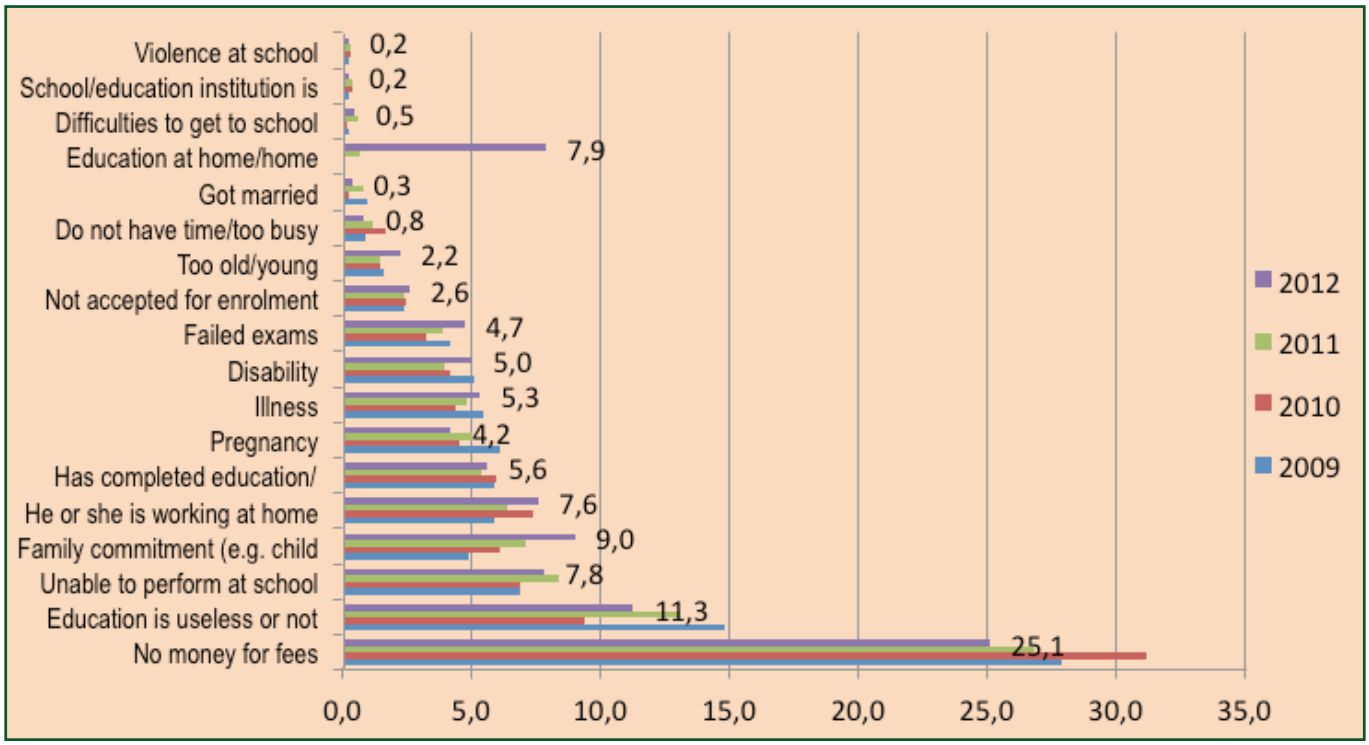
The analysis of this section focuses on the reasons for not attending educational institutions for seven to 18-year-old children as the appropriate age range for children to attend school.

Notwithstanding the fact that most poor children have access to no-fee schools, in 2012, as in 2010, 'no money for fees' (25%) was the main reason for children aged seven to 18 not attending educational institutions. One explanation for children still having a problem of access to educational institutions owing to 'no money for fees' is that some of these children, particularly 18 year olds, could have already completed Grade 12 and do not have money to pay for fees at further or higher education institutions.

Figure 2 shows additional reasons for not attending an educational institution between 2002 and 2012. The 2012 reasons include: education is useless or not interesting (11%), working at home or in a business (8%), unable to perform at school (8%), family commitment (9%) and completed education (6%).

The relatively high proportion of seven to 18-year-old children indicating that they are not attending an educational institution because they find education 'useless or not interesting' suggests the need to explore what needs to be done to make education more relevant and more inspiring. This could include finding ways to create alternative streams of education.

Figure 2: Selected reasons for non-attendance, 2009 – 2012



Source: *Statistics South Africa, General Household Survey, 2009 – 2012, DBE own calculations*

Table 12 compares the main reasons for not attending educational institutions over the reporting period from 2002 to 2012.

It is evident that 'no money for fees' has been a major problem but has decreased significantly from approximately 39% in 2002 to 25% in 2012. There was a decrease in some reasons – education is useless or uninteresting, Illness, school/education institution is too far away and pregnancy – and an increase in others – family commitment (child minding, etc.), he/she is working (at home or in a job) and failed exams.

Table 12: Selected reasons for 7 to 18-year-old children not attending educational institutions, 2002 – 2012

Year	No money for fees	Education is useless or uninteresting	Illness	Pregnancy	Family commitment (child minding, etc.)	He/she is working (at home or job)	School/ education institution is too far away	Failed exams
2002	38.8	12.8	8.2	5.2	5.2	5.0	3.4	2.2
2003	39.5	9.4	8.3	5.1	4.9	4.4	4.0	4.1
2004	35.1	11.8	12.1	8.3	4.8	4.6	2.0	5.9
2005	34.4	12.8	9.2	6.2	7.7	6.2	1.8	6.8
2006	35.2	14.2	9.3	6.6	5.7	6.6	1.7	5.8
2007	32.2	15.1	10.0	5.9	7.1	7.5	1.8	4.4
2008	26.0	12.2	12.3	6.4	4.8	8.0	2.0	7.2
2009	27.9	14.8	5.4	6.1	4.9	5.8	0.2	4.1
2010	31.2	9.3	4.4	4.5	6.1	7.4	0.3	3.2
2011	26.8	13.1	4.8	5.0	7.1	6.3	0.4	3.9
2012	25.1	11.3	5.3	4.2	9.0	7.6	0.2	4.7

Source: *Statistics South Africa, General Household Survey, 2002 – 2012, DBE own calculations*

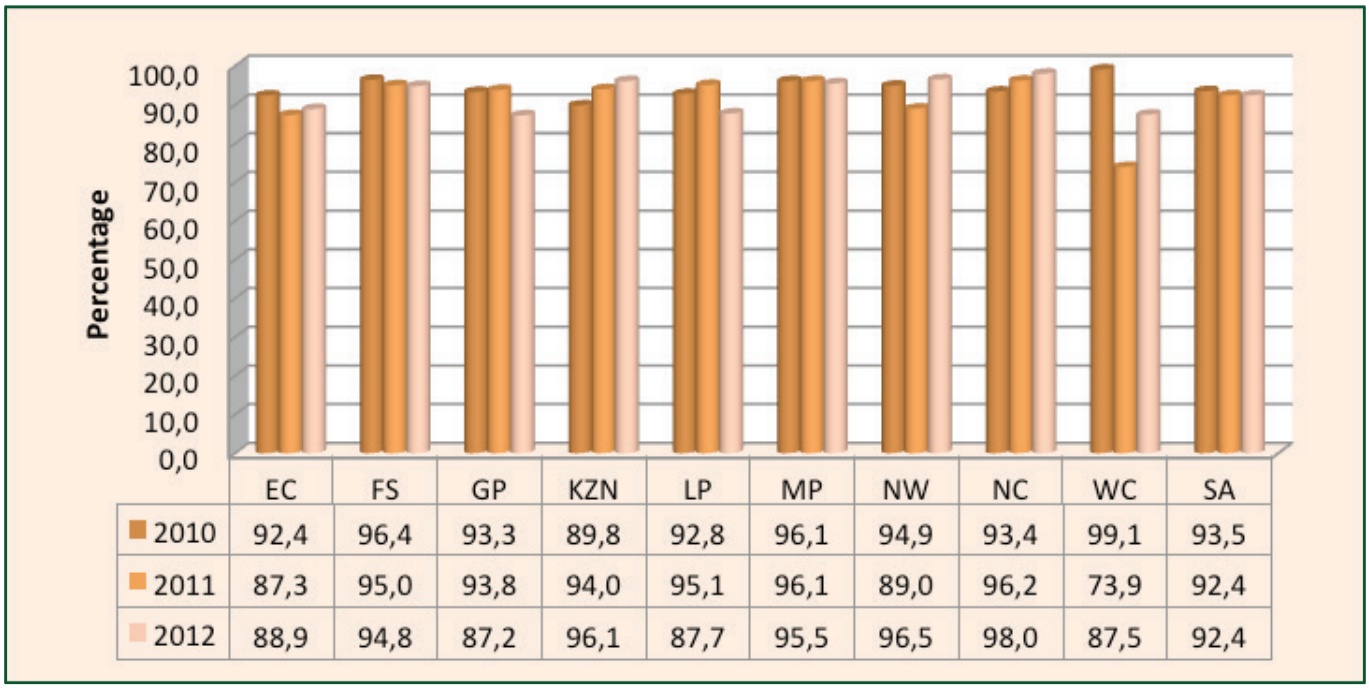
4.5 DISABILITY

The Integrated National Disability Strategy of 1997 rejects the segregation of persons with disabilities from the mainstream of society. It emphasises the need to include persons with disabilities in the workplace, the social environment, the political sphere and the sport arena. The DoE's White Paper 6 (DoE, 2001) supports this standpoint and regards the establishment of an inclusive education and training system as a cornerstone of an integrated and caring society, as well as an appropriate education and training system for the 21st century. White Paper 6 (DoE, 2001) outlines government's commitment to the provision of education opportunities to learners who experience or have experienced barriers to learning and development.

4.5.1 PERCENTAGE OF 7 TO 15-YEAR-OLDS WITH A DISABILITY WHO ATTEND EDUCATIONAL INSTITUTIONS

Figure 2 below indicates the percentage of seven to 15-year-olds with a disability who are attending school. In 2012, 92% of seven to 15-year-olds with disabilities attended school. While this figure is a positive indication of inclusiveness in schooling, it also means that 8% of such children do not attend school. Clearly this group of children should be targeted for support to ensure that their right to basic education is realised.

Figure 3: Percentage of 7 to 15-year-old children with disabilities attending educational institutions, 2010 – 2012



	EC	FS	GP	KZN	LP	MP	NW	NC	WC	SA
2010	92,4	96,4	93,3	89,8	92,8	96,1	94,9	93,4	99,1	93,5
2011	87,3	95,0	93,8	94,0	95,1	96,1	89,0	96,2	73,9	92,4
2012	88,9	94,8	87,2	96,1	87,7	95,5	96,5	98,0	87,5	92,4

Source: *Statistics South Africa, General Household Survey, 2010-2012, DBE own calculations*

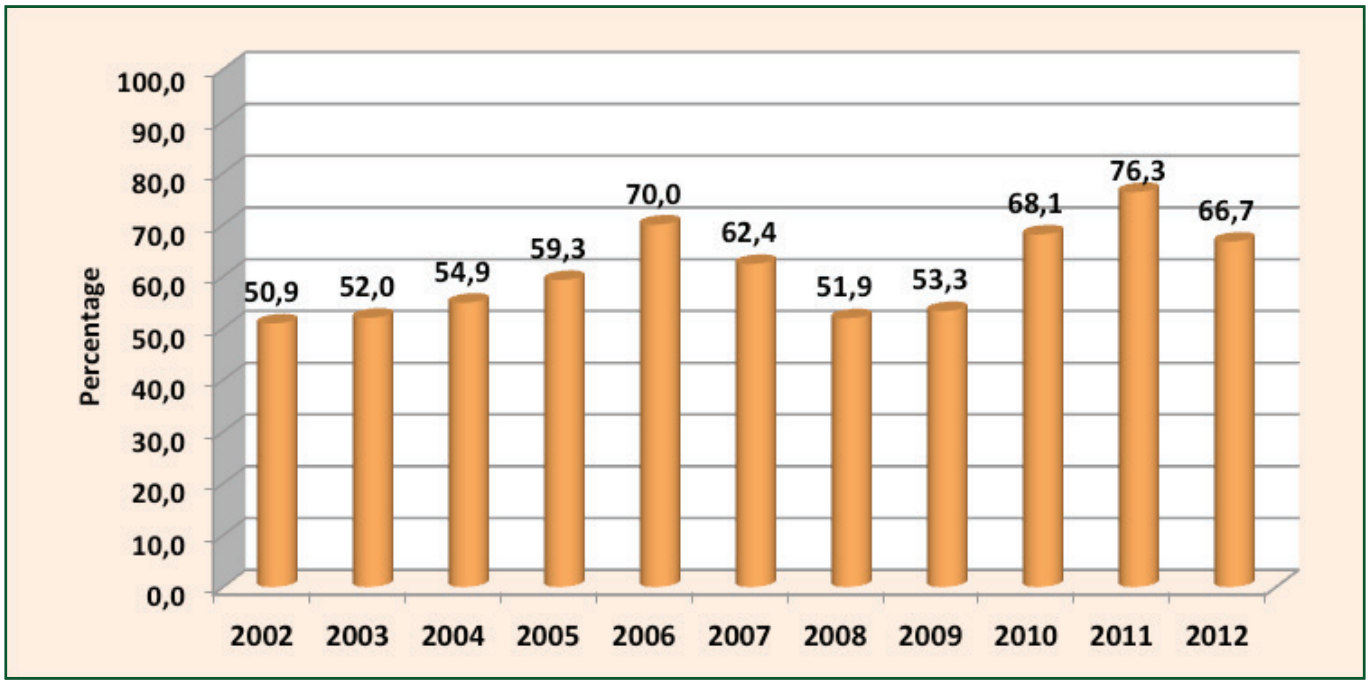
The overall trend of school attendance by children in this category has not been consistent since 2002. This could be due to the statistical effect of the small sample of persons in this category. Nonetheless, the overall trend does show that more (92%) seven to 15-year-old children who have disabilities attended school in 2012, compared to those in 2002 (73%).

4.5.2 PERCENTAGE OF 16 TO 18-YEAR-OLDS WITH DISABILITIES, WHO ATTEND EDUCATIONAL INSTITUTIONS

Figure 4 below indicates the participation of 16 to 18-year-olds who have disabilities in educational institutions. In 2012, approximately 67% of 16 to 18-year-olds who have disabilities attended an educational institution. This implies that a significant proportion of such children (33%) is not participating in any form of education. The trend of attendance in this category of children has not been consistent since 2002.

While there was a significant increase in attendance of educational institutions by this category of children between 2002 and 2006 (19%), the figure decreased substantially in 2012. This somewhat erratic trend suggests (as is the case with children in similar categories), that the sample size of this category of children may be too small to arrive at clear conclusions. Nonetheless, the overall figures do suggest that a considerable proportion (33.3%) of children with disabilities, aged 16 to 18 years, is not attending an education institution.

Figure 4: Percentage of 16 to 18-year-old children with disabilities attending educational institution, 2002 – 2012



Source: *Statistics South Africa, General Household Survey, 2002-2012, DBE own calculations*

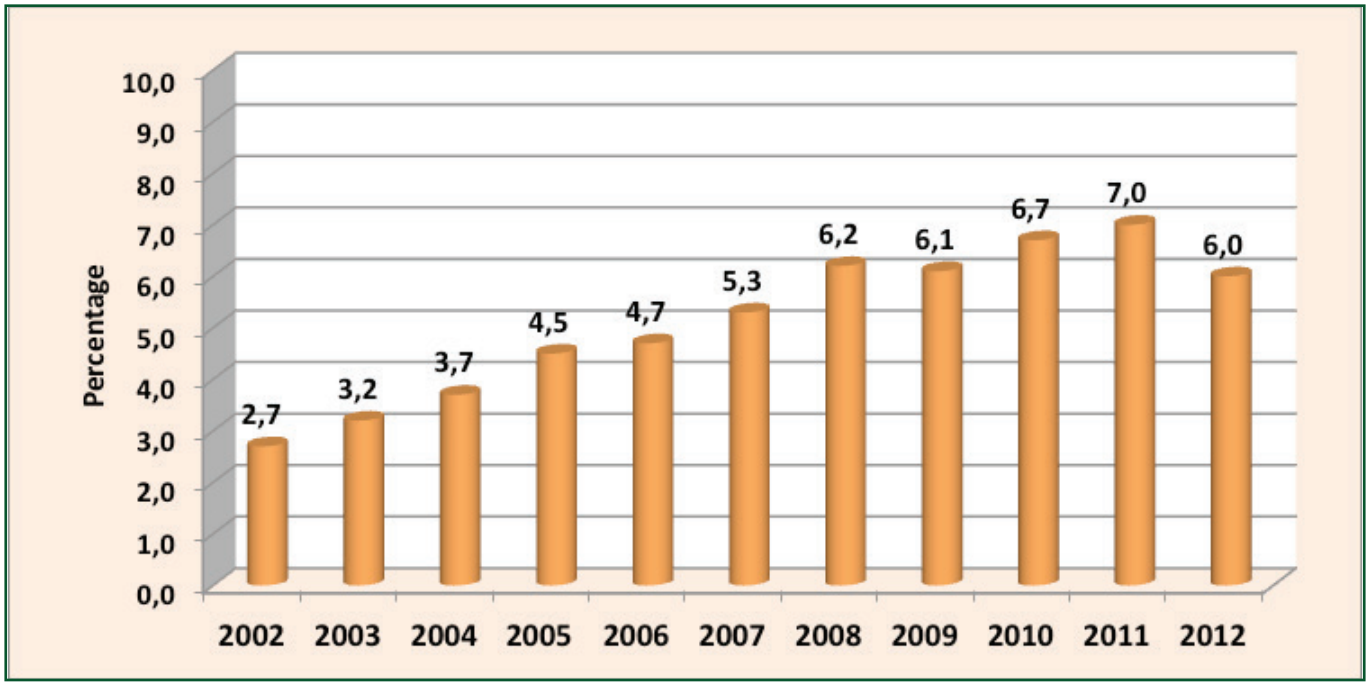
4.6 ORPHANS IN THE EDUCATION SYSTEM

Figure 5 below indicates the percentage of children attending school, whose parents are no longer alive. In 2012, of all children attending school, at least 6% were orphans. This has increased from 3% in 2002.

Throughout the years, there was an increase in the percentage of orphans attending school in South Africa. The observed increase could be attributed to a number of reasons, including: changes in the way households report on this phenomenon; an increase in maternal and paternal deaths; and improved opportunities for orphans to attend school, owing to the no-fee schools policy.

The increasing trend in orphan status among school-going children over the period 2002 to 2012 is of major concern. This phenomenon calls for greater social support for such learners in the home as well as at school. Given the increasing number of orphaned children in schools, departments of education at both national and provincial level need to strengthen existing interventions aimed at supporting vulnerable children.

Figure 5: Percentage of children attending schools who are orphans, 2002 – 2012



Source: *Statistics South Africa, General Household Survey, 2002 -2012, DBE own calculations*

According to Shisana et al. (2010), the overall rate of orphanhood among children 18 years of age and younger who participated in the survey, was 16.8%. This translates into an estimated 3 032 000 orphans in the country, of which 1 601 000 are males and 1 431 000 are female. Most of the orphans were paternal orphans (10.5%), followed by maternal (3.9%) orphans, while the fewest were double orphans (2.3%). These findings translate into an estimated 1 899 000 paternal orphans, 713 000 maternal orphans and 419 000 double orphans. When analysed by province, the Eastern Cape has the highest proportion of orphans (23.2%), followed by KwaZulu-Natal (19.4%), while the Northern Cape (10.5%) and the Western Cape (11.0%) have the smallest percentage of orphans. Rural informal areas carry the biggest burden with regard to orphanhood, with 20% among children who are 18 years old and younger.

5. GOAL 3: LEARNING NEEDS OF YOUNG PEOPLE AND ADULTS

Goal 3: Ensuring that the learning needs of all young people and adults are met through equitable access to appropriate learning and life skills programmes.

This section focuses on access to secondary education, skills development and FET colleges. Data on access to secondary schools was obtained from the DBE's EMIS database, while information on access to public FET colleges was acquired from the DHET.

5.1 ACCESS TO SECONDARY EDUCATION

According to the Age Requirements for Admission to an Ordinary Public School (DoE, 1998), learners between 14 and 18 years of age are officially regarded as being of appropriate age for the secondary Grades 8 to 12. The Gross Enrolment Ratio (GER) for secondary education is therefore defined as the number of learners enrolled in secondary school as a proportion of the total number of 14 to 18-year-olds in the population.

5.1.1 GROSS ENROLMENT RATE (GER) FOR SECONDARY LEVELS

The data used in this section covers ordinary secondary schools only, and excludes enrolment of students of the same age group who were receiving a Grade 12 equivalent education in FET colleges, which is an option that expanded considerably during the late 1990s and early 2000s. The favourably upward trend from 2002 to 2006 appears to have suffered a sharp reverse between 2007 and 2009. The apparent 6% decline in secondary GER between 2006 and 2009 is unlikely to represent an actual deterioration in access to secondary education, and is being investigated by the Department. It may be a function of measurement error in the population estimates or it may reflect lower repetition rates and fewer over-aged learners remaining in the school system. Household survey data indicates marginally increasing educational participation among the secondary school-aged population, as demonstrated below.

As the data presented in **Table 13 i**ndicates, South Africa is characterised by high enrolment rates in secondary schools, with a high secondary GER of 89% in 2012. Limpopo and KwaZulu-Natal have high participation rates of 112% and 98% respectively. Furthermore, there are comparatively low secondary GER figures for the Western Cape and Gauteng at 72% and 79% respectively.

Table 13: Secondary Gross Enrolment Rate (GER), 2002 – 2012

Province	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012
Eastern Cape	72	72	72	72	75	78	75	75	77	77	85
Free State	83	81	83	85	87	87	85	81	88	87	87
Gauteng	81	81	97	101	101	90	88	89	84	84	79
KwaZulu-Natal	81	80	91	90	91	88	83	87	88	90	98
Limpopo	91	90	100	100	102	107	102	101	101	102	112
Mpumalanga	88	87	97	94	103	97	95	93	95	96	90
North West	83	82	88	81	89	81	81	76	79	82	80
Northern Cape	76	79	82	85	85	79	76	81	82	80	81
Western Cape	72	71	86	87	86	74	71	72	76	76	72
Total	**81**	**80**	**89**	**89**	**91**	**88**	**85**	**85**	**86**	**87**	**89**

Sources: *DBE, Education Statistics in South Africa 2002-2010; DoE, School Realities, 2012 and population estimates from Statistics South Africa*

However, critics have pointed to the limits of using participation rates as a measure of real education access. Badat (2009) postulates that:

Despite almost universal formal participation in schooling, our schools continue to evince significant problems related to drop-outs, retention, progression and successful completion. As has been noted, the simple reality is that enrolment is not the same as attendance and attendance does not imply learning.

Furthermore, Lewin (2007) argues that access to education is very unevenly distributed in relation to household affluence in the majority of poor countries. Discrepancies relating to location, gender, cultural affiliation and many other signifiers of advantage may also be highly conspicuous (Lewin, 2007).

One worrying aspect about relying exclusively on GER figures to demonstrate learner participation in education is that high GERs do not really mean that all learners who are expected to be enrolled in school, actually do enrol. In South Africa, high GER figures (especially in higher grades) could also be attributed to high levels of repetition. In this instance therefore, high GERs are a reflection of a country's capacity to provide learning spaces for children.

The high percentage (11% in 2012 from the GHS) of learners aged 14 to 18 years, who are not attending an educational institution, is a worrying phenomenon. According to a study by Social Surveys (2009), teenage pregnancy emerged as the single biggest reason for being OOS, affecting 22% of children. In addition, the cost of education and general financial pressures were identified as factors contributing to children being OOS in over one-third of all cases (Social Surveys, 2009).

5.2 ENROLMENT OF 16 TO 18-YEAR-OLDS IN EDUCATIONAL INSTITUTIONS

Children aged 16 to 18 years comprise the age appropriate norm for enrolment in the FET band of schooling, which corresponds to Grades 10, 11 and 12. However, many children in this age group also enrol in other educational institutions, such as FET colleges, after completing Grade 9. Hence this section reports on the attendance of 16 to 18-year-olds of educational institutions in general, and not only on school attendance.

Although participation levels in education among 16 to 18-year-olds in South Africa are relatively high in comparison with many other middle-income countries (DoE, 2009), the public has high expectations of government to ensure that older children attend school. Moreover, research indicates that there are many social benefits for older children attending educational institutions.

Table 14 indicates the percentage of children, aged 16 to 18 years, attending educational institutions in South Africa. Enrolment figures reveal that attendance of educational institutions among the 16 to 18-year-old age group has not changed significantly since 2002.

In 2012, approximately 86% of 16 to 18-year-olds were attending educational institutions compared to 83% in 2002, a mere 3% increase.

Table 14: Percentage of 16 to 18-year-olds attending educational institutions by province, 2002 – 2012

Province	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012
Eastern Cape	83.0	78.5	78.5	80.9	83.9	85.4	83.0	80.9	81.8	83.3	85.1
Free State	85.4	86.0	86.6	88.7	83.3	90.7	85.8	83.8	83.9	86.3	87.2
Gauteng	87.7	86.5	85.6	84.2	80.6	82.2	85.6	87.2	85.1	81.7	85.7
KwaZulu-Natal	79.3	81.9	82	81.4	83.3	83.7	84.6	80.7	80.5	85.7	85.3
Limpopo	88.2	89.3	91.5	87.4	89.3	92.1	90	91.5	92.0	93.1	94.2
Mpumalanga	86.2	57.7	88.1	86.7	85.5	93.2	87.1	84.5	85.2	86.7	85.4
North West	81.2	80.8	84.3	83.9	84.1	81.6	79.1	81.4	79.2	84.9	81.9
Northern Cape	71.0	67.7	68.8	75.4	71.9	77.8	76.0	73.4	79.6	79.2	80.6
Western Cape	72.6	73.2	72.6	69.7	66.0	73.7	71.6	73.7	73.6	76.4	80.4
National	**82.9**	**79.3**	**83.3**	**82.4**	**82.5**	**85.0**	**83.9**	**82.9**	**82.9**	**84.9**	**85.9**

Source: *Statistics South Africa, General Household Survey, 2002-2012, DBE own calculations*

5.3 FURTHER EDUCATION AND TRAINING COLLEGES

The Further Education and Training (FET) college sector is the focal point of the government's plan for accelerating skills development in South Africa, especially at the intermediate level. With a target of four million enrolments by 2030, this sector is central to the achievement of the goal of a skilled workforce that is capable of participating in and contributing to the economic development of the country.

Poor quality of teaching and learning, weak financial management and poor institutional governance have the potential to undermine the realisation of the above goal. However, a range of interventions aimed at improving the performance of colleges should take the country far in ensuring that FET colleges become 'institutions of first choice' for South Africans seeking quality education and training.

This section provides a snapshot of the size, shape, and geographical spread of FET colleges. Although it paints a concerning picture, particularly in terms of student academic performance, it nonetheless provides a sound basis on which institutional performance can be progressively measured to assess the extent to which the country is realising its goals and targets.

Financial inputs into the FET college sector increased substantially over the past few years. The recapitalisation of the FET college sector began in 2005-2006, with the introduction of the FET college recapitalisation conditional grants to PEDs. In addition, FET college students are now able to access student loans and bursaries via the National Student Financial Aid Scheme (NSFAS).

As can be seen from **Table 15**, slightly over 400 000 students were enrolled in FET colleges in 2011, reflecting an increase of approximately 23 000 students since 2005.

Despite improvements in FET college enrolments over the past few years, the FET college sector has not yet expanded sufficiently to absorb children who drop out of school. This sector needs to grow substantially to ensure that the country's massive skills needs, the relatively scarce alternative education or skills pathways available to young people, and the high levels of youth unemployment are addressed.

It is important to note though that the figures provided in **Table 15** only reflect enrolment in public FET colleges. According to Lolwana (2009), private colleges accommodate close to a million students**.**

Table 15: Number of learners, educators and institutions in public FET colleges, 2005 – 2011

	2005	2006	2007	2008	2009	2010	2011
Learners	377 584	361 186	320 679	418 053	420475	345 566	400 273
Lecturers	6 407	7 096	5 987	5 753	6255	8 126	8 686
Institutions	50	50	50	45[1]	49	50	50

Sources: *DoE, Education Statistics in South Africa, 2005 – 2009 and DHET, Annual Survey Statistics for 2010, Statistic on post-school in education and training in South Africa, 2011.*

The FET sector plays an important role in equipping young people with the necessary skills to enter the labour market and become productive. However, some critics point to a lack of coherence in the implementation of the reformed qualification framework to provide an enabling environment for the FET college sector to flourish (McGrath, 2010).

5.4 THE CASE FOR A HUMAN RESOURCES DEVELOPMENT (HRD) STRATEGY FOR SOUTH AFRICA

The Human Resource Development Council of South Africa (HRDCSA) is a multi-stakeholder body that creates an enabling, coordinated and integrated environment to focus on improving the human resource development base and skills of the South African people.

Youth unemployment in South Africa constitutes a major problem. Approximately 31% of persons between the ages of 15 and 35 (approximately 5.7 million youths) are currently unemployed (Gustafsson, 2011). Given that, in the light of current macro-economic trends, youth unemployment is unlikely to be reduced significantly in the near future, it is imperative for young people to be provided with skills that could facilitate their self-employment.

Interventions in human resource development represent an essential contribution to promoting the country's development agenda. The need to develop and implement a robust HRD strategy is as important today as it was at the onset of our democracy in 1994. Our notion of an HRD policy framework is influenced by the challenges that the country seeks to address, our history, institutions, resources and the developing policy environment. In addition, our concept of HRD recognises that inefficiencies in the system such as 'bottlenecks and logjams in the skills pipeline' remain a major challenge to achieving our strategic HRD goals.

The HRD policy framework is grounded on broad-based and opportunity-specific HRD strategies and policies that are synchronised with South Africa's economic development needs. It focuses on the elements of HRD that significantly and positively impact on our economic performance such as educational attainment, skills development, science and innovation, and labour market/employment policies.

HRD impacts on a wide range of institutions, processes and policies in and outside the governmental system. For this reason, the HRD policy framework endeavours to establish a coherent institutional framework for HRD-oriented policies that take into account both demand and supply-side issues. In doing so, HRD strategy embraces the work of government line departments, public and private entities, NGOs and a multitude of private enterprises.

Government's central national concern is to accelerate development so that there would be a balance between supply and demand with regard to human resources. HRD is about taking purposeful action to increase the aggregate levels of skills in the workforce, so that opportunities for individuals could be maximised and thereby benefit society as a whole. The primary purpose of this HRD strategy is to mobilise multi-stakeholder participation, and to encourage individuals and organisations to address the challenge of improving the human resources stock of our nation (Department of Education, 2008).

Consequently, the HRD strategy needs to be situated within the realities of increasing competition and the spread of global production systems, and the need to attain equity and reduce poverty and inequality.

5.5 YOUTH SKILLS DEVELOPMENT

The National Youth Development Agency (NYDA) has shifted its core business away from enterprise finance towards education and skills development. The fundamental change has been shifting from loan provision to grant provision to young entrepreneurs.

The NYDA grant programme provides young entrepreneurs with access to the financial and non-financial business development support to establish their survivalist businesses. The programme focuses on youth entrepreneurs who display signs of future potential.

The NYDA consolidates official youth structures into one entity, in order to improve coordination among them. It has a comprehensive mandate relating to all kinds of youth development. The National Youth Development Act, 2008 (Act 58 of 2008), provides the legal framework for the NYDA to initiate, support or implement youth development programmes in accordance with an agreed Integrated Youth Development Plan and Strategy for South Africa.

6. GOAL 4: ADULT LITERACY RATE

Goal 4: Achieving a 50 per cent improvement in levels of adult literacy by 2015, especially for women, and equitable access to basic and continuing education for all adults.

It is commonly accepted that literacy is essential to human existence in an ever-changing world. It strengthens the capacity and capabilities of individuals and communities and enhances their participation in economic, social, political and cultural activities. As such, it is an agent for social change and a means towards the creation of peace and stability, the promotion of poverty reduction and an improvement in democratic governance (OSISA, 2010).

Measures of literacy are important in many sectors of society. Employers use literacy levels as an indicator of the capacity of individuals to participate in an economy where literacy has been largely assumed. Educators rely on literacy data for feedback on how well programmes are providing the skills required for participation in the social, economic and political arenas. Policy-makers rely on such data to determine where, and to what extent, educational resources are needed to promote literacy (Wiley, 1991).

6.1 MEASURING LITERACY

UNESCO defines literacy as "the ability to read and write, with understanding, a short simple sentence about one's daily life" (UNESCO, 2006). According to Terryn (2003), this definition of literacy is very limiting and makes no allowance for numeracy or for the different types of literacy skills needed for work or for family life. Furthermore, indicators pertaining to literacy are necessarily general and limited in number. They are useful in overall monitoring, but somewhat less useful in building an understanding of literacy (Terryn, 2003).

Attempts to measure literacy have their drawbacks. The ability to measure literacy across a large population is limited by a lack of resources, by the instruments of assessment, and by notions of what it means to be literate (Wiley, 1991).

Literature shows that the measurement of literacy is complex. Therefore, it is commonly undertaken using proxy measures. For the purposes of this report, 'no formal education' is taken as a proxy measure for total illiteracy, while the proxy measure for functional literacy is the completion of primary school which, in South Africa, is the attainment of a Grade 7 level of education.

In South Africa there has been a surge in publicly funded adult literacy education in recent years. There is recognition that direct measures of literacy are required for the effective monitoring of adult literacy. Grade attainment, self-reported ability to read and behavioural variables relating to, for instance, reading habits, produce vastly different measures of adult literacy in South Africa. It is noteworthy that self-reported values change over time as people's perceptions of what literacy constitutes shifts (Gustafsson, Van der Berg, Shepherd & Burger, 2010).

This report relies on data provided by Statistics South Africa's General Household Surveys for assessing literacy rates. As such, it is limited. It does not, for example, take into account the effects of literacy campaigns, such as the national Kha Ri Gude Adult Literacy Campaign, which result in improving actual literacy, but which do not result in changing the level of education attainment among adults. Actual adult literacy rates could therefore be higher than reflected in this report.

6.2 ADULT LITERACY RATES

Table 16 indicates that, in 2012, some 6% of the adult population in South Africa (people aged 20 and above) was totally illiterate (that is, they had received no education at all). 12% of the adult population was functionally illiterate to varying degrees, as they had dropped out of school before completing Grade 7.

Table 16: Number and proportion of the population aged 20 and over by level of education, 1995 – 2012

Year		No schooling	Some primary schooling	Completed Grade 7 and higher	Total
1995	Number ('000)	2 864	3 789	15 219	21 872
	% of total	13.1	17.3	69.6	100
1997	Number ('000)	3 196	3 822	15 813	22 831
	% of total	14.0	16.7	69.3	100
1998	Number ('000)	3 261	3 973	15 880	23 114
	% of total	14.1	17.2	68.7	100
1999	Number ('000)	2 792	4 410	16 068	23 271
	% of total	12.0	19.0	69.0	100
2002	Number ('000)	3 016	4 487	18 140	25 643
	% of total	11.8	17.5	70.7	100
2003	Number ('000)	2 958	4 262	19 110	26 330
	% of total	11.2	16.2	72.6	100
2004	Number ('000)	2 820	4 178	19 215	26 213
	% of total	10.8	15.9	73.3	100
2005	Number ('000)	2 774	4 091	19 732	26 597
	% of total	10.4	15.4	74.2	100
2006	Number ('000)	2 816	3 921	20 201	26 938
	% of total	10.5	14.6	75.0	100
2007	Number ('000)	2 542	4 002	20 856	28 165
	% of total	9.0	14.2	74.1	100
2008	Number ('000)	2 417	3 828	21 360	27 862
	% of total	8.7	13.7	76.7	100
2009	Number ('000)	2 110	3 529	22 183	28 006
	% of total	7.4	12.3	79.4	100
2010	Number ('000)	2 026	3 557	22 366	27 950
	% of total	6.9	12.2	80.0	100
2011	Number ('000)	1 929	3 434	23 998	29 362
	% of total	8.0	11.0	81.0	100
2012	Number ('000)	1 811	3 399	26 002	31 212
	% of total	5.8	10.9	83.3	100.0

Source: *Statistics South Africa, General Household Survey, 2002 – 2012, DBE own calculations*

Note: *Excludes unspecified or 'other' educational level.*

Table 16 indicates that the proportion of functionally literate adults increased from 70% in 1995 to 83% in 2012, and the proportion of totally illiterate adults decreased from 13% in 1995 to 6% in 2012. These trends represent the combined effects of access to education, a literacy campaign and adult basic education programmes conducted among older illiterate adults, as well as learner retention in the schooling system.

6.3 ADULT EDUCATION AND TRAINING (AET) PROGRAMME

Adult Education and Training is offered in public and private adult learning centres, which are located mainly in the townships and rural areas of South Africa. The majority of public adult learning centres use schools for the provision of adult education and training programmes.

The provision of adult education and training in the country is regulated through the Adult Basic Education and Training Act, 2000 (Act 52 of 2000). AET Centres offer programmes to adults and out-of-school youth, which, in the main, culminate in the General Education and Training Certificate (GETC) qualification equivalent to the National Qualifications Framework (NQF) level 1 and the Senior Certificate (Grade 12).

In 2009, an estimated 5.5 million adults in South Africa were illiterate (Statistics South Africa, 2010). Adult Education and Training (AET) is available to adults who want to finish their basic education. The four levels of AET training are the equivalent of Grades R to 9. As an outcomes-based programme, AET aims to provide basic learning tools, knowledge and skills, and it provides participants with nationally recognised qualifications.

PEDs are empowered by the Adult Basic Education and Training Act, 2000, to register private adult learning centres to offer programmes accredited by Umalusi, the Council for Quality Assurance in General and Further Education and Training. Many more adult education programmes accredited by SETAs are offered in and for the workplace (Department of Education, 2009a).

Table 17: Number of learners, educators and institutions in AET programmes by province: 2005 – 2011

	2005	2006	2007	2008	2009	2010	2011
Learners	269 140	251 610	292 734	290 618	297 900	297 491	297 634
Educators	17 181	18 608	19 200	19 454	15 657	16 034	15 965
Institutions	2 278	2 176	2 476	2 482	2 395	2 558	3 305

Sources: *DBE, EMIS, Education Statistics in South Africa: 2006 – 2009; DHET, 2010 –2011.*

6.4 KHA RI GUDE MASS LITERACY CAMPAIGN

The Kha Ri Gude (Let us Learn) Mass Literacy Campaign may be regarded as one of the important ways in which the developmental state prioritises the needs of the poor and addresses the right of all citizens to basic education in the official language of their choice. The result of recommendations by the Ministerial Committee on Literacy, the campaign aims to end illiteracy among South African adults. The campaign is intended to provide 4.7 million South Africans with the opportunity to become literate. Achieving this target would also mean that South Africa would have fulfilled its 2000 Dakar commitment, namely that of reducing illiteracy by 50% by 2015.

Initiated and managed by the DBE, Kha Ri Gude delivers across all nine provinces in a massive logistical outreach. The campaign enables adult learners to read, write and calculate in their mother tongue, which is in line with the unit standards for ABET Level 1, as well as to learn conversational English. The Kha Ri Gude materials are specifically designed (created from scratch in each language in accordance with a common design template) to teach reading, writing and numeracy while integrating themes and life skills, such as health, gender, the environment and civic education. The materials were adapted for use in Braille, all 11 official languages, and also for use by deaf learners. The campaign targets vulnerable groups, including the deaf and the blind. Currently, 80% of the learners are women, 8% are disabled, 25% are youths and 20% are over the age of 60.

Kha Ri Gude is available at no cost to adults who have little or no education. Classes are presented in 240 contact hours and are held in communities in homes, churches, community centres, prisons, etc., at times that are convenient to the learners. These learning groups play a significant role in the communities' social cohesion.

Table 18 below indicates that, in 2011, the campaign had reached more than 600 000 learners. The campaign is changing the lives of illiterate adults and playing a significant role in the alleviation of poverty, by providing volunteers from the poorest communities with a small income.

Of Kha Ri Gude's R430 million allocation for 2009-2010, some 75% (or R325 million) was to be paid out in the form of stipends to volunteers between June and November 2009. In 2008-2009, approximately R260 million was paid out to 35 000 volunteers. Aligned with the Extended Public Works Programme for the provision of short-term employment, the campaign aims to expand its short-term employment possibilities.

Table 18: Kha Ri Gude delivery by province, 2008 – 2011

Province	Targets for 2014	2008	2009	2010	2011	Remaining Target
Eastern Cape	778 203	116 090	142 671	149 214	158 922	211 306
Free State	257 240	17 644	50 984	48 879	46 800	92 933
Gauteng	515 747	40 326	75 678	79 575	86 400	233 768
KwaZulu-Natal	1 145 395	67 435	133 486	125 122	144 000	675 352
Limpopo	858 681	44 853	103 828	94 453	104 400	511 147
Mpumalanga	468 747	31 534	55 971	56 242	50 400	274 600
North West	437 791	30 561	32 198	32 181	32 400	310 451
Northern Cape	91 305	2 990	7 654	7 785	7 200	65 676
Western Cape	167 618	5 762	11 173	14 661	18 000	118 022
Unknown		2 800		1 087		
TOTAL	**4 720 727**	**359 995**	**613 643**	**609 199**	**648 522**	**2 493 255**

Source: *DBE, Kha Ri Gude Programme Manager, 2008 – 2011.*

The campaign designed a 20-item assessment instrument through which learners are continuously assessed. The assessments are conducted and moderated via the campaign, verified by the South African Qualifications Authority (SAQA) and registered on SAQA's National Learners' Records Database (NLRD).

Clearly, the Department's proxy measure for adult functional illiteracy (lower than a Grade 7 attainment) will need modification in the light of the Kha Ri Gude data stored on the NLRD.

7. GOAL 5: GENDER PARITY

Goal 5: Eliminating gender disparities in primary and secondary education by 2005, and achieving gender equality in education by 2015, with a focus on ensuring girls' full and equal access to and achievement in basic education of good quality.

Assessing progress towards gender equality in education requires assessing both quantitative and qualitative information on a wide range of phenomena that underpin the education rights of men and women. A significant challenge is therefore posed by the collection of data and its interpretation. Moreover, much depends on how gender 'parity' and gender 'equality' in education are being defined (Subrahmanian, 2005).

This report provides a quantitative overview of gender parity in the system, in line with the indicators used to measure progress pertaining to the EFA goals. It attempts to engage with the less obvious and more nuanced aspects of gender in education, but not in a substantive manner.

7.1 DEFINING KEY TERMS

Gender equality rests on, but is not the same as achieving gender parity, or females being represented in equal numbers as males in education, although the latter offers a 'first stage' measure of progress towards gender equality in education (Subrahmanian, 2005).

Gender parity reflects 'formal' equality in terms of access to, and participation in, education. Formal equality can also be understood to mean equality that is premised on the notion of the 'sameness' of men and women, where the male actor is regarded as the norm. This is reflected in the way gender parity is used in measuring EFA progress, where the gender parity index (GPI) computes the ratio of female to male value of a given indicator, with the value for parity being 1 (Subrahmanian, 2005).

Sexual harassment: The definition of sexual harassment against learners includes learners being subjected to any of the following acts against their will: being talked to about sex; inappropriate physical contact such as touching, pinching or grabbing parts of the body; notes, SMSs or pictures with sexual content; being the subject of graffiti, rumours, comments or jokes of a sexual nature; and demands or attempts at extorting sex (Department of Basic Education, 2010b).

Sexual violence: Sexual violence is any sexual act or attempted sexual act, involving threats or physical force. It includes the sexualised touching of the victim's intimate parts or forcing the victim to touch another person's intimate parts (Department of Basic Education, 2010b).

7.2 GENDER PARITY INDEX (GPI)

As a quantitative or numerical concept, gender parity in education is relatively easy to define as the equal participation of boys and girls in different aspects of education. Gender parity indicators are static, measuring the numbers of girls and boys with access to, and participating in, education, at a particular moment in time (Subrahmanian, 2005). Parity is conventionally considered to have been achieved if the female to male ratio lies between 0.97 and 1.03 (UNESCO, 2000).

Subrahmanian (2005) cautions that particular attention needs to be paid to the reasons behind movement of the GPI towards parity. For example, in a country where there is movement of the GPI towards parity in a context of disparity in favour of boys, this could reflect either of the following explanations:

- The movement of GPI towards 1 could reflect a rapid increase in the enrolment of girls, thus catching up with boys, whose enrolment rate is either staying the same, increasing slowly or declining, which could be either a positive or mixed scenario.

- The movement of GPI towards 1 could reflect declining enrolment, with enrolment by boys declining more rapidly (Subrahmanian, 2005).

The above suggests that any analysis and interpretation of GPI trends need to be carefully undertaken to avoid superficial or knee-jerk responses.

7.2.1 GENDER PARITY IN EARLY CHILDHOOD DEVELOPMENT (ECD)

Throughout the reporting period, the percentages of male and female learners attending educational institutions are almost equal. Between 2002 and 2006, the participation of the group in question favoured female learners. However, this seems to have changed between 2007 and 2012, as gender parity has now been achieved for female and male learners aged nought to four years.

Table 19: Percentage of 0 to 4-year-old children attending ECD facilities by gender, 2002 – 2012

	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012
Male	6.8	11.4	11.4	13.7	16.0	16.5	16.6	29.4	32.3	34.3	36.2
Female	7.7	11.8	11.5	14.9	16.1	15.7	16.7	29.4	32.4	34.7	36.9
Total	**7.3**	**11.6**	**11.5**	**14.3**	**16.0**	**16.1**	**16.7**	**29.4**	**32.3**	**34.5**	36.5
GPI	**1.14**	**1.04**	**1.01**	**1.09**	**1.01**	**0.95**	**1.01**	**1.00**	**1.00**	**1.01**	**1.02**

Source: *Statistics South Africa, General Household Survey, 2002-2012, DBE own calculations*

Table 20 below indicates the number and percentage of 5-year-olds attending educational institutions by gender. In 2012, gender parity in ECD for this group was almost achieved, with the GPI at 0.98.

Table 20: GPI of 5-year-olds attending education institutions, 2002 – 2012

	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012
Male	39.8	48.5	49.8	58.9	62.6	62.2	60.6	76.5	82.8	84.8	85.5
Female	38.8	47.7	54.0	59.6	60.5	58.3	65.7	80.2	84.1	84.8	83.7
Total	**39.3**	**48.1**	**51.9**	**59.3**	**61.6**	**60.2**	**63.2**	**78.3**	**83.4**	**84.8**	**84.6**
GPI	**0.97**	**0.98**	**1.08**	**1.01**	**0.97**	**0.94**	**1.08**	**1.05**	**1.01**	**1.00**	**0.98**

Source: *Statistics South Africa, General Household Survey, 2002 – 2012, DBE own calculations*

6.2.2 GENDER PARITY IN COMPULSORY BASIC EDUCATION

The compulsory education age group is characterised by high enrolments, with 99% of children aged seven to 15 years accessing schooling in 2012. **Table 21** indicates that parity was achieved in the participation of male and female children in this age group. Between 2002 and 2012, there is approximately equal participation in education by both sexes, with the GPI ranging from 1.00 to 1.01.

Table 21: Percentage of 7 to 15-year-old children attending educational institutions by gender, 2002 – 2012

	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012
Male	96.0	96.7	97.4	97.6	97.4	97.6	97.8	98.3	98.6	98.7	98.5
Female	96.6	97.6	98.1	97.9	97.8	98.2	98.1	98.6	98.7	98.8	99.1
Total	**96.3**	**97.2**	**97.7**	**97.8**	**97.6**	**97.9**	**97.9**	**98.5**	**98.7**	**98.8**	**98.8**
GPI	**1.01**	**1.01**	**1.01**	**1.00**	**1.00**	**1.01**	**1.00**	**1.00**	**1.00**	**1.00**	**1.01**

Source: *Statistics South Africa, General Household Survey, 2002 – 2012, DBE own calculations*

7.2.3 GENDER PARITY IN THE SCHOOLING SYSTEM ACCORDING TO GROSS ENROLMENT RATE (GER)

An analysis of the GER of the entire schooling system reveals that overall gender parity was achieved for the period 1997 to 2012 **(Table 22)**. In all instances, the GPI was between 1.03 and 0.99. However, learner enrolment at primary school level was only equitably distributed between female and male learners from 1997 to 1999, after which there was a male advantage. By contrast, throughout the reporting period, secondary school level GPI reflected a female advantage. The male GERs are probably higher because males repeat grades more than females at the primary level.

Table 22: Gross Enrolment Rate (GER) of female and male learners in primary and secondary grades, 1997 – 2012

	Primary			Secondary			Total		
Year	**Female**	**Male**	**GPI**	**Female**	**Male**	**GPI**	**Female**	**Male**	**GPI**
1997	116	120	**0.97**	90	77	**1.16**	106	103	**1.03**
1998	115	118	**0.97**	92	80	**1.15**	105	102	**1.03**
1999	113	116	**0.97**	91	80	**1.14**	104	101	**1.02**
2000	103	109	**0.95**	87	77	**1.13**	97	96	**1.01**
2001	103	107	**0.96**	89	79	**1.12**	97	96	**1.01**
2002	103	108	**0.95**	84	78	**1.08**	95	95	**1.00**
2003	101	106	**0.95**	83	77	**1.08**	93	94	**0.99**
2004	102	107	**0.95**	93	85	**1.09**	98	98	**1.00**
2005	101	105	**0.96**	92	85	**1.08**	97	97	**1.00**
2006	100	104	**0.96**	95	87	**1.09**	98	97	**1.01**
2007	102	105	**0.97**	93	88	**1.06**	99	98	**1.01**
2008	97	99	**0.98**	87	84	**1.03**	92	93	**0.99**
2009	96	99	**0.98**	83	82	**1.01**	92	90	**1.02**
2010	92	96	**0.96**	89	83	**1.07**	91	91	**1.00**
2011	91	95	**0.96**	90	84	**1.07**	91	91	**1.00**
2012	96	101	**0.95**	92	86	**1.06**	94	95	**0.99**

Sources: *DBE, EMIS databases, 1997 – 2011 and Mid-Year Population Estimates by Single-Year Ages, provided by Statistics South Africa.*

Note: *Data for 1997 is for public schools only. Data for independent schools was not available for that year.*

7.3 NATIONAL SENIOR CERTIFICATE (NSC) BY GENDER

Table 23 indicates that there more female learners participated in the National Senior Certificate (NSC) examinations from 2008 to 2012.

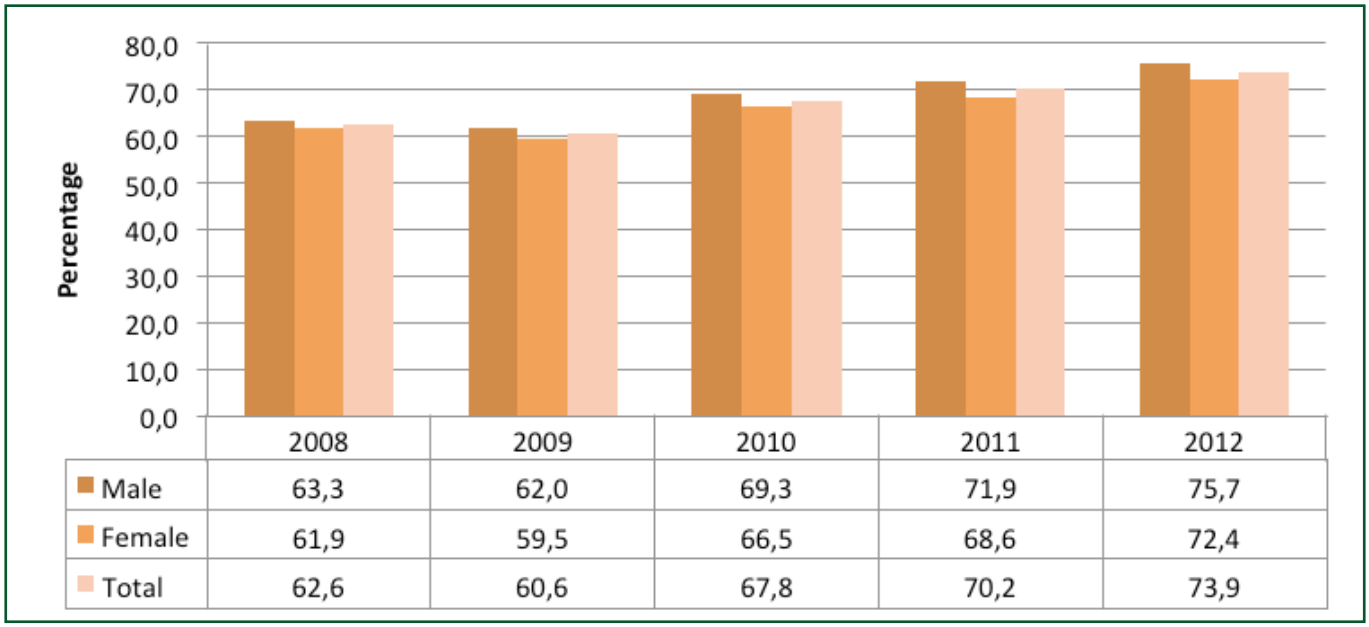
Table 23: National Senior Certificate (NSC) candidates and achievement by gender, 2008 – 2012

Gender	Total Wrote					Total Achieved				
	2008	2009	2010	2011	2012	2008	2009	2010	2011	2012
Male	244 843	251 467	244 358	230 846	233 802	154 981	155 791	169 282	166 057	177 056
Female	288 718	300 606	293 185	265 244	277 350	178 693	178 925	194 865	182 060	200 773
Both	533 561	552 073	537 543	496 090	511 152	334 239	334 716	364 147	348 117	377 829

Source: *Department of Basic Education, National Senior Certificate Technical Report on the National Examination Results, 2008 – 2012*

Figure 6 shows that although more female learners are participating in the NSC, higher percentages of male than female learners succeeded between 2008 and 2012 in the NSC examinations.

Figure 6: National Senior Certificate (NSC) pass rate by gender, 2008 – 2012

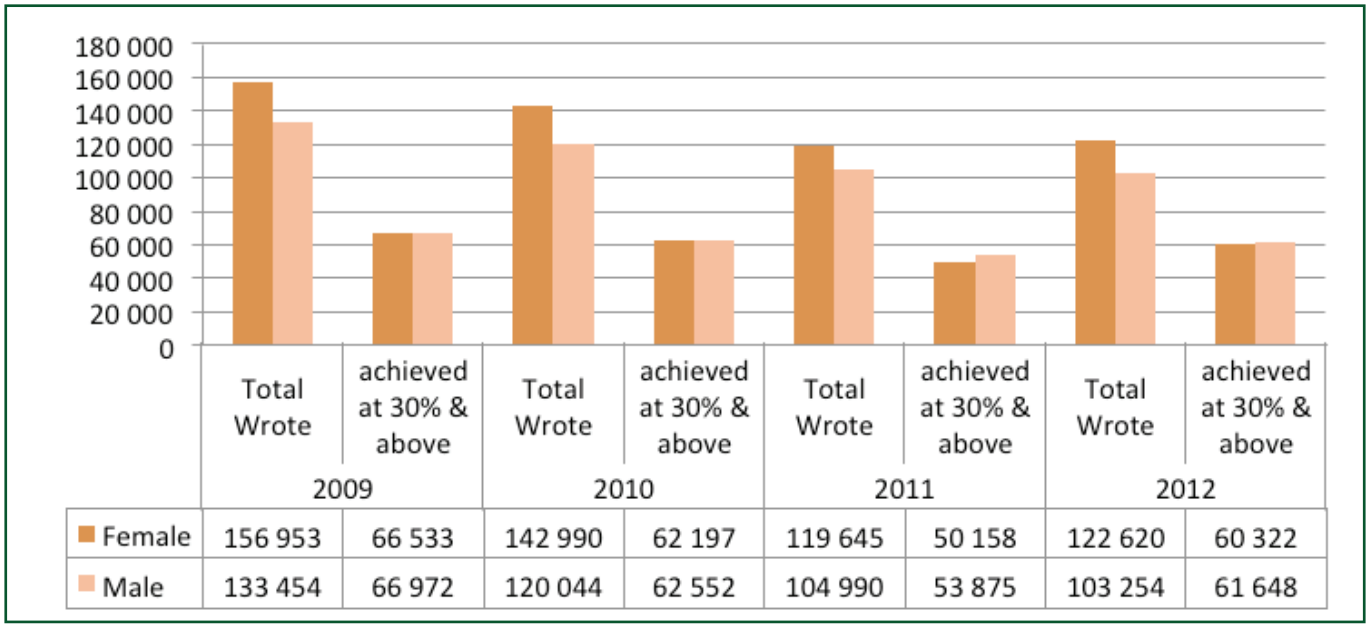


	2008	2009	2010	2011	2012
Male	63,3	62,0	69,3	71,9	75,7
Female	61,9	59,5	66,5	68,6	72,4
Total	62,6	60,6	67,8	70,2	73,9

Source: *Department of Basic Education, National Senior Certificate Technical Report on the National Examination Results, 2008 – 2012*

Figures 7 and **8** compare the Mathematics and Physical Science performance of females and males from 2008 to 2012 in the National Senior Certificate examinations. Although males outperformed females in both subjects, the difference between males and females is not significant. The gender difference is far less striking than the very poor achievement levels of both male and female candidates.

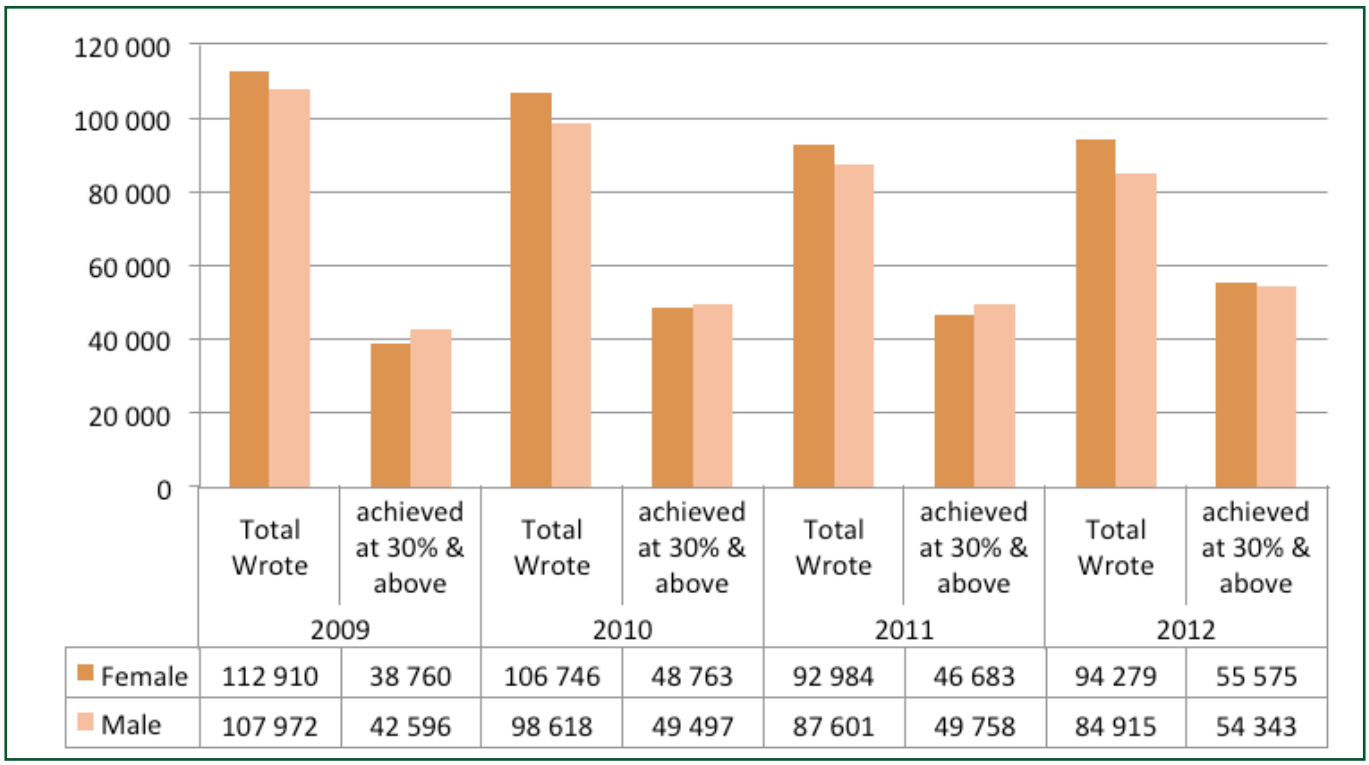
Figure 7: Number of Grade 12 who wrote and passed Mathematics by gender, 2009 – 2012



	2009		2010		2011		2012	
	Total Wrote	achieved at 30% & above	Total Wrote	achieved at 30% & above	Total Wrote	achieved at 30% & above	Total Wrote	achieved at 30% & above
Female	156 953	66 533	142 990	62 197	119 645	50 158	122 620	60 322
Male	133 454	66 972	120 044	62 552	104 990	53 875	103 254	61 648

Source: *Department of Basic Education, National Senior Certificate, Technical Report on the National Examination Results, 2009 – 2012*

Figure 8: Number of Grade 12 who wrote and passed in Physical Science by gender, 2009 – 2012



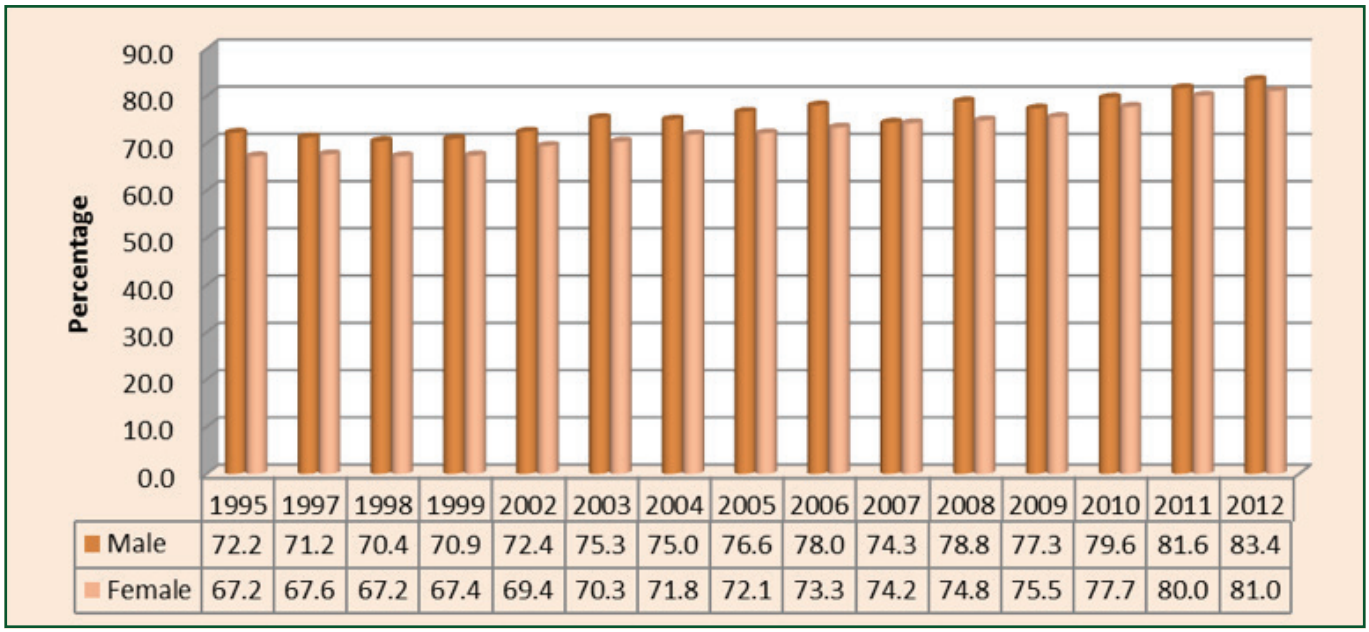
	2009		2010		2011		2012	
	Total Wrote	achieved at 30% & above	Total Wrote	achieved at 30% & above	Total Wrote	achieved at 30% & above	Total Wrote	achieved at 30% & above
Female	112 910	38 760	106 746	48 763	92 984	46 683	94 279	55 575
Male	107 972	42 596	98 618	49 497	87 601	49 758	84 915	54 343

Source: *Department of Basic Education, National Senior Certificate, Technical Report on the National Examination Results, 2009 – 2012.*

7.4 GENDER PARITY IN ADULT LITERACY

There were more male adults that were literate throughout the years 1995 to 2012 than females. The adult literacy rate for males increased from 72% in 1995 to 83% in 2012 and for females from 67% in 2002 to 81% in 2012. The gap has therefore been narrowing over time, reflecting better educational participation among females in recent years.

Figure 9: Percentage of the population aged 20 and above who completed Grade 7 and above by gender, 1995 – 2012



	1995	1997	1998	1999	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012
Male	72.2	71.2	70.4	70.9	72.4	75.3	75.0	76.6	78.0	74.3	78.8	77.3	79.6	81.6	83.4
Female	67.2	67.6	67.2	67.4	69.4	70.3	71.8	72.1	73.3	74.2	74.8	75.5	77.7	80.0	81.0

***Sources**: Statistics South Africa, literacy reports 1995 to 1999; General Household Survey, 2002 – 2012, DBE own calculations*

The adult literacy rate for females is slightly lower than that for males. However, as is indicated in the figure above, the gender gap in adult literacy is closing rapidly.

7.5 TEENAGE PREGNANCY

Socioeconomic factors such as poverty, unemployment and peer pressure can contribute to school-going girls falling pregnant. The problem of teenage pregnancy among schoolgirls is a major concern in many countries and a constraint in the elimination of gender disparities in education. The repercussions for girls dropping out of school due to pregnancy cannot be underestimated.

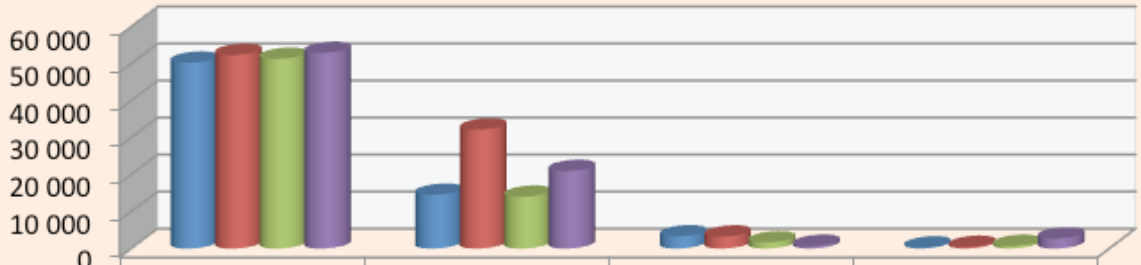
According to a study by Chigona and Chetty (2007), teenage motherhood reduces the chances of post-compulsory schooling by 12% to 24%.

The KwaZulu-Natal Transitions study reported that 74% of girls aged 14 to 19 years dropped out of school at the time of pregnancy and only 29% returned to school following the pregnancy-related drop-out. What is more, for every year that passes after a pregnancy-related school drop-out, young women are significantly less likely to return to school (Panday, Makiwane, Ranchod & Letsoala, 2009).

While a liberal school policy on teenage pregnancy has softened some of the consequences of early childbearing in South Africa, not all teenage mothers remain in school or return to school. This may stem from an uneven implementation of school policy, resulting in the suspension or expulsion of pregnant teenagers, poor academic performance prior to pregnancy, few child-caring alternatives, inadequate support from families, peers and the school environment, as well as the social stigma of being a teenage mother.

Figure 10 shows that in 2012, over 50 000 learners attending schools indicated that they had given birth to a live child. Meanwhile, over 20 000 were still pregnant, 2 695 had abortions and 718 had miscarriages or still births.

Figure 10: Number of learners in schools by status of pregnancy, 2009 – 2012



	The child has been born alive	Currently still pregnant	The child died in the womb or during childbirth after the 7th month of pregnancy (stillbirth)	The pregnancy was ended by choice before the child was born (termination of pregnancy/abortion by choice)
2009	50 273	14 523	3 294	294
2010	52 375	32 154	3 244	449
2011	51 306	13 991	1 647	696
2012	52 937	20 987	718	2 695

***Source**: Statistics South Africa, General Household Survey, 2002 – 2012, DBE own calculations*

Although literature exists on the effects of race and class on the youth of South Africa, research into gender and education and, in particular, the challenges young teenage mothers face when they return to school, remains limited (Chigona and Chetty, 2007).

Furthermore, teenage motherhood seems to impose long-term consequences on the career development of young mothers, and is therefore likely to result in transmitting poverty from generation to generation. It would therefore appear that policies preventing the long-term consequences of teenage motherhood should be focused on helping teenage mothers to succeed in their secondary school education (Chigona and Chetty, 2007). While pregnancy and teenage motherhood constitute major causes of secondary school dropping out for girls, social, economic and cultural issues also make girls' school attendance a complex decision for the girls' parents. Some parents may not send girls to school because they consider the benefits of education for girls to be limited and the cost of sending them to school to be unnecessary for the family to carry.

7.6 GENDER-BASED VIOLENCE

Gender-based violence is a global problem that limits the benefits of education, and causes poor health and psychological trauma (Akiba *et al,* 2001). Even more difficult to bring to the forefront is the issue of school-related gender-based violence. Both girls and boys are victims of verbal abuse, bullying, harassment and rape (Wilson, undated).

School-related gender-based violence can be broadly clustered into two overlapping categories: **explicit gender (sexual) violence**, which includes sexual harassment, intimidation, abuse, assault and rape; and **implicit gender violence**, which includes corporal punishment, bullying, verbal and psychological abuse, teacher's unofficial use of students for free labour and other forms of aggressive or unauthorized behaviour that is violent.

In the last ten years many advances were made to increase awareness of the value of girls' education and enrolment and retention has improved. While many countries have made progress towards achieving gender equality in education (Hyde et al., 2001), girls continue to face many obstacles that impede their path to learning. Factors such as discrimination on the basis of sex, unequal rates of investments by governments, political conflicts and economic hardship are all recognised barriers to girls' educational attainment.

In the least-developed countries in sub-Saharan Africa, 45 per cent of girls are not enrolled in classes, and of those who are, nearly 40 per cent will drop out before completing the fifth grade (UNICEF, 2001).

The first step to creating quality educational experiences is providing access. If education for girls is not equitable, then academic learning is compromised and the psychological empowerment that education can confer is greatly reduced. It is imperative that girls stay in school and remain safe to complete their education. The classroom must be a place of learning and not the site of school-related violence against girls. In schools where sexual violence against girls is the norm, the education system itself may increase a girl's chances of dropping out, interrupting her studies, experiencing an unwanted pregnancy or becoming infected with HIV.

Sexual violence in schools is not a new phenomenon. Niehaus (2000) shows that sexual relations between teachers and schoolgirls in sub-Saharan Africa were common even in the 1950s. It has been made more commonplace by the bias and prejudice that exist against women. One survey indicated that eight in ten young men believed that women were responsible for causing sexual violence and three in ten thought that women who were raped had 'asked for it' (Human Rights Watch, 2001). Female victims of sexual violence are often reluctant to report the crime to the police or the family. In most sub-Saharan countries a women's virginity is linked to her family honour. A woman can either be forced to marry her attacker or killed by brothers or fathers for 'causing' embarrassment.

Sexual abuse may occur outside the school with girls engaging in sex with adult men in exchange for gifts and money. Girls may be sexually or violently abused in school by teachers. Such behaviour exploits the teachers' position of authority and betrays their duty of care.

The recognition of violence against girls as a significant barrier to social and economic development in all parts of the world is linked with the understanding that the mistreatment of schoolgirls is reflected in the culture of the societies that marginalise and lessen the value of women and their contribution to the society.

In the developing world, violence against schoolgirls impacts on the economic and social well-being of developing countries. There are critical related issues that must be addressed such as the rise of HIV, lack of basic education and low literacy rates that impact on the education and health of a country (Wilson, undated).

8. GOAL 6: QUALITY EDUCATION

Goal 6: Improving all aspects of the quality of education, and ensuring excellence of all so that recognised and measurable learning outcomes are achieved by all, especially in literacy, numeracy and essential life skills.

Both the Jomtien Declaration of 1990 and the Dakar Framework for Action of 2000 recognised the fact that the quality of the education provided is a prime determinant of whether EFA is achieved or not. However, quality is a complex, context-specific concept that defies a singular meaning.

In its 2005 Global Monitoring Report, UNESCO identified the following dimensions of quality that influence the core processes of teaching and learning:

a) **Learner characteristics**: Aptitude, perseverance, school readiness, prior knowledge and barriers to learning.

b) **Context**: Globalisation, economic and labour-market conditions, socio-cultural and religious factors, parental support, peer pressure, public resources that are available for education, competitiveness of the teaching profession in the labour market, national governance and management strategies, time available for schooling and homework and national standards.

c) **Enabling inputs**: Teaching and learning materials, physical infrastructure and facilities, school governance and human resources (teachers, principals, inspectors, supervisors and administrators).

d) **Teaching and learning**: Learning time, teaching methods, assessment, feedback, incentives and class size.

e) **Learning outcomes:** Literacy, numeracy, life skills, creative and emotional skills, values and social benefits (UNESCO, 2005).

The concept of education quality espoused by UNESCO allows for an understanding of education as a complex system embedded in political, cultural and economic contexts. Although the dimensions of quality listed above appear to be disconnected, it is important to bear in mind the systemic nature of education. These dimensions are interdependent, influencing each other in ways that are sometimes unpredictable. As a result, measuring the effects of these different dimensions of quality on education outcomes is challenging.

In this report, a number of indicators that are commonly associated with issues of education quality – the qualification of educators, learner-educator ratio, the prevalence of HIV and AIDS, school violence and learner achievement – are used as key measures for reporting on the quality of education in South Africa.

8.1 PERFORMANCE OF LEARNERS IN NATIONAL AND INTERNATIONAL ASSESSMENTS

8.1.1 ANNUAL NATIONAL ASSESSMENT

The introduction of Annual National Assessments (ANA) in 2011 was a major step towards improving the information available about school and learner performance at the primary school level. Prior to the ANA, the only regular, nationally standardised assessment was the matric examination. South Africa's participation in occasional international surveys, such as TIMSS, PIRLS and SACMEQ, was starting to indicate that the root of South Africa's education problems was insufficient acquisition of basic literacy and numeracy skills at the primary school level. In spite of this, many parents and education stakeholders were unaware of the problem due to high levels of grade progression and retention into secondary school.

Universal ANA (as opposed to Verification ANA, which is a sample-based component of ANA designed to more accurately measure system performance and to identify determinants of school performance) is expected to have four key effects on schools:

a) expose teachers to better assessment practices;

b) make it easier for districts to identify schools in most need of assistance;

c) encourage schools to celebrate outstanding performance; and

d) empower parents with important information about their children's performance (Department of Basic Education, 2011).

The ANA was first administered in February 2011 and tested all learners in Grades 2 to 7 in Literacy and Numeracy in public schools. The ANA tested the performance of learners' previous year's work, which was performance in the Grades 1 to 6 Literacy and Numeracy curriculum. Almost six million learners were tested in 2011.

The ANA was administered for the second time in September 2012 in public and state-funded independent schools. All learners in Grades 1 to 6 and Grade 9 wrote the test for Language and Mathematics. Over seven million learners wrote the ANA in 2012.

The overall national average percentage scores in ANA 2012 are shown in **Table 24** for each grade and subject. In Grades 1 to 3 all schools wrote a language test in the home language as identified by each school, while in Grades 4 to 6 and 9 it was only possible to write the language test in English or Afrikaans at either the Home Language level or at the First Additional Language level. Therefore, schools with predominantly English or Afrikaans-speaking children would have marks for Home Language in Grades 4 to 6 and 9, while schools with a majority of children whose home language is neither English nor Afrikaans would have marks for First Additional Language. As the table indicates, the marks were relatively low, especially in the higher grades. However, it should be noted that, as these assessments were not equated across the grades, there is no way of comparing performance across grades.

Table 24: National percentage scores in ANA 2012 by grade and subject

	Mathematics	Home Language	First Additional Language
Grade 1	68.1	57.5	
Grade 2	57.4	55.3	
Grade 3	41.2	52.0	
Grade 4	37.0	42.6	33.6
Grade 5	30.5	39.9	29.6
Grade 6	26.7	42.8	35.6
Grade 9	12.7	43.4	34.6

***Source**: DBE, report on the annual national assessments 2012: Grades 1 to 6 & 9*

Table 25 provides a provincial breakdown of ANA performance in Grades 3, 6 and 9. As is typically the case with various educational outcomes, the Western Cape and Gauteng are consistently the top-performing provinces, although the Free State also recorded relatively strong results in most grades and subjects.

Table 25: ANA 2012 percentage scores by subject and province

	Grade 3 Maths	Grade 3 HL	Grade 6 Maths	Grade 6 HL	Grade 6 FAL	Grade 9 Maths	Grade 9 HL	Grade 9 FAL
EC	40.5	50.3	24.9	38.4	36.3	14.6	42.6	35.0
FS	44.7	56.3	28.4	52.2	37.3	14.0	48.9	37.2
GP	46.9	54.8	30.9	49.3	42.8	14.7	50.3	40.3
KN	42.2	53.5	28.1	40.9	35.3	12.0	37.7	32.3
LP	34.5	47.9	21.4	28.2	31.7	8.5	31.2	29.8
MP	35.6	48.0	23.5	33.4	31.1	11.9	40.3	37.4
NC	37.9	49.4	23.8	39.0	36.5	13.2	44.3	37.9
NW	34.1	46.5	23.6	33.1	36.1	11.2	39.3	39.1
WC	47.5	57.1	32.7	49.7	38.3	16.7	48.4	37.2

***Source**: DBE, report on the annual national assessments 2012: Grades 1 to 6 & 9*

Table 26 confirms what in recent years has been an increasingly common pattern in South Africa: girls outperform boys in literacy and numeracy tests. Taylor and Spaull (2013) examined this pattern using SACMEQ data. They found that the educational outcomes of girls have been improving relative to boys throughout the southern and eastern African regions since 2000. They found that in East African countries, boys still tend to achieve better educational outcomes than girls, while in southern African countries girls are now typically outperforming boys.

Table 26: ANA 2012 percentage scores by gender and subject

	Females	Males
Grade 3 Maths	42.9	39.6
Grade 3 HL	56.1	48.2
Grade 6 Maths	27.5	25.8
Grade 6 HL	46.0	39.6
Grade 6 FAL	38.8	32.6
Grade 9 Maths	13.4	11.9
Grade 9 HL	46.9	39.9
Grade 9 FAL	38.1	31.4

8.1.2 NATIONAL SENIOR CERTIFICATE

The National Senior Certificate (NSC), commonly known as matric, is a three-year qualification that signifies the end of thirteen years of schooling. The NSC replaced the Senior Certificate and was implemented in 2008 in the Further Education and Training band. The NSC was designed to be responsive to the social, cultural and economic needs of the South African citizens. The NSC examination was administered across the country for the fifth year in 2012 (Department of Basic Education, 2012).

The primary purposes of the National Senior Certificate are to:

a) equip learners with knowledge, skills, values and attitudes that will enable learners to participate meaningfully in society;

b) provide access to higher education;

c) facilitate the transition of learners from education institutions to the workplace; and

d) provide employers with a sufficient profile of a learner's competencies.

The table below shows the number of learners who wrote the NSC, the number that passed, and the pass rates for the years 2008 to 2012. While the pass rate has increased substantially in recent years from 62.7% in 2008 to 73.9% in 2012, some observers have expressed caution that the number of candidates has been somewhat lower in the last few years. This is always a valid concern when analysing matric results, but there is a specific reason for the drop in numbers writing matric in 2011, and to some extent in 2012.

As described in an earlier section, a change in the age-of-school-entry policy in the late 1990s caused a particularly low Grade 1 intake in 2000. This cohort of learners was always noticeably smaller than previous and subsequent cohorts, and this remained noticeable until they reached Grade 12 in 2011. Grade repetition throughout the interim years meant that this cohort became less noticeably smaller and also resulted in the class of 2012 being slightly smaller than usual, though not as small as the class of 2011. Encouragingly, the number passing the NSC was highest in 2012.

Table 27: National results of the NSC, 2008 – 2012

	Numbers wrote NSC	Number passed NSC	NSC pass rate
2008	532 561	333 744	62.7%
2009	552 073	334 718	60.6%
2010	538 577	365 181	67.8%
2011	496 087	348 114	70.2%
2012	511 152	377 829	73.9%

***Source**: Department of Basic Education, Report on the National Senior Certificate Results, 2012*

***Note**: This does not include IEB candidates.*

Table 28 reports the overall NSC results for 2012 by province. Gauteng achieved the highest pass rate (83.9%), followed by the Western Cape and Free State. The Eastern Cape had the lowest pass rate at 61.6%.

Table 28: Overall performance of candidates in the 2012 NSC examination

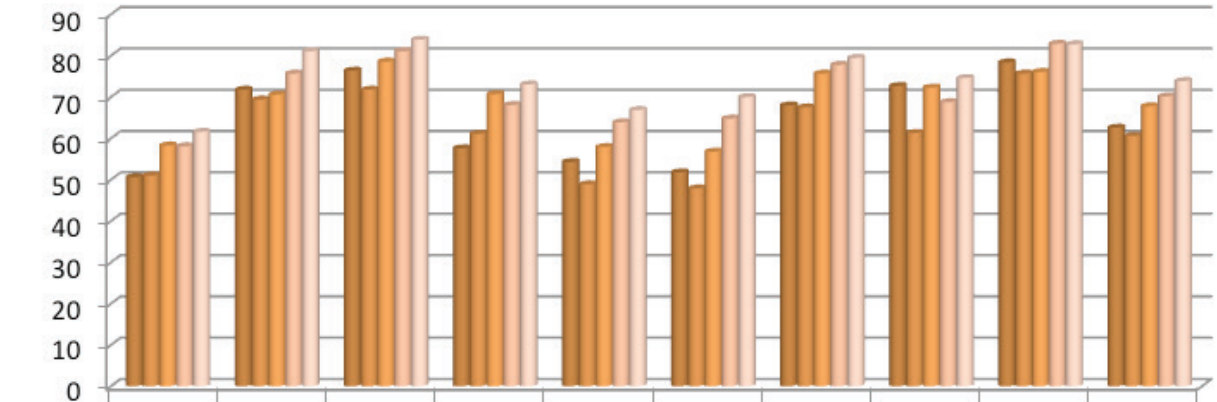
	Total Wrote	Total Achieved	% Achieved
Eastern Cape	63 989	39 443	61.6
Free State	24 265	19 676	81.1
Gauteng	89 627	75 214	83.9
KwaZulu-Natal	127 253	93 003	73.1
Limpopo	77 360	51 745	66.9
Mpumalanga	47 889	33 504	70.0
North West	27 174	21 609	79.5
Northern Cape	89 25	6 661	74.6
Western Cape	44 670	36 974	82.8
SA	**511 152**	**377 829**	**73.9**

***Source**: Department of Basic Education, Report on the National Senior Certificate Results, 2012*

***Note**: the full NSC report for 2012 is available on the DBE website.*

Figure 11 shows NSC pass rates by province since 2008. Improvements have been consistent across all the provinces. It is perhaps most encouraging that the biggest improvements have been achieved in some of the poorer provinces – Mpumalanga, Limpopo and KwaZulu-Natal.

Figure 11: National Senior Certificate pass rates, by province, 2008 – 2011



	EC	FS	GP	KZN	LP	MP	NW	NC	WC	RSA
2008	50,6	71,8	76,4	57,6	54,3	51,8	68	72,7	78,4	62,6
2009	51	69,4	71,8	61,1	48,9	47,9	67,5	61,3	75,7	60,6
2010	58,3	70,6	78,6	70,7	57,9	56,8	75,7	72,3	76,1	67,8
2011	58,1	75,7	81,1	68,1	63,9	64,8	77,8	68,8	82,9	70,2
2012	61,6	81,1	83,9	73,1	66,9	70	79,5	74,6	82,8	73,9

***Source:** DBE, National Senior Certificate Database, 2008 – 2011.*

8.1.3 SOUTHERN AND EASTERN AFRICAN CONSORTIUM FOR MEASURING EDUCATIONAL QUALITY

The Southern and Eastern Africa Consortium for Monitoring Educational Quality (SACMEQ) is an international, non-profit, developmental organisation formed by 15 Ministries of Education in southern and eastern Africa, that work together to share experiences and expertise in developing the capacities of education planners to apply scientific methods to monitoring and evaluating the conditions of schooling and the quality of education, with technical assistance from UNESCO's International Institute for Educational Planning (IIEP) (SACMEQ, 2012).

The 15 Ministries of Education that constitute the SACMEQ network are Botswana, Kenya, Lesotho, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa, Swaziland, Tanzania (mainland), Tanzania (Zanzibar), Uganda, Zambia and Zimbabwe. SACMEQ has completed three major surveys of educational achievement in these countries – in 1995, 2000 and 2007 (SACMEQ, 2012).

The SACMEQ 2007 survey tested 9 083 Grade 6 learners in reading and mathematics and 1 488 teachers from 392 schools across South Africa. The test was conducted in English and Afrikaans. **Figures 12** (for reading) and **13** (for mathematics) show the mean scores in 2000 and in 2007 for the 14 education systems that participated in both years. Note that in most international surveys such as SACMEQ, TIMSS and PIRLS, achievement scores are set on a scale with an international mean of 500 and standard deviation of 100. This means there is no maximum score but merely a distribution of scores relative to each other.

In both reading and mathematics, South African children performed at roughly the average level of the region. There was no statistically significant change in South Africa's performance between 2000 and 2007. In contrast, Lesotho, Namibia, Zanzibar, Swaziland, Mauritius and Tanzania experienced improvements in both mathematics and reading while Mozambique's average score declined over the period.

Figure 12: Reading achievement in SACMEQ 2 and 3 by country. The 95% confidence intervals are shown for each estimated country mean score.

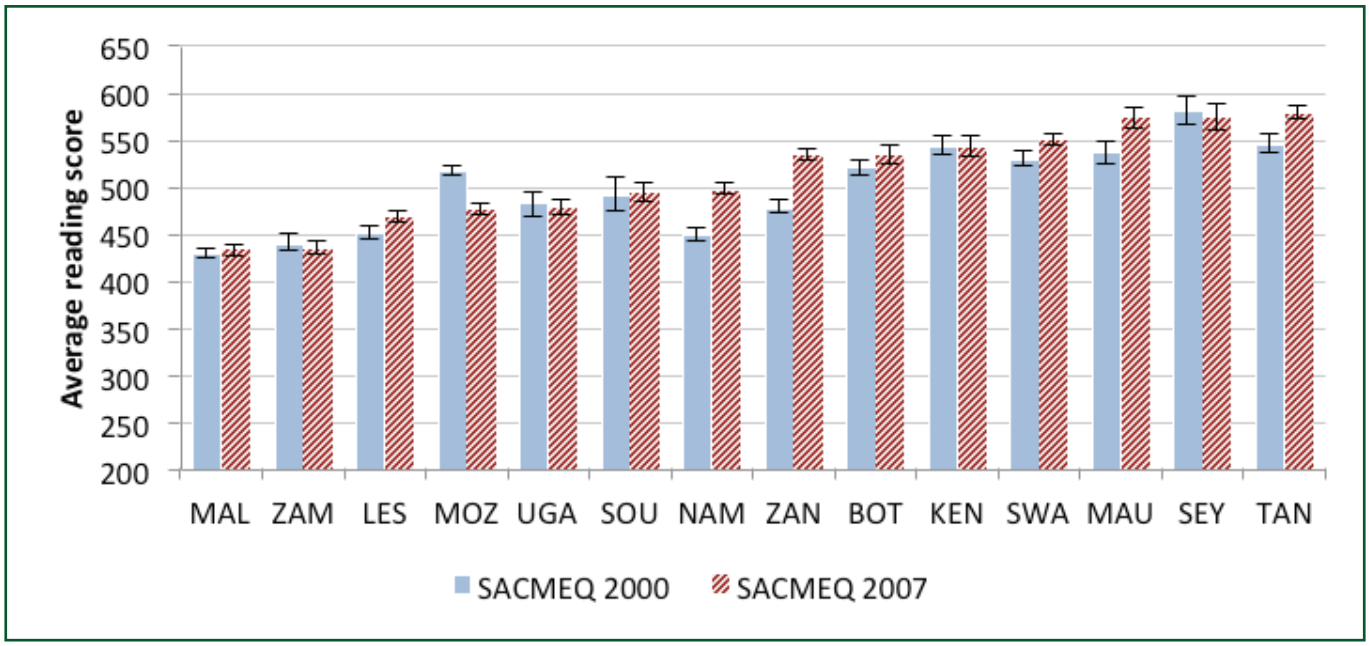
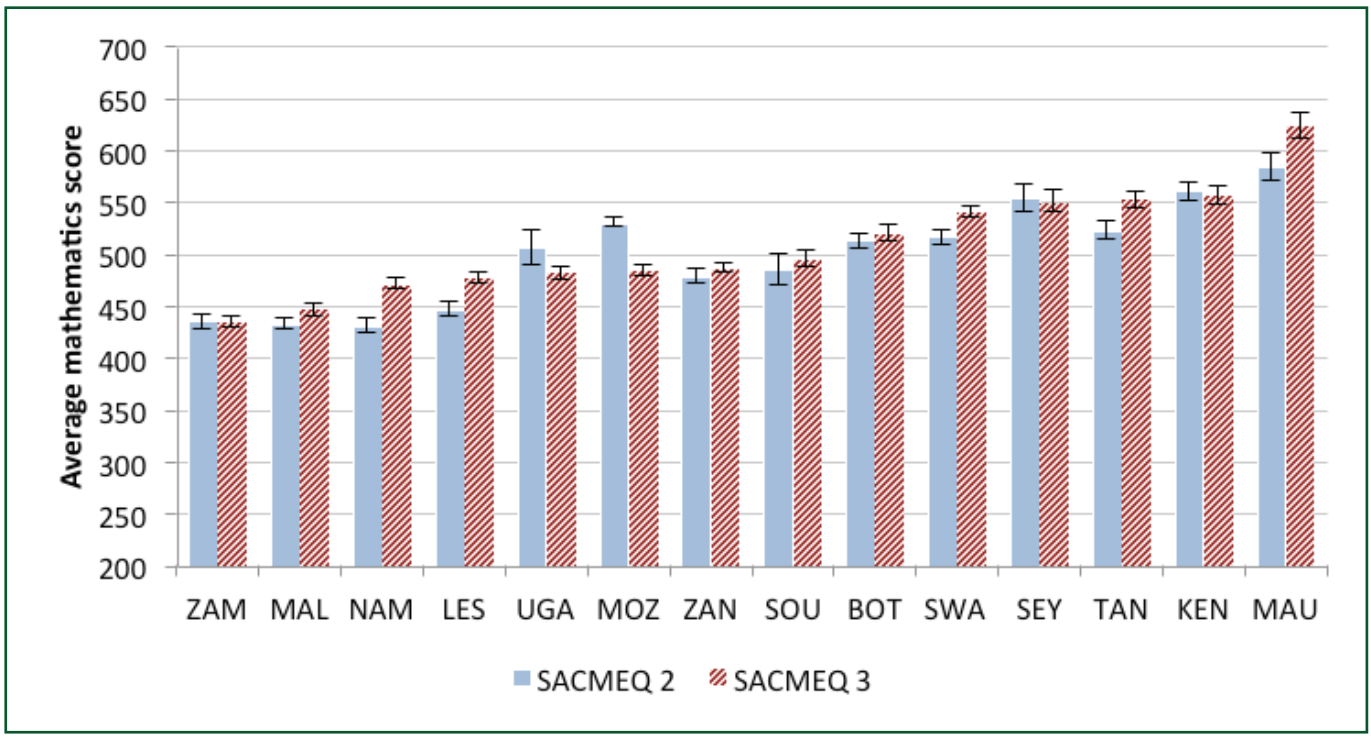


Figure 13: Mathematics achievement in SACMEQ 2 and 3 by country. The 95% confidence intervals are shown for each estimated country mean score.



The next table shows performance in SACMEQ 2007 for both learners and teachers (measured on the same scale) by province. Performance among learners was particularly low in the Eastern Cape and Limpopo provinces and was strongest in the Western Cape and Gauteng.

Table 29: Overall mean scores of Grade 6 learners in Reading and Mathematics in 2007.

	Reading	Mathematics
Eastern Cape	447.8	468.8
Free State	491.1	491.6
Gauteng	573.1	545.0
KwaZulu-Natal	485.6	485.2
Limpopo	425.3	446.7
Mpumalanga	473.6	476.1
North West	506.3	503.1
Northern Cape	505.6	498.7
Western Cape	583.4	565.7
South Africa	**494.9**	**494.8**

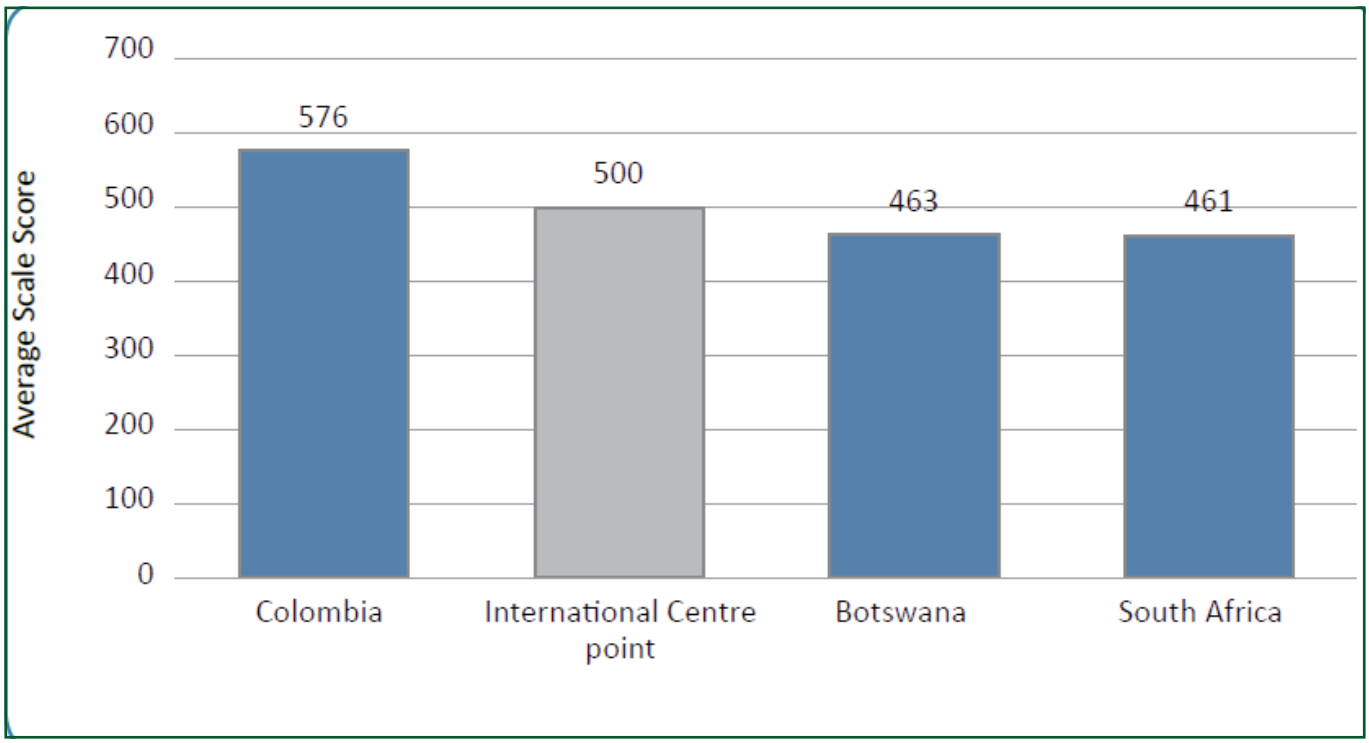
***Source**: The SACMEQ III Project in South Africa: A study of the conditions of schooling and the Quality of Education. South Africa, Country Report*

8.1.4 PROGRESS IN INTERNATIONAL READING LITERACY STUDY (PIRLS)

The Progress in International Reading Literacy Study (PIRLS) measures trends in reading comprehension for Grade 4 learners. It has been carried out every five years since 2001. In 2011, PIRLS was expanded to include pre-PIRLS, which is a less difficult version of PIRLS (Howie, 2012).

South Africa participated in PIRLS 2006 and PIRLS 2011. PIRLS 2006 was conducted in the 11 official languages and administered to Grade 4 and Grade 5 samples. In 2011, Grade 4 learners participated in pre-PIRLS in all 11 official languages and Grade 5 learners were tested in PIRLS in English or Afrikaans (Howie, 2012). However, the Grade 5 sample was not representative of all South Africa's schools since only those schools in which the Foundation Phase language of learning and teaching was English or Afrikaans were included. Note that it is not possible to make any valid comparisons of nationally representative samples between 2006 and 2011 at either the Grade 4 level (different assessments in each year) or the Grade 5 level (different samples).

Figure 14: South African Grade 4 Learner Performance in pre-PIRLS compared internationally



Source: *PIRLS 2011: South African Children's Reading Literacy Achievement Report*

The figure above compares Grade 4 learner performance in pre-PIRLs of South African learners with that of Columbia and Botswana – the other pre-PIRLS participants. South African learners scored 461 which is considerably lower than the score for Columbia, but similar to that of Botswana. Analysis of pre-PIRLS data indicated that 29% of Grade 4 children in South Africa failed to reach a low international benchmark score of 400. This means that these children were unable to "locate and retrieve an explicitly stated detail" in a text (Howie, 2012).

8.1.5 TRENDS IN INTERNATIONAL MATHEMATICS AND SCIENCE STUDY (TIMSS)

The Trends in International Mathematics and Science Study (TIMSS) is an international assessment of Mathematics and Science for Grade 4 and Grade 8 learners. TIMSS has been conducted every four years since 1995.

TIMSS was first administered in South Africa in 1995 and again in 1999 to Grade 8 learners. In 2002 it was administered to Grades 8 and 9 learners. South Africa did not participate in 2007. TIMSS 2011 was conducted among 11 969 Grade 9 learners in 285 schools (HSRC, 2012). Only three countries – South Africa, Botswana and Honduras – administered the assessments at the Grade 9 level. South African Grade 9 learners scored higher than Honduras but less than Botswana for Mathematics. Of the three countries, South African learners scored the lowest for Science.

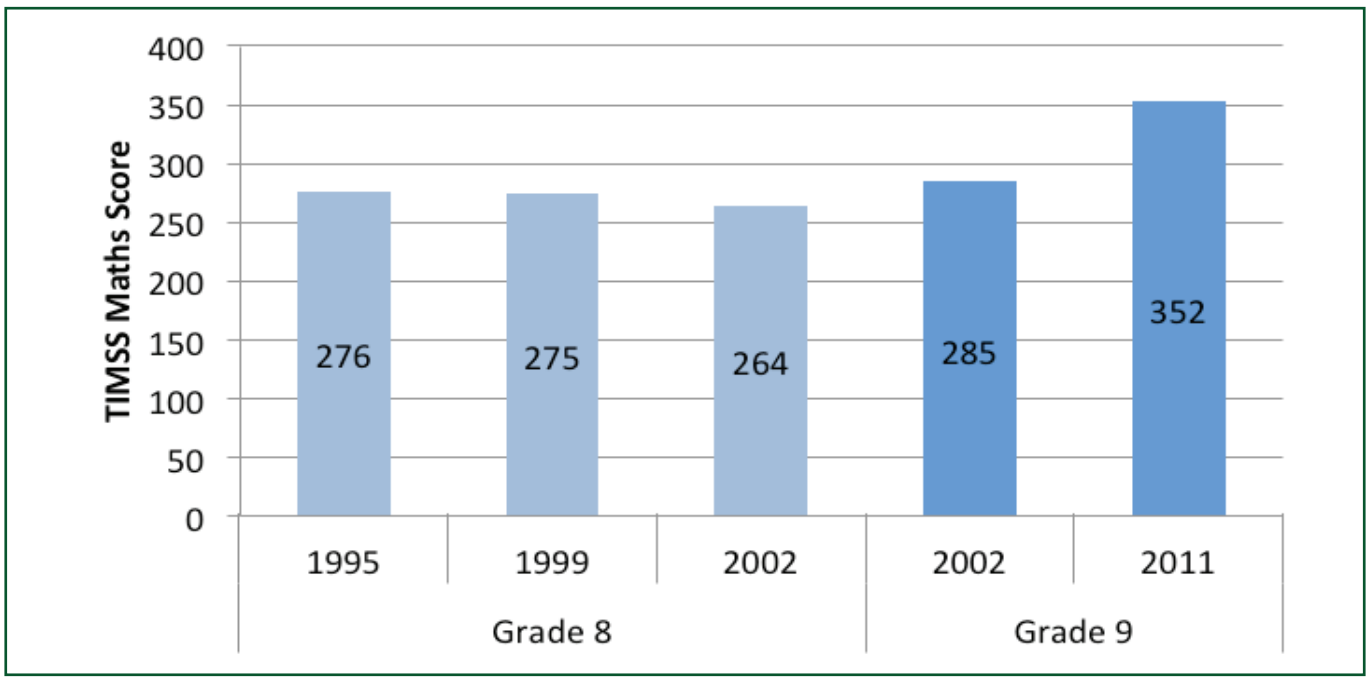
Table 30: Grade 9 learner average performance in Mathematics and Science

Country	Mathematics		Science	
	Average	SE	Average	SE
Botswana	397	2.5	404	3.6
South Africa	352	2.5	332	3.7
Honduras	338	3.7	369	4

Source: *HSRC, 2012, Highlights from TIMSS 2011: The South African perspectives*

Figure 15 describes South Africa's performance in the various TIMSS studies between 1995 and 2011. In the earlier TIMSS surveys, South Africa participated at the Grade 8 level while in the most recent survey, Grade 9 learners participated. Fortunately, in 2002 both Grade 8 and Grade 9 learners participated, thus allowing comparability across the years. Figure 15 shows an essentially flat trend in Grade 8 Mathematics performance between 1995 and 2002. Between 2002 and 2011, however, there was a considerable improvement in the Mathematics performance at Grade 9 level. The same was true for Grade 9 Science achievement (not shown in the graph below). Encouragingly, the improvements were largest among historically disadvantaged schools (HSRC, 2012).

Figure 15: South Africa's performance in TIMSS since 1995



Source: *Highlights from TIMSS 2011: The South African perspectives. HSRC 2012*

Note: *The TIMSS scores were set on a scale with an international mean of 500 points and a standard deviation of 100 points.*

Table 31 shows the performance in TIMSS 2002 and 2011 by province. For TIMSS 2011, the Western Cape had the highest performance for both Mathematics (404) and Science (409). The lowest performance for Mathematics (322) was noted in Limpopo and for Science (282) in the Eastern Cape.

Since 2002, the average Mathematics score improved in most provinces. There was an increase of 86 points for Gauteng, 78 points for Limpopo and 70 points for North West. There was a decline of 10 points for the Western Cape, although this change was not statistically significant. In other words, there was little difference in the performance in the Western Cape between 2002 and 2011.

The average Science score has also improved since 2002, with the highest improvements being in Gauteng (86 points), North West (74 points) and Limpopo (68 points). Again, the Western Cape was the only province with no statistically significant change between 2002 and 2011.

In 2011 the difference between the highest and lowest performing provinces was 88 points for Mathematics and 127 points for Science. In 2002, however, the difference was 170 points for Mathematics and 205 points for Science. This reflects a reduction in inequality across the provinces.

Table 31: Grade 9 Provincial Performance in Mathematics and Science

Province	Mathematics		Science	
	TIMSS 2002	TIMSS 2011	TIMSS 2002	TIMSS 2011
Eastern Cape	250	316	222	282
Free State	291	359	280	341
Gauteng	303	389	301	387
KwaZulu-Natal	278	337	253	308
Limpopo	244	322	216	284
Mpumalanga	287	344	266	326
North West	280	350	260	334
Northern Cape	340	366	357	368
Western Cape	414	404	421	409
National	**285**	**352**	**268**	**332**

Source: *HSRC, 2012, Highlights from TIMSS 2011: The South African perspectives*

According to Bloch (2009) learner scores for literacy, numeracy and science remain low – even in relation to less developed and less resourced African countries. The low learning outcomes impact far more heavily on poor, rural and township (i.e. predominantly black) schools than on the more privileged urban and historically White schools. Gangsterism, ill-discipline, hunger and the impact of HIV and AIDS are key social factors impacting on the functioning of schools. The results also drew attention to the problem of morale and under-performance among teachers, as key factors affecting the quality of education (Bloch, 2009).

8.2 ACCESS TO LEARNING AND TEACHING SUPPORT MATERIALS (LTSM)

In order for quality teaching and learning to take place, learners should have access to their own textbooks for every subject. Goal 19 of the *Action Plan to 2014* is to ensure that each learner has access to the minimum set of textbooks and workbooks required according to national policy. The most recent nationally representative data on this indicator is from 2011. Where historical trends can be established, there is some indication of improving access to learning materials in recent years, as will be shown in this section.

Table 32 shows the percentage of Grade 6 learners with access to a textbook of their own, according to the SACMEQ surveys of 2000 and 2007. The table shows figures for reading and Mathematics textbooks separately and by province. In 2007, 45% of Grade 6 learners reportedly had sole use of a reading textbook and 36% of learners had sole use of a maths textbook. It should be noted that remaining learners would not necessarily not have had access to a textbook but may have shared with other learners. In 2007, 68% of learners in the Western Cape had sole use of a reading textbook compared with 32% of learners in KwaZulu-Natal. For maths textbooks, 53% of learners in Mpumalanga had sole use compared with 25% of learners in KwaZulu-Natal. The data also does not indicate any significant improvement or deterioration in access to textbooks at the national level between 2000 and 2007. The difference between Mathematics textbook access in 2000 (41%) and 2007 (36%) is not statistically significant.

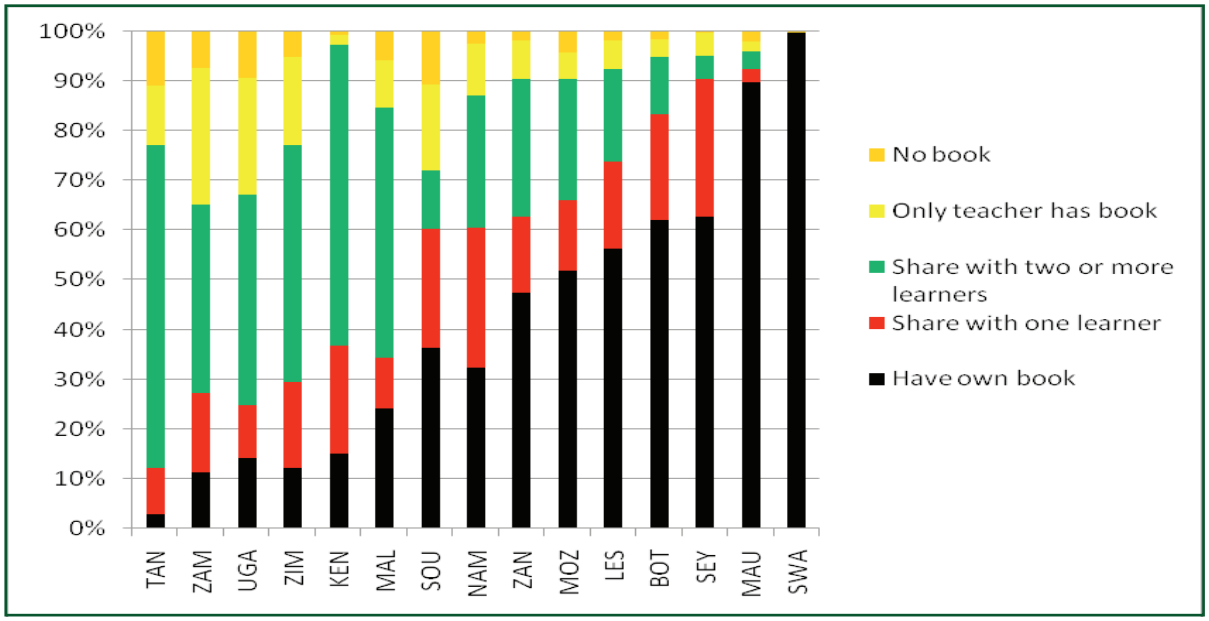
Table 32: Percentage of Grade 6 learners with sole use of textbooks by province and year

Province	Own Reading Textbook		Own Math Textbook	
	2000	2007	2000	2007
Eastern Cape	42.2	43.2	42.4	33.3
Free State	60.9	39.7	49.1	36.9
Gauteng	55.3	44.6	50.7	33.3
KwaZulu-Natal	40.3	32.1	39.9	24.9
Limpopo	44.2	51.7	43.1	46.7
Mpumalanga	44.8	62.2	34.6	53.0
Northern Cape	29.9	38.7	28.4	30.9
North West	35.4	39.4	24.7	40.8
Western Cape	49.1	67.8	36.9	46.4
SA	**45.5**	**45.0**	**41.0**	**36.4**

***Source**: The SACMEQ III Project in South Africa: A study of the conditions of schooling and the Quality of education. South Africa, Country Report*

Figure 16 indicates that, among SACMEQ countries in 2007, South Africa was just below the middle in the ranking, for Mathematics textbook access in Grade 6. Countries are ranked according to an estimated learner/textbook ratio, using the data available in SACMEQ.

Figure 16: Access to Mathematics textbooks in SACMEQ countries, 2007



The School Monitoring Survey (SMS) of 2011 also collected detailed information about access to textbooks, although using a different method to that of SACMEQ, making the two sets of statistics incomparable. Whereas SACMEQ asked each learner about access to textbooks, the SMS asked teachers about textbook usage and then counted textbooks that were physically present.

Table 33 shows that 83% of Grade 6 Mathematics teachers reported that a textbook was being used. The second column makes it clear that when textbooks are not being used, a shortage of textbooks is not always the cause. Particularly in more affluent schools, it would appear that teachers sometimes choose not to make use of textbooks, perhaps favouring other materials. While 83% of teachers claimed to use a textbook, only 72% of teachers were able to present at least one textbook to the fieldworker. The last column indicates that, among classes where at least one book was present, the average number of textbooks per 100 learners was 81.[1] According to this table, the Western Cape stands out as the province with the best access to textbooks while the Free State appears to have had the lowest access to textbooks in 2011.

Table 33: Grade 6 access to Mathematics textbooks, 2011

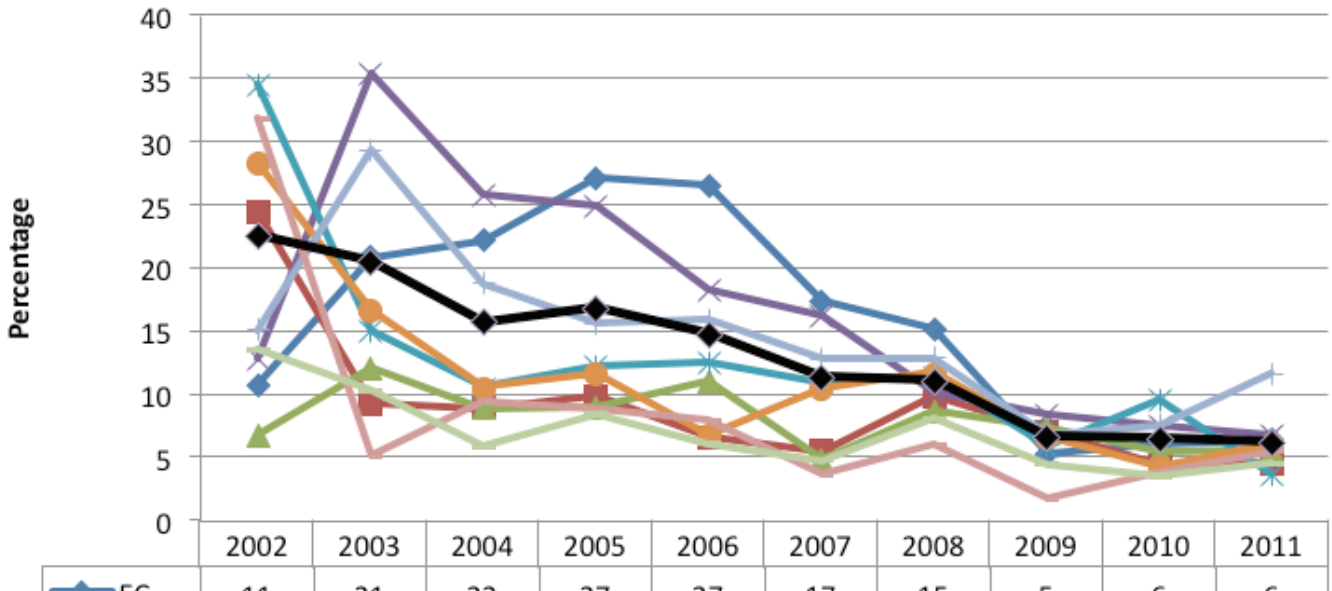
	Teacher said a textbook was being used	% of previous column where textbook shortage was the cause for non-use	At least one book could be shown to fieldworker	Average shown textbooks per 100 learners (where there was at least 1)
EC	87	71	74	78
FS	50	59	39	65
GP	80	49	70	86
KN	86	81	75	78
LP	84	72	71	80
MP	67	80	54	83
NC	86	27	68	83
NW	91	74	85	78
WC	98	0	97	94
SA	83	67	72	81

***Note**: All statistics except the textbooks per 100 learners ratio are percentages of learners.*

1 Note that the statistics reported in this paragraph are all learner-weighted and are therefore not representative of the total number of teachers but of the total number of learners taught by those teachers.

The General Household Surveys (GHS) have annually collected information from households about various problems that they have experienced with schools. Figure 17 shows that the percentage of households experiencing a lack of books as a problem at schools has consistently been declining since 2002 in all provinces. Nationally, this percentage decreased from 23% in 2002 to 6% in 2011.

Figure 17: Percentage of households that experienced a lack of books at school as a problem by province, 2002 – 2011



	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
EC	11	21	22	27	27	17	15	5	6	6
FS	25	9	9	10	7	6	10	7	4	5
GP	7	12	9	9	11	5	9	7	5	6
KZN	13	35	26	25	18	16	10	8	8	7
LP	35	15	11	12	13	11	11	6	10	4
MP	28	17	11	12	7	10	12	7	4	6
NW	15	29	19	16	16	13	13	7	8	12
NC	32	5	9	9	8	4	6	2	4	6
WC	14	10	6	9	6	5	8	5	4	5
Total	23	21	16	17	15	11	11	7	6	6

Source: *Statistics South Africa, General Household Survey, 2002 – 2011, DBE own analysis*

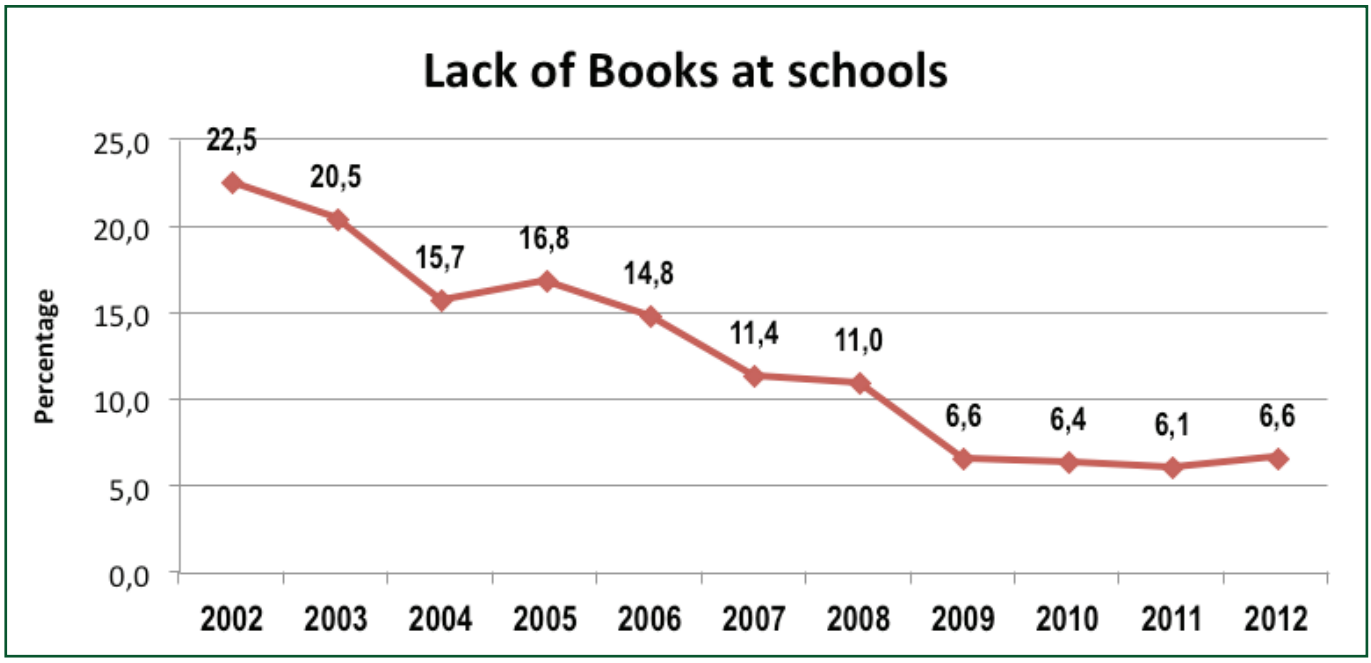
The TIMSS datasets of 2002 and 2011 also suggest that a policy emphasis on access and use of textbooks has had the effect that textbooks are used more frequently in classroom practice. According to TIMSS data, 30% of Grade 9 Mathematics teachers in 2002 reported using textbooks as the basis for instruction. In 2011, this figure had risen to 70%.

Over and above the trends in access to traditional textbooks, the DBE workbook initiative has considerably increased the availability of learning materials in South African classrooms. Furthermore, supplementary textbooks for Mathematics and Physical Science were developed in 2011-2012 by the Department of Basic Education in partnership with the Shuttleworth Foundation. Learners in Grades 10 to 12 received supplementary textbooks in Physical Science and Mathematics (Department of Basic Education, 2012).

The findings from the General Household Survey show the decrease in the percentage of learners in schools who indicated that they had experienced the problem of lack of books at school between 2002 and 2012. **Figure 18** shows that, in 2012, approximately 7**%** of learners nationally indicated they had experienced a shortage of books compared to approximately 21% in 2002.

There has been a significant decrease in the percentage of learners who lack books at schools by almost 14**%.** This implies that the Department has made giant strides in ensuring that a high percentage of learners has access to textbooks and workbooks at schools. This shows that the development and distribution of workbooks in 2011-2012 and delivery of textbooks for Grades 10 to 12 have made a significant contribution to reducing the lack of books at schools.

Figure 18: Lack of books as problems experienced at schools, 2002 – 2012



Source: *Statistics South Africa, General Household Survey, 2002 – 2012, DBE own analysis*

8.3 TEACHER QUALIFICATIONS

In 2006, the Department of Education developed a National Policy Framework for Teacher Education and Development in South Africa. The policy provides an overall strategy for the successful recruitment, retention and professional development of teachers to meet the social and economic needs of South Africa.

Table 34: Percentage of qualified teachers

	2008	2009	2010	2011	2012
Eastern Cape	95	95	98	97	99
Free State	91	92	95	96	96
Gauteng	98	98	99	99	99
KwaZulu-Natal	88	87	89	90	92
Limpopo	97	98	99	99	100
Mpumalanga	95	96	98	99	99
North West	93	94	99	99	99

	2008	2009	2010	2011	2012
Northern Cape	92	92	93	94	95
Western Cape	95	94	94	96	97
Total	**94**	**94**	**96**	**96**	**97**

Source: *PERSAL, August 2008 – 2012*

The *Criteria for the Recognition and Evaluation of Qualifications for Employment in Education*, based on the *Norms and Standards for Educators*, specify that an educator is considered to be appropriately qualified if he/she obtained a Senior Certificate at the end of Grade 12 and thereafter a minimum of three years of appropriate training.

Nationally, the percentage of qualified teachers has been improving from 94% in 2008 to 97% in 2012. All provinces reported an increase in the percentage of qualified teachers over the reporting period, 2008 to 2012. In 2008, Limpopo reported the highest percentage of qualified teachers at 97% with the lowest being reported in KwaZulu-Natal at 88%. In 2012, Limpopo reported that 100% of its teachers were qualified in comparison with KwaZulu-Natal at 92%.

8.4 LEARNER TO EDUCATOR RATIO (LER)

One of the first collective agreements to be signed in the Education Labour Relations Council (ELRC) in the democratic era dealt with guidelines on learner to educator ratios. Norms of 40 to 1 in primary schools and 35 to 1 in secondary schools were established in order to prevent unrestrained increases in class sizes as enrolments expanded, and to reduce the size of classes in many African schools. Since then there has been considerable improvement.

In 2012 the national average LER was 30.4 to 1 (**Table 35**). This figure includes all teachers in public schools, both state-employed and employed by school governing bodies (SGBs). When SGB-employed teachers are excluded, the LERs in Western Cape and Gauteng provinces (for example) rise. This indicates that class sizes in the majority of schools in these provinces whose parents are unable to afford large school fees are typically well above the arithmetical average indicated in the table. The provincial averages thus tend to conceal as much as they reveal.

Table 35: Learner to educator ratio by province, 2002 – 2012

Province	LER										
	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012
Eastern Cape	31.7	32.6	33.4	32.8	33.3	32.3	31.7	30.1	30.1	29.0	29.1
Free State	31.3	30.8	29.8	29.5	29.3	28.9	28.9	27.2	27.8	27.6	27.1
Gauteng	30.9	30.9	31.7	29.0	30.7	29.8	32.4	31.5	30.9	31.3	31.4
KwaZulu-Natal	36.6	35.8	35.3	33.6	32.5	32.4	32.5	32.3	31.4	31.4	31.2
Limpopo	32.7	33.5	35.3	33.9	33.0	33.2	31.2	29.4	29.7	29.6	30.1
Mpumalanga	36.4	35.9	35.5	33.0	34.1	32.7	31.6	29.9	30.5	30.8	31.1
North West	29.9	29.4	29.7	30.8	29.5	29.1	29.8	29.8	29.8	30.1	30.6
Northern Cape	30.3	32.7	33.8	31.6	30.1	31.0	29.8	29.7	30.9	31.3	31.8
Western Cape	34.7	35.1	35.7	30.2	29.8	30.3	30.0	31.8	30.1	30.3	30.6
National	**33.1**	**33.2**	**33.6**	**32.0**	**31.9**	**31.5**	**31.4**	**30.6**	**30.3**	**30.3**	**30.4**

Source: *DoE, Education Statistics 2002 to 2007, School Realities, 2008-2012.*

Note: *The ratios in this table include both state paid and SGB paid educators.*

8.5 PREVALENCE OF HIV AND AIDS AMONG SCHOOL-GOING CHILDREN

There is little doubt that HIV and AIDS has a debilitating effect on learning and teaching. The report of the International Institute for Education Planning (IIEP) on the impact of HIV/AIDS on education (IIEP, 2002) draws attention to effects such as increased absenteeism among teachers and learners, increasing shortages of teachers as a result of mortality and greater numbers of orphans in the schooling system.

The South African National HIV Prevalence, Incidence, Behaviour and Communication Survey conducted by the HSRC in 2008, indicated that HIV prevalence among children aged 18 and younger was almost 3%. The age-specific HIV prevalence levels found were as follows: 3.3% among children nought to four years old; 2.5% among children five to 11 years; 1.1% among adolescents 12 to 14 years, and 4.5% among teenagers 15 to 18 years (Shisana et al., 2010).

In 2010, the MRC conducted the Youth Risk Behaviour Survey. The survey findings regarding sexual behaviour for the three-month period preceding the survey, indicate a move towards safer sexual behaviour among teenagers. This finding was attributed to the ongoing intervention programmes pertaining to HIV and AIDS. However, at least two-thirds of sexually active learners did not use condoms consistently, and one-fifth reported being pregnant or impregnating someone (MRC, 2010). Furthermore, the 2010 MRC survey findings indicate that sexual education needs to be tailored to individual group needs, and that a concerted effort is required to increase correct and consistent use of condoms, as well as of contraceptives.

The 2010 MRC survey found that a considerable percentage of the children had received HIV/AIDS education at school. The national prevalence for learners indicating that they had been taught about HIV/AIDS in school was 65.4%, with no significant difference between male and female learners (MRC, 2010).

Learners in the Western Cape (81.9%) reported a significantly higher prevalence of having been taught about HIV/AIDS at school than the national prevalence of 65.4%, while learners in Limpopo (49.5%) reported a significantly lower prevalence than the national average (MRC, 2010).

8.6 SAFETY AT SCHOOLS

Safe schools are schools that are physically and psychological safe and that allow educators, learners and non-educators to work without fearing for their lives (Prinsloo, 2005). School safety is a prerequisite for effective teaching and learning and for the delivery of quality education.

Regrettably, many children attending schools in South Africa do not feel safe. A survey undertaken by the MRC in 2010 found that more than one-quarter of learners (27%) felt unsafe at school. This was the case for both girls and boys. Significantly fewer White (13.8%) and Indian (13.7%) learners felt unsafe at school when compared to Black (27.6%) and Coloured (28.5%) learners (MRC, 2010).

Furthermore, significantly more Grade 10 learners (30%) than Grade 11 learners (23%) felt unsafe at school. However, the phenomenon of feeling unsafe at school seems to increase with the age of the learner. While 20% of learners aged 13 and younger indicated that they felt unsafe at school, 38% of learners aged 19 and older reported feeling unsafe at school. A total of 21% of 14-year-olds, 24% of 15-year-olds, 26% of 16-year-olds and 30% of 17-year-olds indicated that they felt unsafe at school (MRC, 2010).

One of the reasons why learners do not feel safe at school is the absence of teacher supervision during breaks and when children leave the premises at the end of the school day.

A study undertaken in 2005 found that teachers did not generally keep an eye on children during breaks or as they were leaving school (Prinsloo, 2005). Only 45% of children aged 12 to 14 years reported that educators always kept an eye on them during breaks, 40% indicated that teachers always kept an eye on children leaving school and 34% reported that teachers always monitored toilets during breaks (Prinsloo, 2005).

Furthermore, Prinsloo's study noted that more than one-third of children (34%) reported that male learners always/often/sometimes sexually harassed female learners by touching or threatening them, or by making rude remarks. It was also found that 8% of children indicated that male educators proposed relationships with female learners at school (Prinsloo, 2005).

The Department has embarked on several strategies to promote school safety. The Department distributed its *Guidelines for the Prevention and Management of Sexual Violence and Harassment* to schools. The Guidelines serve to enhance measures to create a safe and caring school environment free from all forms of sexual harassment and violence, as well as to assist public schools in maintaining the minimum standard procedures for addressing allegations of sexual violence in schools (DBE, 2010c).

9. KEY INITIATIVES TO IMPROVE QUALITY OF EDUCATION

Persistently low performance in the academic achievement of learners has forced the government to undertake a number of unprecedented initiatives to improve the quality of schooling. Education remains a priority of the government in terms of its goals and its budgetary allocation. The system of performance monitoring and evaluation instituted by the Presidency in 2009 ensures accountability for service delivery. The Minister of Basic Education, as well as the Members of the Executive Councils (MECs) responsible for education in the nine provinces, have already committed themselves to improving the quality of education in the Delivery Agreement signed with the President.

9.1 THE NATIONAL DEVELOPMENT PLAN 2030

The National Development Plan 2030 (NDP) offers a long-term plan aimed at eliminating poverty and reducing inequality by 2030. According to the plan, South Africa can realise these goals by drawing on the energies of its people, growing an inclusive economy, building capabilities, enhancing the capacity of the state and promoting leadership and partnerships throughout society. Chapter Nine of the NDP provides a trajectory for improving education by 2030.

It is envisaged that by 2030, South Africa will need an education system with the following attributes: high-quality, universal early childhood education; quality school education, with globally competitive literacy and numeracy standards; further and higher education and training that enable people to fulfil their potential; and an expanding higher education sector that can contribute to rising incomes, higher productivity and the shift to a more knowledge-intensive economy and a wider system of innovation that links universities, science councils and other research and development role-players with priority areas of the economy.

9.2 DELIVERY AGREEMENT WITH THE PRESIDENCY

The Delivery Agreement on government's Outcome 1, which is the first of the 12 outcomes aimed at improving government performance and service delivery that were approved by Cabinet in 2010, was signed on 29 October 2010. The objective of Outcome 1 is to improve the quality of basic education.

The signatories to the Delivery Agreement are the national Minister of Basic Education, the national Deputy Minister of Basic Education, the nine provincial MECs for Education and an additional 17 ministers whose departments have a direct or indirect role to play in the improvement of basic education.

9.3 ACTION PLAN TO 2014: TOWARDS THE REALISATION OF SCHOOLING 2025

The Department has adopted a long-term plan for transforming basic education in South Africa. The *Action Plan to 2014: Towards the realisation of Schooling 2025* was published in 2011. The *Action Plan to 2014* is a five-year plan broken down by targets. It proposes 27 national goals that lie at the heart of the vision for education. The five-year plan forms part of a longer term plan, called *Schooling 2025*, which is South Africa's first ever long-term vision for the schooling system.

9.4 REVIEW OF THE CURRICULUM

Following negative public perceptions about Outcomes-Based Education (OBE) in South Africa, the Minister of Basic Education established a Ministerial Committee in 2009 to undertake a review of the curriculum.

In response to the recommendation of the Ministerial Committee to streamline and clarify the curriculum policy, national Curriculum and Assessment Policy Statements (CAPS) were developed for each subject listed in the National Curriculum Statement (NCS) for Grades R to 12.

The Department acknowledges that CAPS is not a panacea for implementation challenges. It asserts though, that the simplification of the curriculum will go a long way in assisting with overcoming other barriers to quality education.

9.5 THE TEXTBOOKS

In support of curriculum implementation, the Department has systematically improved the provision and rationalisation of learning and teaching support materials (LTSMs) in the system. In just three years, between 2011 and 2013, 117 million workbooks, textbooks and study guides have been printed and distributed by the national government.

The Department has significantly improved access to quality textbooks through the introduction of new national catalogues of approved textbooks for all grades, and not just for Grades 10 to 12 as had previously been the case. National catalogues were distributed to provinces and schools for selection of texts, and orders for materials were centralised by the DBE. Top-up purchases of other textbooks were managed in line with existing provincial systems.

A new directorate in the curriculum branch was also established with the current responsibilities of developing the national catalogue as CAPS is rolled out, managing centralised ordering and developing policy. The Delivery Agreement for Education has impacted on the LTSM arena.

Under the first targeted output of the Agreement – to improve the quality of teaching and learning – the DBE, PEDs and other role-players are committed to improving access to high-quality learning materials. Related initiatives include the development of better monitoring mechanisms to enable a more accurate assessment of access to textbooks, as well as the definition of a 'minimum schoolbag' as a minimum standard for learner access to materials at each grade.

9.6 THE WORKBOOK PROJECT

In his 2010 State of the Nation Address, President Jacob Zuma committed the government to providing learners with easy-to-use workbooks in all 11 official languages of the country. This translated among other things to the provision of nationally standardised, high-quality workbooks to all learners in Grades R to 9. In 2010 the DBE developed the workbooks in-house, a major departure from previous practice. In 2012, the workbooks were distributed to all learners in Grades 1 to 9 in public ordinary schools.

The rationale for the workbooks is based on the three core T's of schooling: textbooks, teachers and time. Workbooks serve as a kind of adjunct textbook for learners. They assist teachers in teaching content knowledge and to monitor the tasks that learners are required to do in the workbooks. As a readily available and user-friendly classroom resource, they promote effective and efficient use of teaching time. Workbooks do not replace textbooks and other resources, but should be regarded as additional resources.

9.7 TEACHER DEVELOPMENT

The Teacher Development Summit, held in July 2009, aimed to break the paralysis that seemed to have gripped teacher education and development (TED). It was a ground-breaking event which brought together all the stakeholders from across the TED sector in South Africa for the first time, with the goal of addressing the challenges being experienced in TED.

The Summit resulted in a declaration calling for the development of a new, strengthened, integrated plan for teacher development in South Africa. This plan has now been drafted, with the involvement of teacher unions, the DBE, the DHET, the Education Labour Relations Council (ELRC), the Education, Training and Development Practices – Sector Education and Training Authority (ETDP-SETA), Higher Education South Africa – Education Deans' Forum (HESA-EDF), and the South African Council for Educators (SACE).

9.7.1 INITIAL TEACHER EDUCATION

Recognising the need to encourage more able students to consider the teaching profession, the DoE introduced Funza Lushaka (Teach the Nation) bursaries in 2007. Awarded on a 'work back' basis, the full-cost bursary enables students of high ability to complete a full teacher education programme at a university of their choice, after which they are obliged to 'work back' the number of years they received the bursary by teaching in public schools in a provincial education department.

The introduction of the Funza Lushaka scheme has resulted in a significant increase in the number and quality of applicants for teacher education programmes at HEIs, in some cases doubling the intake.

Table 36: Funza Lushaka Bursary Programme, 2007 – 2013

	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13
Number of Funza Lushaka bursaries awarded per year	3 662	5 185	9 141	10 073	8 817	11 650
Number of qualified students	812	1 058	1 754	2 167	2 300	
Budget allocated (in R millions)	120	180	400	424	449,440	671,912
Budget utilised (in R millions)	109,770	171,019	377,738	462,198	439,258	

***Source**: DBE, Initial Teacher Education Programme Manager*

***Note**: 2011-2012 figures are provisional. Awaiting NSFAS confirmation for possible increase in number of students and expenditure, and final results from institutions.*

***Note**: 2012/13 figures are projected.*

9.8 ACCELERATED SCHOOLS INFRASTRUCTURE DELIVERY INITIATIVE (ASIDI)

The Accelerated Schools Infrastructure Delivery Initiative (ASIDI) forms part of a broader infrastructure programme, aimed at achieving a level of optimum functionality in targeted schools over the next five years.

ASIDI aims to fast-track the provision of basic infrastructure to schools that are currently unable to operate properly due to inadequate infrastructure. The emphasis is on the improvement of existing schools' infrastructure, rather than the building of new schools. One of the expected benefits is improved infrastructure planning, with a pronounced focus on life cycle planning and maintenance.

The foci of ASIDI for the 2010 – 2014 strategic planning period are: schools without water, sanitation, electricity and/or fencing; schools that constitute a danger to learners and educators from a construction perspective; and overcrowded schools.

9.9 NATIONAL SCHOOL NUTRITION PROGRAMME (NSNP)

Many young children living in poverty are food-deprived and are therefore not able to participate fully in their own development. The National School Nutrition Programme (NSNP) aims to promote better quality education for the poorest learners by providing a daily meal to learners benefiting from the programme. The rationale of the NSNP is to actively enhance children's learning capacity by providing an incentive for children to regularly and punctually attend school as well as to address particular nutritional deficiencies.

Table 37: Number of learners in schools benefiting from National School Nutrition Programme (NSNP), 2010 – 2011

	2010/11		2011/12	
	Total Number of Schools providing meals to learners	Total Number of Learners benefiting from NSNP	Total Number of Schools providing meals to learners	Total Number of Learners benefiting from NSNP
Eastern Cape	4 680	1 689 470	5 130	1 589 104
Free State	1 270	444 042	1 181	517 251
Gauteng	1 655	795 785	1 464	1 012 545
KwaZulu-Natal	4 819	1 895 212	5 248	2 140 959
Limpopo	3 672	1 538 919	3 848	1 563 994
Mpumalanga	1 639	751 767	1 687	834 747
Northern Cape	778	241 958	456	186 829
North West	1 302	508 945	1 423	578 072
Western Cape	1 000	415 829	1 016	426 707
Total	**20 815**	**8 281 927**	**21 453**	**8 850 208**

Source: *DBE, National School Nutrition Programme: Annual Report 2010-2011 and 2011-2012 NSNP Performance Indicators spreadsheet.*

Providing nutritious meals to learners is a key output of the NSNP. In the 2010-2011 financial year, a total of 8 281 927 learners in 20 815 schools were reached: 6 536 744 learners in 17 315 primary schools (Quintiles 1 to 3) and 1 745 183 learners in 3 500 secondary schools (Quintiles 1 to 2).

The programme was successfully extended to Quintile 2 secondary schools for the first time in April 2010. It has been phased in to Quintile 3 secondary schools in the 2011-2012 financial year. To this end, 8.8 million learners are benefiting from the NSNP and over 21 000 schools were providing meals to learners through the NSNP in the 2011-2012 financial year (DBE, 2011).

10. CONCLUSION

South Africa has made remarkable progress towards achieving the Education for All goals. These include promulgating regulations and policies to progressively ensure that children, youth and adults have access to some form of educational institution and skills development programmes. Evidence from administrative data and independent surveys depicts an encouraging picture of access to education via enrolment in education institutions in South Africa. Access to compulsory basic education, which comprises learners from Grades 1 to 9, aged seven to 15 years, is characterised by over 98% enrolment. Furthermore, this age group shows high learner retention through to Grade 9.

However, education access declines among children in the post-compulsory phase of education. This phase corresponds to children in the 16 to 18-year age band. Approximately 87% of 16 to 18-year-old children attended an education institution in 2011. This figure is fairly high by international standards, but needs to improve to reach the targets set by the Department.

Critics argue that high enrolment does not translate into quality education, but agree that it is a first step towards improving the quality of education. With high enrolment rates in the South African schooling system, the environment is now conducive for the Department to pursue interventions to improve the quality of education. Although some initiatives are already under way, the challenge remains the implementation and practice of these interventions.

Access to learning opportunities needs to improve among children in the FET band of education. It seems that alternative learning pathways are unable to accommodate large numbers of learners in this band. The available skills programmes are mostly concentrated in urban areas. This makes it difficult for youth in rural areas to access these programmes. With the establishment of the DHET, it is envisaged that these challenges will be addressed.

The Department acknowledges that the South African schooling system is characterised by major weaknesses – particularly in relation to the quality of education provision and the poor learning outcomes. However, the Department's turnaround plan published in October 2011, *Action Plan 2014: Towards the realisation of Schooling 2025,* is likely to change the status quo.

A brief summary of progress made in relation to the six EFA goals follows:

10.1 ECD

Data indicates that significantly more children are accessing ECD programmes than a decade ago. However, the fragmented legislative and policy framework for ECD results in uncoordinated service delivery, limited access to ECD services, inequities in existing ECD provision, the variable quality of ECD services, a lack of adequate human and financial resources for the high demands of the ECD sector at national, provincial and local/district level, as well as limited inter-departmental/intersectoral collaboration to ensure adequate, efficient and quality ECD provision for children. Collaboration between government and non-government organisations is critical. The National Development Plan provides a platform for the ECD sector to be integrated and to improve the collaboration among all stakeholders.

10.2 ACCESS TO PRIMARY AND SECONDARY EDUCATION

National education policies greatly impacted on access to learning. This has fast-tracked the achievement of the EFA goals. The introduction of the no-fee schools policy, the National School Nutrition Programme and other programmes aimed at retaining learners in schools has led to dramatic increases in both primary and secondary school enrolment.

Enrolment at the primary level of schooling (Grades 1 to 7) is almost 100%, while that at the secondary level is close to 90%. However, secondary level completion rates are disappointing and need to improve. The main challenge pertaining to this goal is the issue of quality education that remained elusive in the schooling system.

10.3 LEARNING NEEDS OF YOUTH AND ADULTS

The learning needs of youth are being attended to through programmes offered in FET colleges and through specialised skills programmes funded and registered by Sector Education Training Authorities. However, the gap between needs and provision remains wide. The Green Paper on Post-Schooling developed by the Department of Higher Education and Training provides substantive guidance on how the learning needs of post-school youth will be met.

The learning needs of adults are being addressed through the Kha Ri Gude adult literacy campaign, as well as through special adult education and training programmes provided by adult education and training centres. Furthermore, the enrolment in AET centres is increasing and they have the potential to reach the marginalised people in rural areas.

However, as pointed out in the DHET Green Paper on Post-Schooling, the challenges in responding to the learning needs of youth and adults are very high, and much effort is required to change the status quo.

10.4 OUT-OF-SCHOOL CHILDREN

HIV/Aids is having a major impact, not only in South Africa but throughout the world. It is reducing the supply of qualified teachers and may disrupt schooling for a whole generation of children. Over a period of time, the diminishing investment in human capital may delay social and economic development.

An out-of-school factor that can prevent orphans and vulnerable children from attending school is the need to care for younger siblings. Therefore, collaboration between government agencies and other stakeholders will assist in addressing challenges pertaining to orphans and vulnerable children. The HIV and AIDS epidemic resulted in an increased number of orphans and other children who became vulnerable. The number of orphans is expected to increase significantly as the epidemic matures and adult AIDS mortality increases. It is estimated that, by 2015, South Africa will have 5.7 million children – a third of all children in the country – who would have lost one or both parents (MRC, 2007).

It is hoped that the establishment of the DHET will assist in providing alternative skills programmes for out-of-school older orphans and vulnerable children. Other education streams may be introduced to accommodate out-of-school children.

10.5 GENDER PARITY

According to the Global Gender Gap Report (2009), South Africa made great strides in closing gender gaps to be ranked in sixth position. In 2008, South Africa was ranked 22nd out of the 138 countries assessed (World Economic Forum, 2009). This achievement has been confirmed by the data on gender parity presented by different sources.

10.6 LITERACY

The data presented on adult literacy indicates that remarkable efforts are being made to reduce illiteracy among adults in South Africa, although adult illiteracy seems to be under-reported in South Africa as a result of using the completion of Grade 7 as a proxy for measuring literacy. However, completion of Grade 7 as a proxy for measuring literacy tends to obscure the effects of the Kha Ri Gude Literacy Campaign, as well as the impact of ABET programmes and other literacy initiatives in the country. Census 2011 showed that 2.7 million people were illiterate in South Africa. This indicates a massive decrease from the 5.5 million people who were illiterate in 2009. Given the pace of this improvement and were it to be sustained, it is likely that South Africa will reach the EFA goal for literacy by 2015.

10.7 QUALITY OF EDUCATION

Quality education plays a fundamental role in achieving most of the other Millennium Developmental Goals (MDGs). A good education system is crucial, not only for ensuring that the citizenry are well educated, but also for human development and for the maintenance of socially responsive economic and political systems (Modisaotsile, 2012). Although the data shows that South Africa has reached MDG2 on achieving universal primary education and spends 18,5 per cent of its annual national Budget on education, the education system remains largely in a poor state of affairs (Modisaotsile, 2012). In the past five years, although the country has seen a doubling of the education budget to R165 billion, the quality of education remains elusive, and other of the outputs have not improved.

The schools are deprived of resources, facilities and qualified teachers. It is hard to imagine efficiency, effectiveness and quality in education developing under these circumstances.

Although the measurement of quality education is complicated by the unavailability of recent assessment information on the performance of learners, making it difficult to assess progress pertaining to this goal, the proxies used in the report point towards schooling with high enrolment but poor quality education. This is manifested in declining learning achievement and the outcomes of the NCS. Furthermore, although the qualifications of educators in the schooling system are high, the link between qualifications and quality of learning achievement and outcomes still needs further investigation and research.

The quality of education therefore needs to be improved at the primary and secondary level, so that the system prepares individuals for the demands of higher education.

10.8 PARTICIPATION AND SUPPORT

A number of the good practice examples above highlighted the importance of community participation and support for the education of orphans and vulnerable children. The involvement in education of SGBs, civil society organisations and private business indicates positive signs towards building a quality schooling system.

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