Education for All
Country Report: South Africa

2010

basic education

Department:
Basic Education
REPUBLIC OF SOUTH AFRICA

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ACRONYMS

ABET	Adult Basic Education and Training
ANA	Annual national assessments
ASIDI	Accelerated Schools Infrastructure Delivery Initiative
ASS	Annual School Survey
BBBSSA	Big Brother Big Sister South Africa
BEd	Bachelor of Education degree
CAPS	Curriculum and Assessment Policy Statement
CJCP	Centre for Justice and Crime Prevention
CREATE	Consortium for Research on Educational Access, Transitions and Equity
CS	Community survey
CSIR	Council for Scientific and Industrial Research
DBE	Department of Basic Education
DHET	Department of Higher Education and Training
DoE	Department of Education
DORA	Division of Revenue Act
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
FFL	Foundations for Learning
GCE	Global Campaign for Education
GDP	Gross Domestic Product
GER	Gross enrolment rate
GET	General Education and Training
GHS	General Household Survey
GNP	Gross National Product
GPI	Gender Parity Index
GYSD	Global Youth Service Day
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
LFS	Labour Force Survey
LRC	Learner Representative Council
LTSM	Learning and teaching material
MDGs	Millennium Development Goals
MEC	Member of the Executive Council

MPC	Ministerial Project Committee
MRC	Medical Research Council
NCS	National Curriculum Statement
NER	Net enrolment rate
NICPD	National Institute for Curriculum and Professional Development
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
NYC	National Youth Commission
NYDA	National Youth Development Agency
NYS	National Youth Service
OOS	Out-of-school
OSISA	Open Society Initiative for Southern Africa
OBE	Outcomes-based-Education
OVC	Orphans and vulnerable children
PEDs	Provincial education departments
PGCE	Postgraduate Certificate in Education
PIRLS	Progress in International Reading Literacy Study
PPP	Purchasing power parity
PTDI	Provincial Teacher Development Institute
QIDS-UP	The Quality Improvement, Development, Support and Upliftment Programme
REQV	Relative education qualification value
RSA	Republic of South Africa
SABC	South African Broadcasting Corporation
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
SETAs	Sectoral education and training authorities
SGB	School governing bodies
SMMEs	Small, medium and micro enterprises
SMT	School management team
Stats SA	Statistics South Africa
TIMSS	Trends in International Mathematics and Science Study
TLI	Teacher Laptop Initiative
TED	Teacher education and development
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
UYF	Umsobomvu Youth Fund

1. BACKGROUND

1.1 Introduction

Education for All (EFA) is a global initiative, launched 20 years ago, 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.

At the 1990 World Conference, a total of 155 countries, as well as representatives from some 150 organisations agreed 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 strengthen their efforts to ensure that the basic learning needs of all were met.

After a decade of slow progress, the international community reaffirmed its commitment to EFA at the World Education Forum, held in Dakar, Senegal in 2000. The Forum acknowledged that many countries were far from having reached the goals adopted at the 1990 World Conference on Education for All. Countries reaffirmed their commitment to achieving EFA by means of 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 during the Soccer World Cup held in South Africa in 2010, via the 1 Goal Campaign. The 1 Goal Campaign, launched on 20 August 2009, uses the power of football to ensure that EFA turns into a lasting impact, left by the 2010 FIFA World Cup. It is a global movement, helping to ensure that every child can get 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 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, as well as its role in human development, is hardly in doubt today. The philosophy of EFA is based on the idea that education has a tremendous multiplier effect that brings lasting benefits to individuals and communities. Opening classroom doors to all children, especially girls, is known to help break the inter-generational chains of poverty, because 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 and diseases of poverty, spurring on economic growth and building peace.

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 (UNFPA, undated) claims that the benefits of education for girls include both 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 has more than double the chance to survive to the age of five, than a child born to an uneducated mother. Additionally, educated mothers are 50% more likely to immunise their children against diseases, as compared to mothers with no schooling (The 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 amongst young people who finish primary school. For instance, 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. When individuals have the chance to learn basic life and literacy skills, economies grow faster and poverty rates decline. When people go to school, they are eventually able to earn more money and support their families. 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 by 10% for each year of schooling they receive, translating to a 1% annual increase in the Gross Domestic Product (GDP) if good quality education is offered to the entire population (GCE, 2009).

Education provides a foundation for building peace: Education is an essential building block in the development of an inclusive, democratic society. It nurtures peace. According to a report by Save the Children (2009), across society 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 EFA goals. The goals are global in nature. Via 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 a 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 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 additional measures that are pertinent with regard to education in South Africa.

Data for this report was obtained from two main sources, namely 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 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 that had been undertaken 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

The Bill of Rights in the South African Constitution (RSA, 1996a) stipulates that "everyone has the right to a basic education, including adult basic education; and 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 (SASA) (RSA, 1996b), education for learners is compulsory for children turning 7 until 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 also targeted the enrolment of all 5-year-olds in Grade R (the reception year) by 2014.

2.2 Governance and organisation

The SA Constitution (RSA, 1996a) 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.

Within this constitutional framework, schools, adult learning centres and further education and training colleges are administered by the provincial education departments (PEDs) in terms of national policy and 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 Sectoral Education and Training Authorities (SETAs), trade testing centres and skills development.

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.

SASA (RSA, 1996b) prescribes a basic set of functions for SGBs, but they may apply to their provincial department for additional functions. SGBs are 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 amount 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 0 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.

2.3   The provision of education

In 2009, South Africa had 32 104 educational institutions. These included 25 906 ordinary schools and 6 197 other educational institutions, namely, special schools, early childhood development (ECD) sites, public adult basic education and training (ABET) centres, public FET institutions and public HEIs.

More than 14 million learners and students were enrolled in all sectors of the education system in 2009. Of these, close to 12 million (84%) were enrolled in ordinary public schools, while approximately 3% of school-going learners (393 447) were enrolled in ordinary independent schools.

The number and proportion of students enrolled in education institutions outside of schools was as follows: 837 779 (5.9%) were enrolled in public HEIs, 420 475 (3.0%) were enrolled in public FET institutions, 297 900 (2.1%) were enrolled in public ABET centres, 237 471 (1.7%) were enrolled in early childhood development (ECD) centres, and 100 717 (0.7%) were enrolled in special schools.

The 14 122 305 learners and students in the education system were served by 469 963 educators and lecturers. These figures apply only to public institutions.

2.4   Expenditure on education and training

Education has been a priority of government over many years. Hence it enjoyed the largest single slice of government spending. In his State of the Nation Address to Parliament in 2009, the President of South Africa, Mr Jacob Zuma,

reaffirmed government's commitment to education and placed education and skills development at the centre of government's policies.

Between 2005/06 and 2008/09, government spending on education as a percentage of total government expenditure averaged 17.7%. By 2011/12, spending on education is projected to make up 18.2% of total government expenditure. This is considered especially appropriate in a developing country like South Africa, where there is a pressing need for improving education quality and supplying skills to drive the country's economic growth and broader development (National Treasury, 2009).

Public spending in South Africa on primary, as well as secondary schooling as a proportion of the Gross National Product (GNP) compares well to that of other countries. In South Africa, public spending on schooling as a percentage of the GNP is 4.0%, compared to an average of 3.1% for developing countries and 2.9% in sub-Saharan Africa. Total spending per learner in South Africa also compares well in South Africa to international standards. At the primary level, approximately US$ 1,383 is spent per enrolled learner in South Africa, compared to US$ 167 in sub-Saharan Africa and US$ 614 in Latin America[1]. Similarly, major differences can be seen at the secondary level, where the figures are US$ 1,726, US$ 376 and US$ 594 for South Africa, sub-Saharan Africa and Latin America respectively[2] (DBE, 2010a).

Although the investment in education resulted in greatly improved access to education in South Africa over the past 15 years, it has not as yet delivered an improvement in outcomes. South Africa's poor performance in national and international studies of learner achievement indicates that, despite the high financial investment in education, the outcomes leave much to be desired.

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1   These values are reflected in purchasing power parity (PPP) terms.

2   UNESCO, 2009.

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

According to the United Nations Children's Fund (UNICEF, 2001), the rights of children and the cause of human development are unquestionable reasons for investing in ECD. However, additional arguments related to equity and the economy, provide further compelling reasons for investing in early childhood education.

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

The social reasons for investing in ECD are that intervening in the very 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 child 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 4 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, as well as 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 0-to-4-year olds by 2014 (The Presidency, 2009a).

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 9 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 amongst the Department of Social Development (DSD), the Department of Health and 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 government programmes undertaken by various 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 service professionals, but also parents. The Child Care Amendment Act (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 (Act 41 of 2007) provides for, and regulates a range of child-care and protection services. This includes 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 (RSA, 2008).

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 and signifies an appreciation of the importance of taking into consideration 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 0 to 9 years by means of various policies and programmes, which are not ECD-specific, but address the general health needs of children.

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.

Local and international evidence points to a close association between ECD programmes and broader social and community development. Recognition of this could greatly enhance integrated ECD services directed at the developmental needs of young children, especially the disadvantaged and vulnerable (UNICEF, 2005).

3.4   Participation of 0-to-4 year olds in education

According to the findings of the 2009 General Household Survey, 30% of 0-to-4-year olds attended an education institution. Table 1 indicates a massive increase, from approximately 7% in 2002 to 30% in 2009, in the proportion of children aged 0-to-4 years , attending educational institutions.

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

In 2009, Gauteng and the Free State had the highest percentage of children, aged 0-to-4 years of age, attending ECD programmes with 44% and 37% respectively, while the Northern Cape and North West had a significantly lower attendance rate of 19% and 22% respectively.

Table 1: Percentage of 0-4 year-olds attending educational institutions by province: 2002 – 2009

Provinces	2002	2003	2004	2005	2006	2007	2008	2009
Eastern Cape	9.4	14.0	12.1	17.8	19.0	19.3	20.3	29.5
Free State	6.5	10.6	10.4	19.6	19.4	20.9	18.0	36.8
Gauteng	11.4	18.0	16.9	20.5	26.9	24.1	25.4	43.5
KwaZulu-Natal	4.3	7.4	6.8	7.0	7.2	9.8	11.7	23.7
Limpopo	5.5	9.9	11.5	13.3	17.8	14.5	14.5	27.9
Mpumalanga	4.8	7.4	12.5	10.0	12.1	12.7	16.2	28.1
North West	6.4	10.5	8.4	10.5	7.7	14.0	8.0	21.8
Northern Cape	3.0	5.2	5.3	8.8	7.6	12.5	10.6	19.3
Western Cape	10.4	14.9	15.1	19.6	16.6	14.2	14.4	27.6
National	**7.3**	**11.6**	**11.5**	**14.3**	**16.0**	**16.1**	**16.7**	**29.9**

Source: Statistics South Africa, General Household Survey: 2002 – 2009
Please note that the calculation is based on the re-weighted GHS interactive dataset (October 2010)

3.5   Participation of 5-year-olds in education

In 2009, more than 78% of 5-year-olds attended an educational institution (see Table 2).

Table 2 indicates that there was an increase from 39% in 2002 to approximately 78% in 2009 in the number of 5-year-olds attending an educational institution. This translates into an increase of 39% over the 2002 to 2009 period.

Table 2 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 2009. Since government had committed earlier to ensuring that all children aged 5 are attending educational institutions by 2010, the significant increase between 2008 and 2009 may be attributed to the intervention aimed at realising this commitment.

It is interesting to note that, in 2009, "poorer" provinces, such as Limpopo, the Free State and the Eastern Cape, showed higher proportions of 5-year-olds attending educational institutions (93%, 86% and 85%, respectively), as compared to Gauteng (73%), which is a more affluent province.

Table 2: Percentage of 5-year-olds attending educational institutions: 2002 – 2009

Provinces	2002	2003	2004	2005	2006	2007	2008	2009
Eastern Cape	49.6	52.7	60.8	69.0	70.9	69.3	80.3	85.4
Free State	33.3	54.7	56.3	55.6	59.2	61.3	60.4	86.0
Gauteng	45.9	59.2	51.3	60.0	60.9	64.3	61.3	73.3
KwaZulu-Natal	33.4	35.0	38.7	50.1	54.3	51.5	57.5	70.1
Limpopo	43.1	55.7	68.4	73.2	76.6	71.8	74.3	92.7
Mpumalanga	28.9	37.9	60.1	55.5	57.0	63.6	65.1	83.2
North West	36.6	42.8	48.2	47.4	50.5	45.7	53.2	66.8
Northern Cape	21.5	34.2	25.9	55.2	46.7	59.1	50.0	80.1
Western Cape	41.2	53.7	49.6	63.3	65.7	52.2	53.5	79.1
National	**39.3**	**48.1**	**51.9**	**59.3**	**61.6**	**60.2**	**63.2**	**78.3**

Source: Statistics South Africa, General Household Survey: 2002 – 2009

Please note that the calculation is based on the re-weighted GHS interactive dataset

3.6   Participation in Grade R

In 2009, the participation rate of children in Grade R was 60%. This figure reflects the number of children enrolled in Grade R as a proportion of the 5-year-old population.

Nationally, there has been an increase in Grade R enrolment from 15% in 1999 to 60% in 2009. This points to a massive 45% increase between 1999 and 2009. As Table 3 indicates, this increase has been generally steady and consistent over the years.

Table 3 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 3: Enrolment in Grade R and gross enrolment rates (GERs) for Grade R in ordinary schools: 1999 – 2009

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	**35.1**
2005	202 607	202 590	405 197	40.6	40.3	**40.4**
2006	219 945	221 642	441 587	44.3	44.0	**44.1**
2007	242 262	244 960	487 222	48.9	48.7	**48.8**
2008	271 113	272 686	543 799	53.0	52.6	**52.8**
2009	308 628	311 595	620 223	60.4	60.2	**60.3**

Sources: Department of Education publication, Enrolment data (2001 – 2009); Mid-year population estimate: Statistics South Africa

This massive increase in Grade R enrolment in the Eastern Cape could be attributed to the provision of nutrition at public schools. Therefore, children who are under-age may be enrolled in, or counted as being in Grade R. Gauteng and the Western Cape had the lowest Grade R enrolment with 34% and 37% respectively.

Table 3 indicates the enrolment of children in Grade R in public schools. The data in this table excludes children attending Grade R at community sites that provide Grade R programmes.

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 that are not registered as schools.

Table 4: GERs for Grade R in ordinary schools by province: 2002 – 2009

Province	2002	2003	2004	2005	2006	2007	2008	2009
Eastern Cape	13.9	30.3	48.3	70.1	72.9	77.9	94.4	107.4
Free State	28.1	26.7	27.1	30.6	30.7	38.0	39.8	39.0
Gauteng	18.3	19.8	21.0	24.1	23.3	28.0	26.9	34.0
KwaZulu-Natal	30.7	32.6	31.9	35.1	35.7	53.8	57.5	66.1
Limpopo	63.6	65.0	66.9	75.7	78.1	75.7	78.2	81.5
Mpumalanga	14.3	16.4	28.2	17.0	17.1	40.8	47.4	57.9
North West	13.0	17.8	23.1	40.0	39.9	66.0	38.4	46.5
North Cape	5.4	7.8	8.3	9.3	9.2	11.9	29.8	40.8
Western Cape	33.2	36.3	35.7	35.7	34.9	33.2	29.1	36.5

Sources: Education Statistics in South Africa (2002 – 2007); School Realities (2008 – 2009)

3.7   Conclusion

The data presented in this section reflects an encouraging picture of children aged 0 to 4 and 5 years old, accessing ECD programmes and educational institutions.

Over the past decade, there has been an approximate 40% increase in the proportion of 5-year-olds receiving some sort of childhood education in South Africa. However, much more needs to be done to reach the target of 100% enrolment of 5-years-olds for Grade R by 2014.

In a critical analysis of the current nature, context and status of the provision of ECD in South Africa, the Presidency (2009b) draws attention to the following challenges that would have to be addressed for ECD targets to be reached:

A fragmented legislative and policy framework for ECD, resulting 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 demand by the ECD sector, at national, provincial and local/district level; as well as limited interdepartmental/intersectoral collaboration to ensure adequate, efficient and quality ECD provision for children.

No single government department is in a position to provide services to children that cover all aspects of children's needs. An integrated ECD approach is therefore central to the provision of coherent and coordinated programmes for developing young children in South Africa. It is therefore important that government departments work in close collaboration, so as to ensure universal access to, and good quality ECD services for all children (The Presidency, 2009b).

There is sufficient evidence to suggest that, irrespective of the targeting criteria, the best way to give children a good start in life, is by means of an integrated approach to ECD. It has been proven that focusing on a single aspect of child development does not yield sustainable results. The integrated approach includes programmes pertaining to health, nutrition, water and sanitation, early learning, as well as psycho-social care. Furthermore, the evidence also suggests that coordination both between and within the different tiers of government and community organisations is one of the key factors for success in providing ECD services.

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 complete free and compulsory primary education of good quality.

This section focuses on the access to primary education in South Africa. Primary education spans Grades 1 to 7. The appropriate age for primary schooling in South Africa is 7-to-13-year-olds. The Education Laws Amendment Bill of 2002 stipulates the age of admission to Grade 1 as the year in which a child turns 7. However, a Constitutional Court challenge to the Bill in 2003, resulted in the school-going age for Grade 1 being changed to age 5, if a child turns 6 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

According to the Consortium for Research on Educational Access, Transitions and Equity (CREATE, 2008), almost all children of school-going age (7 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 5 reflects the participation of children, aged 7 to 13, in primary education by gender. The attendance of 7-to-13-year-olds remained high from 2002 to 2009. Overall, 99% of 7-to-13 years olds were attending an education institution in 2009, compared to 96% in 2002. The increase between 2002 and 2009 constitutes 3%.

The GHS also indicates that attendance of learners by gender was almost equal for both females and males throughout the years, even though in 2007 and 2008 the Gender Parity Index (GPI) was standing at 0.99.

Table 5: Percentage of 7-13-year-olds in educational institutions by gender: 2002 – 2009

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

Source: Statistics South Africa, General Household Survey: 2002 – 2009

4.2 Participation of 7-15-year-olds in compulsory basic education

The South African Schools Act of 1996 requires parents to ensure that their children attend school from the first school day of the year in which they turn 7, 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).

The GHS (2009) indicates that a very high proportion of 7-15-year-olds were attending educational institutions between 2002 and 2009 (Statistics South Africa, 2010). Table 6 indicates that the participation rate increased from 96.3% in 2002 to 98.2% in 2009. This figure is supported by findings from a study undertaken by Social Surveys, which found that, at 98.8%, the aggregate attendance figures are higher in the Basic Education Phase, defined as all those children aged 7 to 15 years (Social Surveys, 2009).

Table 6: Percentage of 7-15-year-olds attending educational institutions: 2002 – 2009

Province	2002	2003	2004	2005	2006	2007	2008	2009
Eastern Cape	95.5	95.9	97.0	97.4	97.3	97.7	97.6	97.8
Free State	97.5	96.8	97.0	97.5	98.7	98.7	98.2	98.7
Gauteng	98.1	98.9	98.9	98.5	97.7	97.5	98.3	98.5
KwaZulu-Natal	94.8	96.4	97.0	97.7	97.2	97.5	97.9	98.0
Limpopo	97.4	98.0	98.8	99.0	98.9	98.5	98.2	98.8
Mpumalanga	97.2	98.1	98.6	97.9	98.1	97.9	98.2	98.3
North West	95.4	96.7	97.7	96.3	95.9	96.9	97.3	97.6
Northern Cape	93.6	95.7	96.6	97.5	97.6	97.5	97.5	98.5
Western Cape	97.3	97.1	98.1	98.2	97.6	98.2	97.0	98.1
National	**96.3**	**97.1**	**97.8**	**97.9**	**97.7**	**97.8**	**97.9**	**98.2**

Source: Statistics South Africa, General Household Survey: 2002 – 2009

4.3 Out-of-school children

Out-of-school (OOS) children may be defined as boys and girls who belong to any of the following two categories: a) 7-14 year-olds who are not enrolled; b) 15-24 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 in order to achieve universal primary education. Table 9 further down provides a summary per level of education.

Table 7 indicates the percentage of 7-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. In 2002, some 4% of Coloured children were OOS, while 4% of African/Black children were also OOS. Although this has significantly decreased for both population groups by 2009, OOS children in this age group still constitute a cause for concern.

As far as the white population is concerned, the percentage of OOS children in the 7-to-5-year age group increased from 0.4% in 2002 to 1% in 2009. This increase, albeit small, is a cause for concern. Further investigation is required as to whether the data actually reflects reality.

On average, the Indian/Asian population group has the lowest percentage of children aged 7 to 15 of whom less than 1% were OOS between 2002 and 2009.

Table 7: Percentage of 7-15-year-olds out-of-school

Province	2002	2003	2004	2005	2006	2007	2008	2009
African/Black	4.0	3.1	2.5	2.3	2.5	2.1	2.1	1.6
Coloured	4.1	2.6	2.0	2.5	2.4	2.6	2.6	1.8
Indian/Asian	0.5	1.1	0.8	0.5	5.3	0.0	0.0	0.1
White	0.4	0.6	0.3	0.5	0.1	1.7	1.7	1.0

Source: Statistics South Africa, General Household Survey: 2002 – 2009

According to the GHS, the number of 7-15-year-olds who were OOS decreased from more than 300 000 in 2002 to less than 200 000 in 2009. By contrast, the Social Surveys study found that there were 121 373 *(see Table 9)* children, aged 7 to 15, 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 8 indicates the OOS children, aged 16 to 18, by population group between 2002 and 2009. Overall, at 32%, the Coloured children in this age group showed the highest percentage OOS throughout the years. Meanwhile, the Indian/Asian population group was the second highest group, with an average of 20% of children OOS between 2002 and 2009.

There has been a decrease in the proportion of African/Black OOS children, aged 16 to 18, from 17% in 2002 to 15% in 2009.

The white population showed an increase from 8% in 2002 to 13% in 2009. This is a significant increase of 5% in this population group.

Table 8: Percentage of 16-18-year-olds out-of-school

Province	2002	2003	2004	2005	2006	2007	2008	2009
African/Black	16.9	16.0	16.3	17.4	15.9	13.7	14.8	15.4
Coloured	32.5	35.1	33.8	33.1	36.7	29.3	30.6	32.0
Indian/Asian	19.7	20.7	19.5	12.0	30.9	17.9	19.3	20.3
White	8.1	9.5	10.9	7.9	11.6	10.3	16.2	13.4

Source: *Statistics South Africa, General Household Survey: 2002 – 2009*

Table 9: Estimated number of out-of-school children per age cohort for all children aged 7 to 18

Age band	Estimated number of children not in school
7 to 13 years (primary school age band)	75 528
7 to 15 years (basic education age band)	121 373
14 to 18 years (secondary school age band)	363 049
16 to 18 years (FET age band)	317 204
7 to 18 years	438 577

Source: Social Surveys, Barriers to Education Study, 2009

A 2009 Social Surveys study found that access to education for children of primary and basic education school age is extensive, with only 1.2% of children, aged between 7 and 15, not attending school in 2007.

Based on the data above, the Barriers to Education Study estimates that, in 2007, there was a total of 438 577 children between the ages of 7 and 18 OOS, excluding those who had already completed their school education (Social Surveys, 2009).
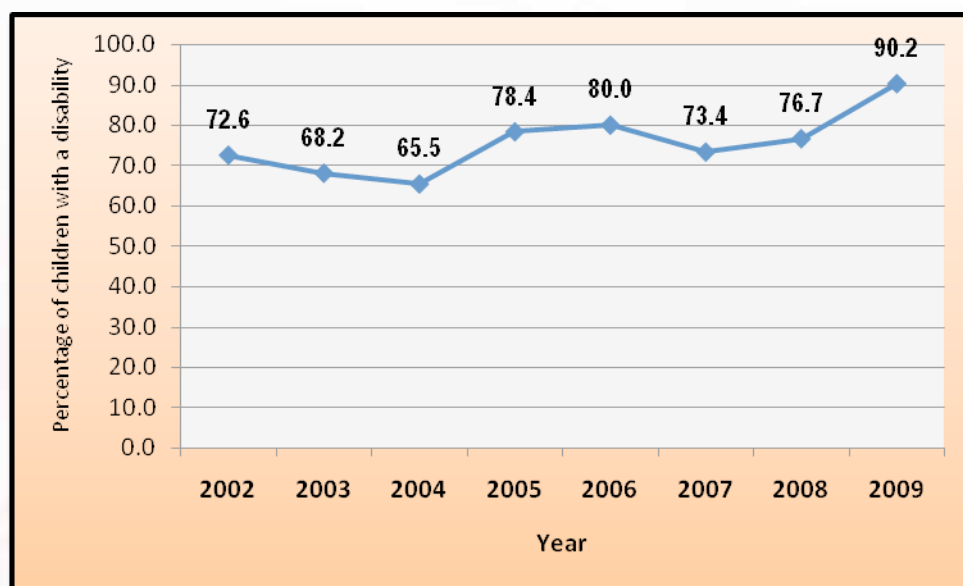
4.4 Disability

The Integrated National Disability Strategy of 1997 condemns the segregation of persons with disabilities from the mainstream of society. It emphasises the need for including persons with disabilities in the workplace, the social environment, the political sphere and the sport arenas. The DoE's White Paper 6 (DoE, 2001) supports this standpoint and regards the establishment of an inclusive education and training system as a corner-stone of an integrated and a 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.

4.4.1 Percentage of 7-to-15-year-olds with a disability who attend educational institutions

Figure 1 below indicates the percentage of 7-to-15-year-olds, with a disability, attending school. In 2009, approximately 90% of 7-to-15-year-olds, children who suffered from a disability, attended school. While this figure is a positive indication of inclusiveness in schooling, it also means that10% of 7-to-15 year-olds, children who have a disability, do not attend school. Clearly this is the group of children who should be targeted for support so as to ensure that their right to basic education is realised.

Figure 1: Percentage of 7-15-year-olds with disabilities attending educational institutions: 2002 – 2009
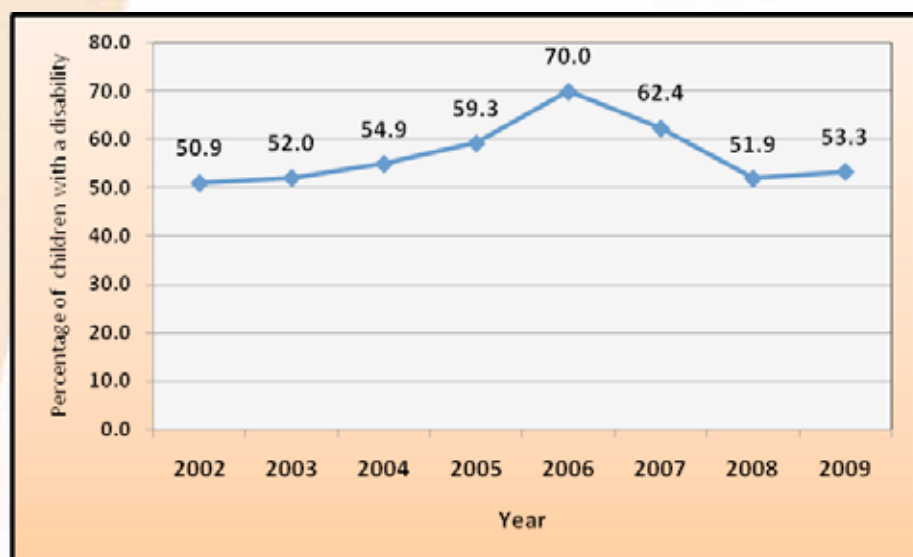
Source: Statistics South Africa, General Household Survey: 2002 – 2009

Figure 1 below indicates that 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 (90%) 7-to-15-year-olds children who suffer from a disability attended school in 2009, compared to those in 2002 (73%).

4.4.2 Percentage of 16-to-18 year-olds, suffering from a disability, who attend educational institutions

Figure 2 below indicates the participation of 16-to-18-year-olds, who suffer from a disability, in educational institutions. In 2009, only 53% of 16-to-18-year-olds who suffer from a disability attended an educational institution. This implies that a significant proportion of 16-to-18 year-olds children who suffer from a disability (47%), 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 had been a significant increase in attendance of educational institutions amongst this category of children between 2002 and 2006 (19%), this figure decreased substantially in 2009. 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 about this phenomenon. Nonetheless, the overall figures do suggest that a considerable proportion of children, aged 16 to 18, who suffer from a disability, is not attending an education institution.

Figure 2: Percentage of 16-18-year-olds suffering from disabilities attending educational institutions: 2002 – 2009
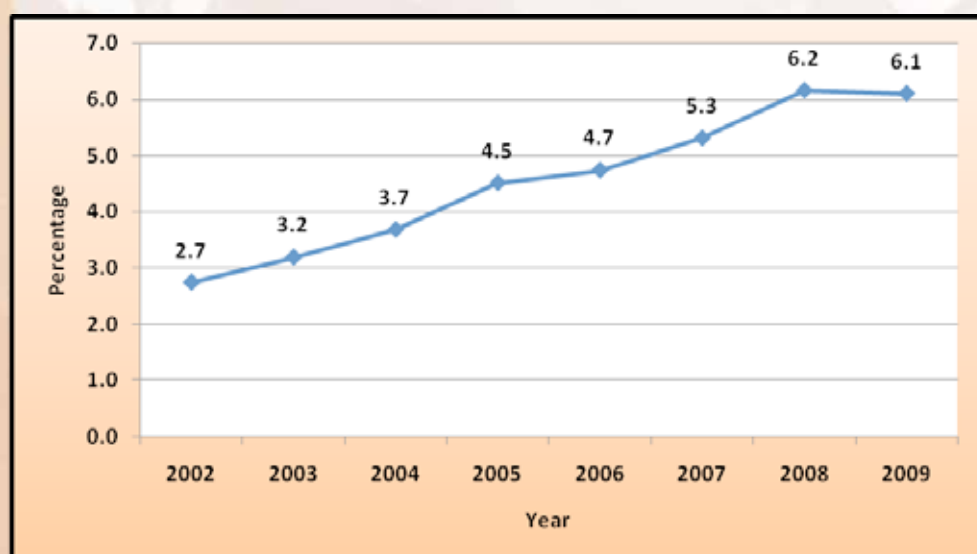
Source: Statistics South Africa, General Household Survey; 2002 – 2009

4.5   Orphans in the education system

Figure 3 below indicates the percentage of children, attending school, whose parents are no longer alive. In 2002, of all children attending school, at least 3% were orphans. This has since increased to 6% in 2009. Throughout the years, there has been 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 the extent of 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 amongst school-going children over the period 2002 to 2009, is of major concern. This phenomenon calls for greater social support for such learners, both in the home, as well as at school. Given the increasing proportion 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 3: Percentage of children who are orphans attending school: 2002 – 2009

Source: Statistics South Africa, General Household Survey: 2002 – 2009

According to Shisana et al. (2010), the overall rate of orphanhood amongst 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 females. Most of the orphans were paternal orphans (10.5%), followed by maternal (3.9%) orphans, while the fewest number 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 20.0% amongst children who are 18 years old and younger.

4.6   Conclusion

South Africa's 2010 Millennium Development Goals (MDGs) Country Report confirms that primary education in South Africa is characterised by very high rates of enrolment and retention. These rates show strong gender equity and, where small differences do exist, they are in the favour of female learners. Universal primary education is already effectively a reality. The adjusted net enrolment ratios indicate that primary education was close to 98% by 2009 – up from 96% in 2002. At this level, almost the same proportion of boys of school-going age as girls of school-going age are attending school (Republic of South Africa, 2010).

It is furthermore evident that compulsory basic education in South Africa is characterised by very high levels of participation. However, a significant proportion of children who suffer from disabilities, are not succeeding in accessing education. A concerted effort is required to target this group of children to ensure education for all.

5 GOAL 3: LEARNING NEEDS OF YOUNG PEOPLE AND ADULTS

5.1 Access to secondary education

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.

According to the Age Requirements for Admission to an Ordinary Public School (RSA, 1998), learners between the ages of 14 and 18 are officially regarded as being of appropriate age for the secondary Grades 8 to 12.

5.2 Gross enrolment rate (GER) for secondary levels

Table 10 indicates Limpopo and Mpumalanga as having a high participation rate of 101% and 91% respectively. Furthermore, Table 10 indicates relatively low secondary GER figures for the Western and Eastern Cape.

As the data presented in Table 10 indicates, South Africa is characterised by high enrolment rates in secondary schools, with a high secondary GER of 85% in 2009.

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

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).

Table 10: Secondary gross enrolment rate (GER): 2002 – 2009

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

Sources: *DoE, Education Statistics in South Africa: 2002 – 2007; DoE, School Realities: 2008 – 2009*

The high percentage of learners, aged 14 to 18, 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).

5.3 Enrolment of 16-to-18-year-olds in educational institutions

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

Although participation levels in education amongst 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 11 indicates the percentage of children, aged 16 to 18, attending educational institutions in South Africa as per their specific age. Since 2002, trends in enrolment figures reveal that attendance of educational institutions amongst the 16-to-18 year-old age group has not changed significantly over this period.

In 2002, the percentage of 16-year-olds attending educational institutions constituted 91%. This figure increased by a mere 2% in 2009. In comparison, however, a lower proportion of 17-year-olds (85%) attended educational institutions in 2009. Disappointingly, the proportion of 18-year-olds attending educational institutions remained unchanged at 72% between 2002 and 2009.

Table 11: Age-specific enrolment rates of 16-to-18-year olds in single-year age cohorts from the General Household Survey: 2002 – 2009

Age	Year							
	2002	**2003**	**2004**	**2005**	**2006**	**2007**	**2008**	**2009**
16 yrs	91.1	92.1	90.8	91.1	90.8	90.8	92	92.5
17 yrs	85.0	83.6	86.8	85.5	85.4	88.2	87.1	85.0
18 yrs	72.1	73.9	73.3	71.7	72.2	73.9	73.1	71.5

Source: Statistics South Africa, General Household Survey: 2002 – 2009

5.4　Further Education and Training colleges

Financial inputs into the FET college sector increased substantially over the past few years. The recapitalisation of the FET college sector began in 2005/06, 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 12, more than 400 000 students were enrolled in FET colleges in 2008, reflecting an increase of 234 000 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 12 only reflect enrolment in *public FET colleges.* According to Lolwana (2009), while the public college sector accommodates almost half-a-million students, private colleges accommodate close to a million students**.**

Table 12: Number of learners, educators and institutions in public FET colleges by province: 2005 – 2008

Provinces		EC	FS	GP	KZN	LP	MP	NW	NC	WC	National
2005	Learners	24 500	21 315	123 216	65 073	37 071	24 067	28 240	4 917	49 185	**377 584**
	Educators	726	524	1 866	1 095	555	265	379	168	329	**6 407**
	Institutions	8	4	8	9	7	3	3	2	6	**50**
2006	Learners	30 129	14 661	130 388	65 073	22 908	33 778	17 743	8 959	37 547	**361 186**
	Educators	890	510	1 752	1 095	619	685	397	141	1 007	**7 096**
	Institutions	8	3	9	9	7	3	3	2	6	**50**
2007	Learners	20 173	14 224	94 434	77 431	17 037	36 463	14 318	10 666	35 933	**320 679**
	Educators	837	400	1 927	579	524	712	323	186	499	**5 987**
	Institutions	8	3	9	9	7	3	3	2	6	**50**
2008	Learners	40 080	30 986	104 423	85 811	25 516	35 904	33 400	7 288	54 645	**418 053**
	Educators	1 034	505	1 203	738	440	602	430	92	709	**5 753**
	Institutions	6	4	8	8	5	3	3	2	6	**45**[1]

Source: DoE, Education Statistics in South Africa: 2005 – 2008

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).

5.5 The case for a Human Resources Development (HRD) Strategy for South Africa

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, 2010). 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.

In any country HRD refers to formal and explicit activities, which will enhance the ability of all individuals to reach their full potential. By enhancing the skills, knowledge and abilities of individuals, HRD serves to improve the productivity of people in their field of work, whether it is in formal or informal settings. Increased productivity and improvements in the skills base of a country support economic development, as well as social development (Department of Education, 2008).

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.

This HRD Strategy is a call for action. The primary purpose of this 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).

5.6 Youth skills development

The National Youth Development Agency (NYDA) is a new body that originated from the merger between the National Youth Commission (NYC) and Umsobomvu Youth Fund (UYF). NYDA consolidates official youth structures into one entity, in order to improve coordination amongst them. It has a comprehensive mandate relating to youth development of all kinds. The National Youth Development Act, 2008 (No. 58 of 2008) provides the legal mechanism for NYDA to initiate, support or implement youth development programmes in accordance with an agreed Integrated Youth Development Plan and Strategy for South Africa.

The UYF existed outside an Act of Parliament and therefore had no regulated mandate. This made access to resources unpredictable. With the promulgation of the new Act, NYDA will be in the position to access resources on a sustainable basis and therefore stepping up programmes.

The UYF was established in January 2001, with the R855 million generated from the demutualisation of the Sanlam and Old Mutual insurance companies. The UYF's mandate was to create a platform for skills development and job creation for South African youths between the ages of 18 and 35, and to provide entrepreneurship support to women of all ages. The UYF made strategic investments that facilitated opportunities for young people to acquire skills, access job opportunities and pursue meaningful self-employment opportunities via various enterprise initiatives. It executed

its mandate by focusing on three programme areas. These are the provision of information; skills development; and transfer and entrepreneurship programmes.

5.7   Conclusion

There is the problem of young people who do not complete their school education; who either fail or pass poorly in the Senior Certificate examinations; who are neither in training nor in employment; and who have no access to some form of post-secondary education. This phenomenon has surfaced recently and many stakeholders are grappling with the question of youth education and employability.

According to Lolwana (2009), FET colleges seem to be the only places where students who have failed or passed their final school examinations with poor results, and therefore could not be admitted to universities, end up. The new modernised curriculum for FET colleges, as well as the bursary scheme attached to it, is a major draw-card for many of these learners.

However, the data provided above reveals the need for greater access to education by children who are over the age of 15. It appears that, despite important strides made in recent years, the FET college sector has not expanded sufficiently to accommodate learners who have a preference for studying programmes other than mainstream schooling. McGrath (2010) observes that the establishment of the DHET offers real opportunities for these achievements to be strengthened and accelerated, but warns that there remain significant structural and capacity challenges in achieving a first-class college system for South Africa (Mcgrath, 2010).

The presence of unregistered FET colleges also poses a serious challenge to young people who are trying to obtain skills from private colleges. These colleges are infamous for tricking students into registering for courses that are not accredited. Although government is trying to eliminate these colleges, some fall through the cracks and continue to operate.

6   GOAL 4: ADULT LITERACY RATE

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 considered as a prerequisite for participation in the social, economic, and political arenas; and 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

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.

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 also makes no allowance for the different types of literacy skills needed for work or for family life, nor for numeracy. 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).

However, attempts to measure literacy have their drawbacks. The ability to measure literacy across a large population is limited by a lack of resources allocated to measuring literacy, by 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.

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 amongst adults, but which do not result in changing the level of education attainment amongst adults. Actual adult literacy rates could therefore be higher than they are reflected in this report.

6.2   Adult literacy rates

Table 13 indicates that in 2009, some 7% of the adult population in South Africa (people aged 20 and above) were totally illiterate (that is, they had received no education at all) and 12% of the adult population were, to varying degrees, functionally illiterate, as they had dropped out of school before completing Grade 7. This means that approximately 5.5 million adults were either totally or functionally illiterate in 2009.

Table 13: Number and proportion of the population aged 20 and above by level of education: 1995 – 2009

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	2110935	3529322	22751845	28392102
	% of total	7.4	12.3	79.4	100

Sources: 1995 to 1999 data from Department of Education, Macro Indicator Report: 2009; 2002 to 2009 data from Statistics South Africa, General Household Survey Interactive dataset
Note: Excludes unspecified or "other" educational level

Table 13 indicates that the proportion of functionally literate adults increased from 70% in 1995 to 79% in 2009, and the proportion of totally illiterate adults decreased from 13% in 1995 to 7% in 2009. These trends represent the combined effects of access to education, a literacy campaign and Adult Basic Education programmes conducted amongst older illiterates, as well as learner retention in the schooling system.

The adult literacy rate for females is slightly lower than that for males. However, as is indicated later on in this report, the gender gap in adult literacy is closing fast.

6.3   Adult Basic Education and Training (ABET)

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

- language, literacy and communication
- mathematical literacy, mathematics and mathematical science
- natural science
- arts and culture
- life orientation
- technology
- human and social science
- economic and management science.

Furthermore, learners can also choose to take courses pertaining to:

- small, medium and micro enterprises (SMMEs)
- wholesale and retail
- travel and tourism
- applied agriculture
- early childhood development
- ancillary health care

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 14: Number of learners, educators and institutions in ABET programmes by province: 2005 – 2008

Year		EC	FS	GP	KZN	LP	MP	NW	NC	WC	National
2005	Learners	45 783	25 658	61 311	12 002	39 547	21 790	29 100	6 200	27 749	**269 140**
	Educators	4 610	1 592	2 876	943	2 042	1 845	1 395	279	1 599	**17 181**
	Institutions	307	209	53	139	597	272	182	136	382	**2 278**
2006	Learners	45 354	22 098	62 917	12 002	33 803	22 583	16 183	5 532	31 138	**251 610**
	Educators	4 080	1 225	3 391	943	2 228	4 133	767	342	1 499	**18 608**
	Institutions	299	208	50	139	565	297	140	153	325	**2 176**
2007	Learners	43 724	20 670	85 170	12 948	29 718	24 814	29 311	8 818	37 561	**292 734**
	Educators	3 565	2 074	3 241	981	1 746	4 200	1 389	580	1 424	**19 200**
	Institutions	295	208	67	248	545	372	200	179	362	**2 476**
2008	Learners	39 181	16 984	83 242	20 912	36 619	28 259	24 352	5 788	35 281	**290 618**
	Educators	2 644	2 257	3 340	1 991	1 716	4 126	1 372	353	1 645	**19 454**
	Institutions	275	204	53	437	526	302	252	120	313	**2 482**

Source: DoE, Education Statistics in South Africa: 2006 – 2008

Table 14 above indicates that in 2008, learner enrolments at ABET centres across the country exceeded 290 000. Meanwhile, the number of educators increased from approximately 17 000 in 2005 to more than 19 000 in 2008, while the number of ABET centres increased from 2 278 in 2005 to 2 482 in 2008.

6.4 Kha Ri Gude Mass Literacy Campaign

The Kha Ri Gude (Let us Learn) Literacy Campaign was developed in response to a call for a national campaign to end illiteracy amongst South African adults. As a programme of government, and one of the Apex programmes announced in 2008, the 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/s of their choice. The campaign, which is the result of recommendations by the Ministerial Committee on Literacy, is intended to provide 4,7 million South Africans with the opportunity to become literate. Achieving this target also means that South Africa would have fulfilled its 2000 Dakar commitment, namely that of reducing illiteracy by 50% by 2015.

Kha Ri Gude is making significant strides, reaching 360 000 learners in 2008 and a further 613 637 in 2009.

Initiated and managed by the DoE, 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; and integrating themes and life skills, such as health, gender, the environment and civic education. These materials were adapted for use in Braille, as well as for the 11 official languages, and also for use

by the deaf. The campaign makes strategic efforts to target 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, at times that are convenient to the learners, and they take place in homes, churches, community centres, prisons, etc. These learning groups play a significant role in the community's social cohesion.

Table 15 below indicates that, in 2009, the campaign had 195 co-ordinators, 3 604 supervisors, well over 36 000 educators and more than 600 000 learners. It makes use of the services of 88 blind assistants, who are supported by sighted assistants, who help with the administration and guidance of classes.
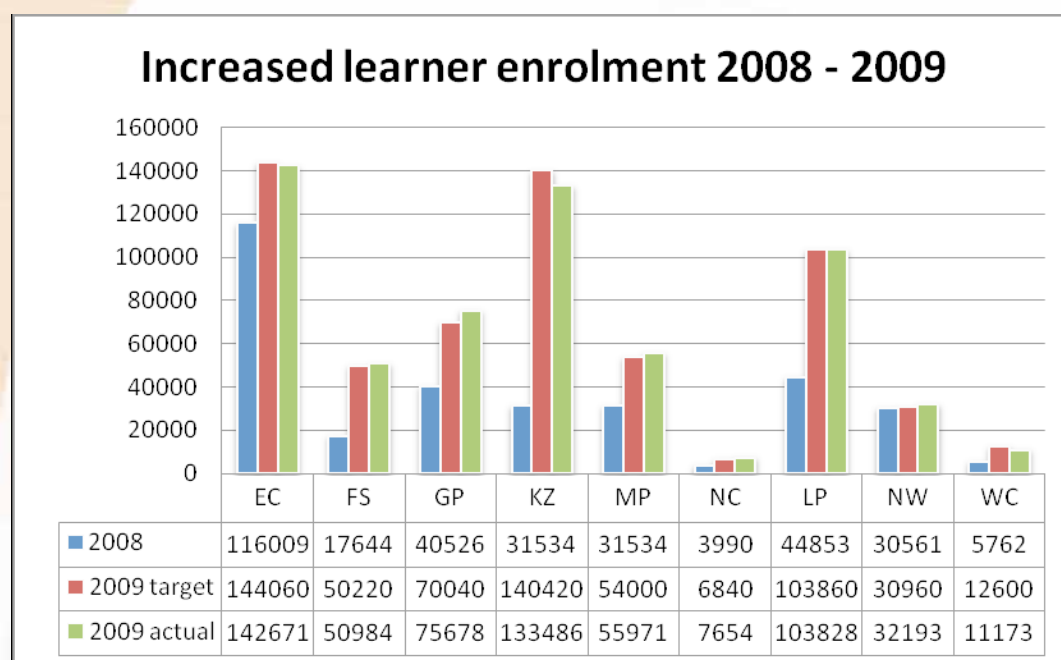
The campaign is changing the lives of illiterate adults and playing a significant role in the alleviation of poverty, by providing volunteers from the poorest communities with a small income. Of Kha Ri Gude's R430 million allocation for 2009/10, some 75% (or R325 million) was to be paid out in the form of stipends to volunteers between June and November 2009. In 2008/09, 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 15: Breakdown of Kha Ri Gude Campaign participants by province: 2009

Province	Coordinators	Supervisors	Educators	Blind Assistants	Learners
EC	45	839	8 392	19	142 671
FS	16	300	2 999	0	50 984
GP	25	445	4 452	11	75 678
KZN	42	785	7 852	24	133 486
MP	17	329	3 292	12	55 971
NC	2	45	450	0	7 654
LP	31	593	6 108	12	103 828
NW	11	176	1 894	10	32 193
WC	6	91	657	0	11 173
Total	195	3 604	36 096	88	613 637

Source: DoE, Kha Ri Gude Programme Manager: 2009.

Figure 4 provides a breakdown of the Kha Ri Gude Campaign learner enrolment for the 2008/09 financial year.

Increased learner enrolment 2008 - 2009

	EC	FS	GP	KZ	MP	NC	LP	NW	WC
2008	116009	17644	40526	31534	31534	3990	44853	30561	5762
2009 target	144060	50220	70040	140420	54000	6840	103860	30960	12600
2009 actual	142671	50984	75678	133486	55971	7654	103828	32193	11173

Source: DoE, Kha Ri Gude Programme Manager: 2009

The campaign designed a 20-item assessment instrument via 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.

6.4   Conclusion

The data presented on adult literacy indicates that remarkable efforts are being made to reduce illiteracy amongst 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. 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.

Enrolment for ABET programmes increased from 269 000 in 2005 to over 290 000 in 2008. Meanwhile, the number of ABET institutions increased from approximately 17 000 to more than 19 000 in 2008.

The Kha Ri Gude Literacy campaign reached 613 000 adults in 2009. Although the success of this programme is not judged by measuring the literacy rate, its contribution in reducing illiteracy is significant.

In South Africa though, the significant improvement in the literacy rate since 1995 is most encouraging. Given the pace of this improvement and, if it could be sustained, it is likely that South Africa will reach the EFA goal for literacy by 2015.

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 requires measuring meaningful progress towards the right to education. This requires assessing both quantitative and qualitative information on a wide range of phenomena that underpin the rights of men and women to, within and via education. 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).

In the main, 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 does attempt 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 to 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:male value of a given indicator, with the mean value being 1 (Subrahmanian, 2005).

Sexual harassment: According to DoE (2010), the definition of sexual harassment against learners includes the following: if someone talks to you about sex when you don't want them to do so; touching, pinching or grabbing parts of your body that you don't want touched; sending you notes with a sexual overtone; SMSs or pictures; writing rude graffiti about you or spreading sexual rumours about you; making sexual comments or jokes; calling you rude names like "bitch", "moffie", "slut", etc; and demanding sex in return for a bribe, like higher marks (Department of Basic Education, 2010b).

Sexual violence: Sexual violence is any sexual act or attempted sexual act, while using threats or physical force. It involves the sexualised touching of your intimate parts or forcing you to touch another person's intimate parts. Intimate parts include the mouth, vagina, penis, inner thighs, bum and breasts (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, referring as it does to 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:male ratio lies between 0.97 and 1.03 (UNESCO, 2000).

Subrahmanian (2005) cautions that particular attention needs to be paid to what the movement of the GPI towards parity may tell us about the relationship between males and females in a country in terms of access to, and participation in education. For example, in a country where there is movement of the GPI towards parity in a context of disparity in favour of boys, possible alternative explanations emerge:

- 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, and that that could either be a positive or mixed scenario.

- The movement of GPI towards 1 could reflect declining enrolment, with enrolment by boys declining much 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 percentage of male and female learners attending educational institutions is almost equal. Between 2002 and 2006, the participation of the group in question favoured female learners. However, this seems to have changed between 2007 to 2009, as gender parity is now equal for female and male learners aged 0 to 4.

Table 16: 0-4 year-olds attending educational institutions by gender: 2002 – 2009

	2002	2003	2004	2005	2006	2007	2008	2009
Male	6.8	11.4	11.4	13.7	16.0	16.5	16.6	29.4
Female	7.7	11.8	11.5	14.9	16.1	15.7	16.7	29.4
Total	7.3	11.6	11.5	14.3	16.0	16.1	16.7	29.4
GPI	1.14	1.04	1.01	1.09	1.01	0.95	1.01	1.00

Source: Statistics South Africa, General Household Survey: 2002 – 2009.

Table 17 below indicates the number and percentage of 5-year-olds attending educational institutions by gender. It is clear that in 2008, gender parity in ECD was exceeded at 1.05.

Table 17: Gender parity index of 5-year-olds attending educational institutions by gender: 2002 – 2009

	2002	2003	2004	2005	2006	2007	2008	2009
Male	39.8	48.5	49.8	58.9	62.5	62.2	60.7	76.5
Female	38.8	47.7	54.0	59.6	60.5	58.3	65.9	80.2
GPI	**0.97**	**0.98**	**1.08**	**1.01**	**0.97**	**0.94**	**1.12**	**1.05**

Source: Statistics South Africa, General Household Survey: 2002 – 2009.

7.2.2 Gender parity in compulsory basic education

The compulsory education age group is characterised by high enrolments, with 98% of children aged 7 to 15 accessing schooling. Table 18 indicates that unity was achieved in the participation of both male and female children aged 7 to 15. Between 2002 and 2009, there is approximately equal participation in education by both sexes, at 1.00.

Table 18: Gender parity index of 7- to 15-year- olds:, 2002 – 2009

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

Source: Statistics South Africa, General Household Survey: 2002 – -2009.

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 2007 (Table 19). In all instances, the GPI was between 0.99 and 1.03. 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-level GPI reflected a female advantage.

Table 19: Gross enrolment Rate (GER) of female and male learners in primary and secondary grades: 1997 – 2009

Year	Primary			Secondary			Total		
	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

Sources: Data for 1997 – 2001 and for 2007 obtained from DoE data bases and Mid-Year Population Estimates by Single-Year Ages, provided by Statistics South Africa; 2002 data from DoE: 2004; 2003 data from DoE: 2005a; 2004 data from DoE: 2005b; 2005 data from DoE: 2006a; 2007 data from DoE: 2007d.

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

7.2.4 National Senior Certificate (NSC) by gender

Table 20 indicates that more female than male learners participated in the 2008 and 2009 National Senior Certificate (NSC) examinations. However, in terms of achievement, a slightly higher percentage of males achieved the NSC successfully in 2008 and 2009. Although males outperformed females in the NSC, the difference between males and females was not significant.

Table 20: Gender parity in the National Senior Certificate: 2008 – 2009

	Gender	Wrote	Not Achieved	Achieved	% Achieved
2008	Male	244 843	86 981	157 862	64
	Female	288 718	106 722	181 996	63
2009	Male	251 404	95 675	155 729	62
	Female	300 536	121 656	178 880	60

Source: Department of Education, National Senior Certificate Results: 2008 – 2009

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

7.2.5 Gender parity in adult literacy

To some extent, Table 21 indicates that a higher percentage of adult men, aged 20 and older, are literate compared to women, when assuming the attainment of a Grade 7 education as a proxy for functional literacy. In adult literacy, South Africa therefore has not yet achieved gender parity in terms of literacy amongst adults, although the 2009 GHS figures suggest that the gap may be closing. However, gender parity in adult literacy is likely to be achieved by 2015.

Table 21: Percentage of the population aged 20 and above who completed Grade 7 and higher by gender: 1995 – 2009

Year	Male	Female	GPI
1995	72.2	67.2	0.93
1997	71.2	67.6	0.95
1998	70.4	67.2	0.96
1999	70.9	67.4	0.95
2002	72.4	69.4	0.96
2003	75.3	70.3	0.93
2004	75.0	71.8	0.96
2005	76.6	72.1	0.94
2006	78.0	73.3	0.95
2007	74.3	74.2	1.00
2008	78.8	74.8	0.95
2009	81.3	79.7	0.99

Sources: DoE, Macro Indicator Report 2009 (1995 – 2007); Statistics South Africa, General Household Survey: 2000 – 2009 *(Note*: Excludes unspecified or "other" educational level)

7.2.6 Gender parity in youth literacy

According to Table 22, youth literacy in South Africa stands at 91%, which is above the average of developing countries. This indicates a 4% increase between 2002 and 2009. Clearly, South Africa is committed to transforming gender relations and to women's empowerment. This shows that the country has a progressive Constitution that guarantees the right to education for both females and males. Furthermore, **Table 22** below indicates that there were more females than males who were literate over the years.

Table 22: Percentage of 15-to 24-year-olds who completed Grade 7 and higher by gender: 2002 – 2009

	2002	2003	2004	2005	2006	2007	2008	2009
Male	83.0	84.4	84.7	86.7	87.4	87.6	88.0	88.9
Female	88.2	89.4	90.5	90.9	91.5	92.4	91.7	93.1
Total	85.6	86.9	87.6	88.8	89.4	90.0	89.9	91.0
GPI	**1.06**	**1.06**	**1.07**	**1.05**	**1.05**	**1.05**	**1.04**	**1.05**

Source: Statistics South Africa, General Household Survey: 2002-2009

7.3   Teenage pregnancy

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.

The KwaZulu-Natal Transitions study reported that 74% of girls aged 14 to 19 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).

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, as well as how to address the challenges so that the girls are able to finish their schooling, remains limited (Chigona and Chetty, 2007).

While pregnancy and teenage mothers constitute major causes of secondary school drop-outs 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.

7.4 Conclusion

One of the greatest achievements since democracy in South Africa, is the massive expansion in access to education, especially in the enrolment of women. According to the Global Gender Gap Report (2009), South Africa made great strides in closing gender gaps to enter the top 10, at sixth position. In 2008, South Africa was ranked 22 out of the 138 countries assessed (World Economic Forum, 2009). This achievement is also supported by the data presented by different sources on gender parity.

There are more female learners in secondary and tertiary institutions in South Africa, while there are more male learners in primary schools than female learners. The disparities in primary school enrolment may be the result of more male learners repeating primary grades. However, this phenomenon needs further investigation.

While pregnancy may be the termination point most directly associated with dropping out, it is often not the cause. Girls who perform poorly at school are more likely to drop out of school, experience early fertility and are less likely to return to school following pregnancy. In fact, South African data indicates that dropping out often precedes pregnancy (Panday, Makiwane, Ranchod, & Letsoala, 2009).

Instituting strategies to retain girls in school by addressing both financial and school performance reasons, as well as ensuring an early post-pregnancy return, may be the most effective social protection that the education system could offer to prevent and soften the impact of early pregnancy. When learners drop out of school, a concerted effort is required to re-enrol them in school or in alternative systems of education (Panday, Makiwane, Ranchod, & Letsoala, 2009).

In an attempt to tackle the challenge of gender violence, the DBE published a *Handbook for learners on how to prevent sexual abuse in public schools*. The handbook aims to provide learners, teachers and parents with the necessary knowledge about sexual harassment and violence. It further explains the procedures that need to followed if learners experience sexual violence in schools (Department of Basic Education, 2010b).

8   GOAL 6: QUALITY EDUCATION

Goal 6: Improving all aspects of the quality of education, and ensuring excellence of all so that recognized 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.

However, quality is a complex, context-specific concept that defies a singular meaning.

In its 2005 Global Monitoring Report, UNESCO identified the following five 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).

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 becomes a real challenge.

The concept of education quality as espoused by UNESCO, allows for an understanding of education as a complex system, embedded in a political, cultural and economic context. Not surprisingly therefore that the measurement of education quality constitutes a thorny issue.

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

8.1   Learner achievement and outcomes

Assessment outcomes are proxy indicators for describing the knowledge and skills a child acquires from the education system. Although assessment does not take into consideration other factors that determine the quality of education, it allows individuals, communities and countries to track the quality of schools and educational systems (Braun et al, 2006)**.**

According to Braun et al. (2006), learning achievements provide useful evidence for policy review and development. Policy-makers are able to use the evidence provided by assessment to select appropriate educational options.

In South Africa, the NSC, in addition to serving as a "filter" for entry into higher education, serves as an important marker of the quality of the outcomes of the education system. The NSC, though often contested as a valid measure of education quality, remains a reasonably credible measure of the quality of the schooling system, since it is a nationally standardised exit examination.

Additionally, the benchmark national testing programmes undertaken by the Department over the past decade, provide a measure of learner performance at the lower levels of the system, particularly in Grades 3 and 6.

Results from several international learner achievement studies in which South Africa participated and, more in particular, the Southern and Eastern African Consortium for Monitoring Educational Quality (SACMEQ), the Progress in International Reading Literacy Study (PIRLS) and the Trends in International Mathematics and Science Study (TIMSS) also provide insights into the quality of education outcomes. These studies provide useful international comparisons of learner performance.

8.1.1 Grade 12 learner performance

Table 23 indicates that the national pass rate of the NSC examinations for 2009 was close to 61%. This is a decline of 2% compared to the 2008 pass rate.

The NSC pass rates across provinces reveal significant inter-provincial inequities. For instance, while the 2009 NSC pass rate in Mpumalanga was only 48%, that of the Western Cape was 76%.

Overall, the Grade 12 pass rate declined from 67% in 2006 to 61% in 2009. This translates to a 6% decline over a period of four years. Although some educationalists argue that the comparability of Grade 12 examination results over years is inherently flawed, due to changes in the curriculum over time, the decline in the national pass rate remains a worrying phenomenon.

Table 23: Senior Certificate (SC) and National Senior Certificate NSC) passes and pass rates by province: 2006 – 2009

Province	2006 (SC)		2007 (SC)		2008 (NSC)		2009 (NSC)	
	Passes (n)	Pass rate (%)	Passes (n)	Pass rate (%)	Passes (n)	Pass rate (%)	Passes (n)	Pass rate (%)
Eastern Cape	41 268	59.3	39 358	57.1	30 525	50.6	34731	51.0
Free State	21 582	72.2	21 522	70.5	21 644	71.6	20680	69.4
Gauteng	57 355	78.3	63 287	74.6	71 797	76.3	70871	71.8
KwaZulu-Natal	82 460	65.7	94 421	63.8	80 301	57.2	80733	61.1
Limpopo	58 850	55.7	55 880	58	48 530	52.7	40776	48.9
Mpumalanga	25 479	65.3	31 449	60.7	27 883	51.7	25854	47.9
Northern Cape	5 753	76.8	7 141	70.3	7 251	72.7	6356	61.3
North West	25 440	67	21 372	67.2	22 470	67.9	20700	67.5
Western Cape	33 316	83.7	33 787	80.6	34 393	62.2	34017	75.7
Total/Average	**351 503**	**66.6**	**368 217**	**65.2**	**344 794**	**62.2**	**334718**	**60.6**

Source: DoE, Examinations data base: 2006 – 2009

The NSC results demonstrate the dire need to improve the quality of teaching and learning in schools. The Department acknowledges that teaching of poor quality takes place in many of schools. It is also aware that management in many schools is often weak and lacks leadership and commitment. The systems are also often inefficient. The Department is therefore determined to ensure that steps are taken to improve the system so that the goals of quality learning and teaching may be realised.

In order to support and improve the quality of education in Grades 10 to 12, the DBE uploaded preliminary examination question papers onto the Thutong website and a total of   8 000 Self-study Guides for Grade 12 Life Orientation were printed and distributed to schools.

The Department's proposed Action Plan for 2014 points to a number of initiatives that will be undertaken to improve the NSC pass rates by 2014. These include ensuring school functionality, the timeous provision of textbooks and other teaching and learning materials to learners, the continuing development of teachers and the improvement of basic school infrastructure.

8.1.2 Learner performance in national and international assessments

South Africa's ranking in all of the international tests it participated in has been especially dismal (DBE, 2010b).

It is noteworthy that a number of countries with lower a income per capita performed better than South Africa. For

instance, Indonesia and Egypt ranked higher than South Africa in TIMSS, while Kenya performed better than South Africa in the SACMEQ study (DoE, 2008).

The results of the latest SACMEQ III study undertaken in 2007 reflect yet another disappointment for South Africa. SACMEQ assesses Grade 6 learners in reading and mathematics and South Africa participated in the SACMEQ study in both 2000 as well as 2007.

Table 24 below indicates that South Africa's Grade 6 learners continued to perform below SACMEQ's overall mean score in both reading and mathematics (IIEP, 2010). Countries such as Botswana, Swaziland, Kenya and Tanzania, which are less affluent than South Africa, performed better than South Africa did in the SACMEQ III assessment. Interestingly, private tuition appears to be an influential factor in explaining some of these differences, but it does not do so entirely. While the high incidence of private tuition amongst Grade 6 learners in Kenya and Tanzania may account for their higher levels of performance, this is not the case with regard to Botswana and Swaziland, where the incidence of private tuition amongst Grade 6 learners is relatively lower. In SACMEQ III, some 46% of Grade 6 Kenyan learners indicated that they received private tuition, while 1% of Grade 6 learners in Swaziland received private tuition. In the case of South Africa, 4% of Grade 6 learners indicated that they received private tuition.

A further cause for concern is that South Africa's performance in SACMEQ showed minimal change between 2000 and 2007 in both reading and mathematics amongst Grade 6 learners. Although the 2007 scores showed a small increase in both the reading and mathematics over the 2000 scores, these are not sufficiently significant to warrant a claim of improvement.

The results of SACMEQ III showed yet again the deep-seated problems in South Africa's schooling system. They point to the need for urgent and sustained intervention to ensure that South Africa will be in a position to lift itself out of its current position.

Table 24: Levels and trends in pupil achievement for SACMEQ countries: Reading score and mathematics score respectively: 2000 – 2007

	Pupil reading score		Pupil mathematics score	
	2000	2007	2000	2007
Botswana	521.1	534.6 ▲	512.9	520.5 ►
Kenya	546.5	543.1 ►	563.3	557.0 ►
Lesotho	451.2	467.9 ▲	447.2	476.9 ▲
Malawi	428.9	433.5 ►	432.9	447.0 ▲
Mauritius	536.4	573.5 ▲	584.6	623.3 ▲
Mozambique	516.7	476.0 ▼	530.0	483.8 ▼
Namibia	448.8	496.9 ▲	430.9	471.0 ▲
Seychelles	582.0	575.1 ►	554.3	550.7 ►
South Africa	492.3	494.9 ►	486.1	494.8 ►
Swaziland	529.6	549.4 ▲	516.5	540.8 ▲

	Pupil reading score		Pupil mathematics score	
	2000	**2007**	**2000**	**2007**
Tanzania	545.9	577.8 ▲	522.4	552.7 ▲
Uganda	482.4	478.7 ►	506.3	481.9 ▼
Zambia	440.1	434.4 ►	435.2	435.2 ►
Zanzibar	478.2	533.9 ▲	478.1	486.2 ►
Zimbabwe[2]	504.7	507.7 ►	×× 519.8 ××	
SACMEQ	**500.0**	**511.8 ▲**	**500.0**	**509.5 ►**

Source: *IIEP Newsletter: Vol. XXVIII No. 3*

Notes about trends:

▲ Increased by 10 points or more;

► Minimal change (less than ±10);

▼ Decreased by 10 points or more

The performance of Grade 3 and 6 learners in South Africa's own internally benchmarked tests was not particularly admirable either, as was demonstrated n the 2009 EFA Country Report (DBE, 2010b).
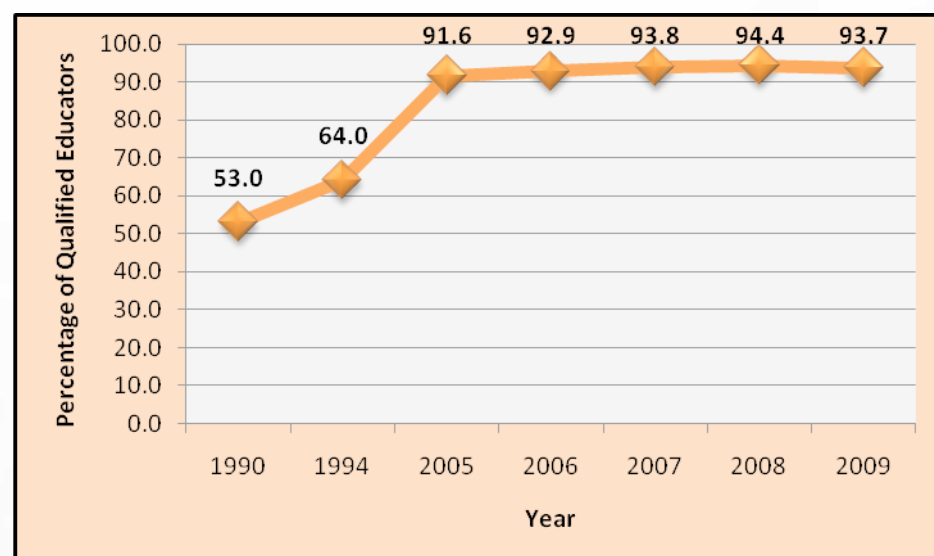
8.2 Educator qualifications

Research studies indicated positive associations between student achievement and teachers' academic skills, level of content knowledge, years of experience and participation in content-related professional development opportunities (UIS, 2006).

Although recent literature emphasises the importance of teachers' motivation and pedagogic practices, their educational level remains a relevant and commonly measured indicator of education quality – especially in developing countries. The human resources available to provide support to the learning process are fundamental factors that impact on learners' ability to learn.

In terms of the *Criteria for the Recognition and Evaluation of Qualifications for Employment in Education, based on the Norms and Standards for Educators*, 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 appropriate training (Department of Education, 2010b). A minimum of Relative Education Qualification Value (REQV) 13, which equates to a minimum of three years professional training, is required in order for an educator to be registered with the South African Council for Educators (SACE).

Figure 5 indicates that in 2009, some 94% of educators met the formal qualification requirements of the system. This figure reflects a marked increase in the proportion of qualified educators since 1990. Overall the percentage of qualified educators increased from 53% in 1990 to 94% in 2009. This translates into a massive 41% increase between 1990 and 2009. However, the dramatic improvement in educator qualifications over the past 20 years does not appear to have had a visible impact on learner performance.

Figure 5: Percentage of qualified educators: 1990 – 2009

Source: EFA 2009 Country Report (1990-2008), PERSAL (2009)

Table 25 provides a breakdown in educator qualifications by population group. It shows a remarkable improvement in qualification levels amongst African and Coloured educators over the past 20 years.

Table 25: Percentage of qualified educators by race: 1990 – 2009

	1990	1994	2005	2006	2007	2008	2009
African	37	54	90.5	92.1	93.0	93.9	93.1
Coloured	59	71	89.9	92.1	93.2	92.2	91.4
Indian	98	93	97.5	97.2	96.6	98.1	97.2
White	98	99	99.4	99.5	99.5	99.5	99.4
Total	**53**	**64**	**91.6**	**92..9**	**93.8**	**94.4**	**93.7**

Sources: EFA 2009 Country Report (1990 – 2008); PERSAL (2009)

8.3   Learner:Educator Ratio (LER)

The learner:educator ratio (LER) is the average number of learners per educator at a specific level of education, or for a specific type of school in a given school year (De Lannoy and Hall, 2010).

Research has established that there is a link between learner:educator ratios and educational outcomes for children. According to De Lannoy and Hall (2010), the learner:educator ratio contributes directly to the quality of schooling offered. The more crowded the classrooms, the less educators are able to give personal attention to learners to help them along in the learning process. Learners in overcrowded classrooms may find it difficult to follow the lesson or to ask questions when they do not understand the material taught. Moreover, in the context of HIV/AIDS and the high number of children affected by the pandemic, educators could play an important role in identifying and supporting

children who are particularly vulnerable, and by linking them to appropriate support services within or outside the school. The bigger the class, the harder it is for educators to know the circumstances of individual learners (De Lannoy and Hall, 2010).

One factor influencing the LER is the ability of schools to employ more educators when needed. Some schools are able to employ additional educators, using school fees that they raise. However, schools that cannot collect (high) fees from their learners, are likely to have high LERs. High LERs may also be due to school mismanagement (De Lannoy and Hall, 2010).

The national and provincial average LERs in public schools falls within the national and international desired level – i.e. at a maximum of 40 learners per educator in primary schools and 35 learners per educator in secondary schools.

It is important to point out, however, that LER is a different indicator to class size. The latter is a measure of the average number of learners in a class, while the former is a measure of educator provision in schools, since it includes school management staff who may not actually be teaching.

In 2009, the national average LER was close to 31:1 (Table 26). This figure includes all teachers in public schools, both state-employed and employed by SGBs. The LER ranges from 27:1 (in the Free State) to 32:1 (in KwaZulu-Natal), pointing to significant inter-provincial differences in the provision of educators to schools.

When SGB-employed teachers are excluded, the LERs in the Western Cape and Gauteng, for example, increase to 35:1 and 38:1 respectively. This indicates that class size in the majority of schools in these provinces where parents are unable to afford high school fees is typically well above the arithmetical average indicated in the Table 26. The provincial averages therefore tend to conceal as much as they actually reveal.

Table 26: Learner:educator ratio by province: 2002 – 2009

Province	LER							
	2002	**2003**	**2004**	**2005**	**2006**	**2007**	**2008**	**2009**
Eastern Cape	31.7	32.6	33.4	32.8	33.3	32.3	31.7	30.1
Free State	31.3	30.8	29.8	29.5	29.3	28.9	28.9	27.2
Gauteng	30.9	30.9	31.7	29.0	30.7	29.8	32.4	31.5
KwaZulu-Natal	36.6	35.8	35.3	33.6	32.5	32.4	32.5	32.3
Limpopo	32.7	33.5	35.3	33.9	33.0	33.2	31.2	s29.4
Mpumalanga	36.4	35.9	35.5	33.0	34.1	32.7	31.6	29.9
North West	29.9	29.4	29.7	30.8	29.5	29.1	29.8	29.8
Northern Cape	30.3	32.7	33.8	31.6	30.1	31.0	29.8	29.7
Western Cape	34.7	35.1	35.7	30.2	29.8	30.3	30.0	31.8
National	33.1	33.2	33.6	32.0	31.9	31.5	31.4	30.6

Source: DoE, School Realities: 2002 – 2009
Note: The ratios in this table include both state paid and SG-paid educators

8.4   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 amongst 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, indicates that HIV prevalence amongst children aged 18 and younger was almost 3%. The age-specific HIV prevalence levels found were as follows: 3.3% amongst children 0-to-4 years; 2.5% amongst children 5-to-11 years; 1.1% among adolescents 12-to-14 years, and 4.5% amongst teenagers 15-to-18 years (Shisana et al., 2010).

The HIV prevalence level amongst children 0-to-4 years reflects mainly vertical transmission (i.e. from mother to child), while that amongst teenagers 15-to-18 years mainly reflects sexual transmission as a result of unsafe sexual practices (Shisana et al, 2010).

The HSRC survey noted that the prevalence of HIV infection varied by province, with the lowest prevalence observed in the Western Cape at less than 1%; and low to intermediate HIV prevalence observed in the Northern Cape and Eastern Cape, North West and Limpopo (< 3%). Provinces with a higher HIV prevalence included Gauteng (3.1%); the Free State (3.1%); KwaZulu-Natal (3.4%); and Mpumalanga (4.5%).

In 2010, the MRC conducted the Youth Risk Behaviour Survey. The survey findings regarding sexual behaviour for the three-month period preceding the survey, point to a move towards safer sexual behaviour amongst teenagers. These findings were attributed to the on-going 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 making someone pregnant (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 and/or AIDS in school was 65.4%, with no significant difference between male and female learners (MRC, 2010).

According to the 2010 MRC Youth Risk Behaviour Survey, significantly more Indian (90.2%), white (81.2%) and Coloured (79.3%) learners than Black learners (62.3%) reported being taught about HIV and/or AIDS at school. The prevalence varied by grade, with significantly more Grade 11 learners (76.2%) reporting having been taught about HIV and/or AIDS at school, when compared to Grade 8 (60.6%), Grade 9 (62.3%) and Grade 10 (63.5%) learners.

Learners in the Western Cape (81.9%) reported a significantly higher prevalence of having been taught about HIV and/or 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.

8.5   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 though, many children attending schools in South Africa do not feel safe. For instance, 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.

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 by Prinsloo in 2005, found that teachers did not generally kept an eye on children during breaks or as they were leaving school (Prinsloo, 2005). Only 45% of children, aged 12 to 14, reported that educators always kept an eye on them during breaks, 40% indicated that teachers always kept and eye on children leaving school and just more than one third of 12-to-14-year olds (34%) reported that teachers always monitored toilets during breaks (Prinsloo, 2005).

Furthermore, Prinsloo's 2005 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 one twelfth of children (8%) indicated that male educators proposed relationships with female learners at school (Prinsloo, 2005).

The Department embarked on several strategies to promote school safety. In 2007, nine high priority schools (one per province), which constituted the Ministerial Intervention Project to create safe and caring schools, were provided with steel palisade security fences and gates, security guards for a period of six months, hand-held metal detectors, high-mast security lights and the installation of CCTV systems – with the exception of one ministerial school, which was due to a dilapidated building. Since then, this intervention has been extended to 585 schools (65 schools per province) that experienced high levels of crime and violence. Some provinces have extended these programmes to other schools beyond the 65 per province.

In conjunction with the Centre for Justice and Crime Prevention (CJCP), the Department held training workshops on the Hlayiseka Early Warning System. Four participants per school [the principal, the school management team (SMT), the SGB, the Learner Representative Council (LRC)] and a district official were trained. Participants were

trained to understand and identify security issues and threats; respond effectively to security issues and threats; report and manage incidents appropriately; and to monitor the schools' progress over time.

More recently, 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 in addressing allegations of sexual violence in schools (DBE, 2010c).

8.6   Conclusion

Although South Africa has done well to systematically expand its educational system and to lengthen the schooling experience of successive learner cohorts, there is little dispute that the quality of its schooling remains an impediment to development.

Learner scores for literacy, numeracy and science remain low – even in relation to less developed and less resourced African countries. Sadly, the pitiful learning outcomes impact far more heavily on poor, rural and township (i.e. predominantly black) schools than on the more privileged urban and white schools (Bloch, 2009).

The Development Bank of South Africa (Bloch, 2009) identified gangsterism, ill discipline, hunger and the impact of HIV and AIDS as key social factors impacting on the functioning of schools. It also drew attention to the problem of morale and under-performance amongst teachers, as constituting key factors affecting the quality of education.

In recognising the deep-seated crisis in education, in his 2010 State of the Nation address, President Jacob Zuma announced government's commitment to place education and skills development at the centre of its policies. He declared government's intention to improve the ability of children to read, write and count during their foundation years, by ensuring that learners and teachers are in school, attend classes on time, while learning and teaching for seven hours a day.

The President's 2010 State of the Nation Address also obligated government to assist teachers by providing detailed daily lesson plans, and to provide learners easy-to-use workbooks in all 11 languages. As indicated in the following section of this report, many of these commitments have found resonance in the work of national and provincial education departments.

9   INITIATIVES TO IMPROVE THE QUALITY OF SCHOOLING

Persistently low performance in the academic achievement of learners has forced government to undertake a number of unprecedented initiatives in order to improve the quality of schooling. Education remains a priority of government in terms of both its goals, as well as its budgetary allocation. The system of performance monitoring and evaluation instituted by the Presidency in 2009, serves as a strong measure of accountability for service delivery and is aimed to result in ensuring an appropriate focus on issues that matter. Indeed, the Minister of Basic Education, as well as the Members of the Executive Councils (MECs) of the nine provinces, responsible for education, have already committed themselves to improving the quality of education in the service delivery agreement they recently signed with the President.

9.1   Delivery Agreement with the Presidency

The Delivery Agreement on government's Outcome 1, which is the first of the 12 outcomes approved by Cabinet earlier during 2010, aimed at improving government performance and service delivery, 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.

These signatories constitute the core team of delivery partners. However, their work is dependent on good relations and on ongoing collaboration with many organisations, a selection of which includes the teacher unions; organisations representing SGBs; non-government organisations and faith-based organisations working with schools; organisations representing the business sector; and labour unions in general.

The Delivery Agreement is based on the following four outputs:

*   **Output 1: Improve the quality of teaching and learning**
    This output is guided by the pressing need to improve the quality of teaching and learning. If this happens, will learners not only know more at the end of each school year, but they will also be more likely to remain in school for longer.

*   **Output 2: Undertake regular assessments to track progress**
    There has been insufficient assessment of the quality of teaching and learning below Grade 12. It is envisaged that annual national assessments (ANA) will become the cornerstone of quality improvement in South Africa's schools, providing important information on learning and its context for teachers, parents, district officials and the country as a whole.

- **Output 3: Improve early childhood development (ECD)**

  Output 3 is based on evidence pointing to the importance of pre-Grade 1 schooling in improving learning outcomes throughout primary and secondary school. Essentially, if children are provided with a solid education foundation early in life, they find it easier to progress beyond Grade 1. The task of improving the quality of Grade R and ECD in general will extend beyond 2014.

- **Output 4: Ensure a credible, outcomes-focused planning and accountability system**

  This output emphasises the need to make schooling as a whole more accountable. It is necessary to know where under-performance takes place, as well as the underlying reasons for this, so that timely and well-targeted interventions can take place. The logic is that neither poor performance nor outstanding performance should go unnoticed.

The Delivery Agreement also entails eight sub-outputs; namely

- Improve teacher capacity and practices
- Increase access to high quality learning materials
- Establish a world-class system of standardised national assessments
- Extract key lessons from ongoing participation in international assessments
- Universalise access to Grade R
- Improve the quality of ECD
- Strengthen school management and promote functional schools
- Expand the capacity of district offices.

The sub-outputs relate to the 27 goals of the *Action Plan to 2014: Towards the realisation of Schooling 2025*, which is a long-term plan for transforming basic education in South Africa (Department of Basic Education, 2010d).

The Delivery Agreement acknowledges that the country's schooling system does not perform optimally. It affirms that the core responsibility of schooling is to prepare learners to read, write, think critically and solve numerical problems. It further notes that these skills constitute the foundation on which further studies, job satisfaction, productivity and meaningful citizenship are based.

As can be seen from the above, a significant part of the Delivery Agreement coincides with the EFA Goals and, more in particular, those related to ECD (Goal 1) and Education Quality (Goal 6).

9.2 Action Plan to 2014: Towards the realisation of schooling 2025 – A long-term plan for transforming basic education in South Africa

The Department is in the process of adopting a five-year plan to improve schooling in South Africa. Called *Action Plan to 2014*, the plan 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 schools.

The first 13 goals of the Action Plan include output goals; dealing with improving learning outcome; and the enrolment of learners into schools. The remaining 14 goals deal with inputs required in order to realise the output goals.

The 13 goals aim to ensure that learners in Grades 3, 6 and 9 master the minimum language and numeracy competencies for those grades. They also aim to increase the number of Grade 12 learners who pass mathematics and physical science and become eligible for a Bachelor's programme at university. In addition, these goals commit the Department to improving South Africa's performance in international assessments such as SACMEQ and TIMSS.

Additional goals include the following:

- Improving school functionality
- Improving the quality of teaching
- Improving school infrastructure
- Improving the provision of learning and teaching support materials
- Improving the capacity of district offices to support and monitor schools

The overriding purpose of the Action Plan to 2014 and Schooling 2025, is to contribute in substantial way to the realisation of a better schooling system – one that adequately prepares young South Africans for the challenges of a rapidly changing society.

The Action Plan is not intended to re-invent the policies of the school system. Fundamental changes will need to take place in future, but it is acknowledged that many important building blocks have already been laid since the advent of democracy in 1994.

Furthermore, the Action Plan is to bring greater rigour into the monitoring of the schooling system and to promote better research into the challenges faced by the sector. The monitoring of schools, in particular the monitoring of issues such as the quality of learning, time utilisation in schools, the professional needs of teachers and grade repetition amongst learners, runs into a variety of problems, not just in South Africa but across the developing world (Department of Education, 2010a).

9.3   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 its report, the *Report of the Task Team for the Review of the Implementation of the National Curriculum Statement* (DBE, 2009), the Ministerial Committee recommended the following:

a)   **Teacher workload and administrative burden**
       Reduce teachers' workload, in particular with regard to administrative requirements and planning, in order to allow more time for teaching.

b)   **Streamline and clarify policies**
       Develop a single Curriculum and Assessment Policy document for every learning area and subject (by phase) that would be the definitive support for all teachers and would help address the complexities and

confusion created by curriculum and assessment policy vagueness and the lack of specification, as well ass document proliferation and misinterpretation.

c)   Clarify the role of subject advisors

Clarify the role of subject advisors nationally and specify the exact nature of the in-classroom and school support they should provide to teachers. Subject advisor roles differ from province to province and district to district, and yet this role is the main intermediary between curriculum policy and classroom interpretation.

d)   Assessment

Simplify and streamline assessment requirements and improve the quality and status of assessment by making the GET and FET phases consistent; conduct regular national systemic assessment for Grades 3 and 6; and replace the common tasks assessment with annual national testing for all Grade 9 learners in Mathematics, Home Language and English. The analyses of these systemic and national tests should be used to diagnose what to prioritise and target for teacher and learner improvement.

e)   Transition and overload in the Intermediate Phase

The concern about the transition from Grade 3 to Grade 4 must be addressed firstly by reducing overload in the Intermediate Phase, by reducing the number of learning areas to six subjects, including two languages. Secondly, the importance in the curriculum of learning English from Grade 1 must be underscored by introducing a fourth subject in the Foundation Phase, namely English as a First Additional Language.

f)   Textbooks

The quality assurance and catalogue development of textbooks and other learning and teaching material (LTSM) need to be centralised at national level; the useful role and benefits of textbooks needs to be communicated at the highest level; and each learner from Grades 4 to 12 should have a textbook for each learning area or subject.

g)   Teachers and training

The training of teachers to support curriculum implementation should be subject-specific and targeted only where needed; and all support staff, including school management, subject advisors and district officers, should also undergo training in the Curriculum and Assessment Policy.

The Minister accepted the findings and recommendations of the Committee and immediately declared her intent to a) reduce the administrative workload of teachers; b) reduce the number of learning areas in the Intermediate Phase (Grades 4-6); and c) repackage the curriculum so that it is more explicit regarding content knowledge, pacing and sequencing.

In light of the above recommendations, the Minister declared that, as of January 2010, the Department will:

- require teachers to maintain only one learner file for administrative purposes;
- discontinue the use of learner portfolios in all subjects/learning areas;
- reduce the number of projects required by learners; and
- emphasise the importance of textbooks in teaching and learning

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

CAPS provide clear guidelines to teachers on what to teach and assess on a term-by-term basis. Content is more clearly delineated and assessment less cumbersome. CAPS clearly spell out the number and relative weighting of continuous and formal assessment per term, as well as annually. Recording and reporting of results has been made easy and less cumbersome.

CAPS will be introduced in the Foundation Phase in 2011 and in Grades 4 to 12 in 2012.

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

9.4 The Workbook Project

In his 2010 State of the Nation Address, President Jacob Zuma committed government to providing learners with easy-to-use workbooks in all 11 official languages of the country.

The idea of workbooks is based on the premise that it touches on the core three Ts of schooling, namely textbooks, teachers and time. Workbooks serve as a kind of textbook to learners; they assist teachers in teaching content knowledge; monitor the tasks that learner; do in the workbooks, and promote effective and efficient use of teaching time.

In the main, the workbooks are intended to assist teachers who have large classes and who may not necessarily have access to photocopy facilities or resources such as stimulating reading material for learners to read. The workbooks will relieve teachers of having to write up lessons and exercises on the chalk-board, or struggling to produce their own worksheets when the school does not have photocopy facilities.

The workbooks are expected to benefit especially those teachers that teach in multi-grade and multilingual contexts. For example, many teachers, particularly those in urban areas, have learners who speak up to five different home languages in one class. Since the workbooks will be made available in all 11 languages, teachers would find the books useful in mixed language classes, as each child could have a book in his or her own language and the teacher can work with children in language groups.

Workbooks will also be helpful for teachers who have to teach more than one grade in the same class. Many teachers in South Africa make sterling efforts to teach children of various grades in the same classroom. Because the workbooks are available for learners from Grades 1 to 6, it is possible for the teacher to work separately with different grades – providing each grade with its own grade-specific workbooks. They will also be useful for teaching mixed ability groups, with each group working on a different worksheet.

Preparations are underway to ensure that every child in Quintile 1 and 2 schools, enrolled for Grades 1 to 6, will receive a workbook for mathematics and literacy in his/her home language in 2011. Each book will contain two pages

of worksheets a day for four days of the week. The workbooks will be freely accessible from the Department's website to schools in the other quintiles.

The Department underlines the point that workbooks do not replace textbooks and other resources, but should be regarded as additional to these.

9.5 Continuing teacher development

The professional development of teachers, often called in-service education or staff development, has been conducted for different purposes and in different formats (Ono and Ferreira, 2010). The purpose of in-service education includes: a) the usual certification of unqualified teachers; b) the upgrading of teachers; c) preparation of teachers for their new roles and curriculum-related changes, and d) lifelong learning.

Regardless of the purpose, traditional in-service education programmes are usually delivered in the form of workshops, seminars, conferences or courses. These efforts were criticised by many researchers as being brief, fragmented, incoherent encounters that are decontextualised and isolated from real classroom situations. Research demonstrated that traditional approaches to the professional development of teachers are less likely to result in the improvement of teaching (Ono and Ferreira, 2010).

The establishment of a system for teacher education and development (TED) in South Africa has been fraught with impediments since 1994. The problems are well known and include: a lack of access for prospective and practising teachers to quality for TED opportunities; a mismatch between the provision of, and demand for teachers; the failure of the system to improve the quality of teaching and learning in schools; a fragmented and uncoordinated approach to TED; and an inefficient and poorly monitored funding mechanisms (Integrated Plan for Teacher Development, 2010).

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

The scope of the plan is comprehensive. It addresses the career of a teacher from recruitment through to retirement, and includes:

    a. Recruitment of potential teachers
    b. Preparation of new teachers
    c. Induction into the world of work
    d. Continuing professional development

The plan comprises the following three outcomes:

a)   A system that allows teachers to identify their own development needs and access opportunities to address these needs.

b)   A system that produces sufficient numbers of quality teachers who are required by the schooling sector.

c)   A coordinated system that plans and monitors targeted teacher development on the basis of system priorities.

The plan is somewhat bold and rather innovative. It anticipates the establishment of a National Institute for Curriculum and Professional Development (NICPD), Provincial Teacher Development Institutes (PTDIs), the establishment of new teacher education institutions, as well the use of teacher diagnostic self-assessments to assess curriculum competence.

Given the intention of the plan to establish many new institutions, it is apparent that the plan will be expensive to implement. Effective mechanisms to fund the plan are therefore of vital importance. The plan envisages using the conditional grant mechanism to ensure that funds are utilised for the intended purpose. If this is not possible, then funds obtained for teacher development via national bids will be ring-fenced at provincial level to ensure that they are used for the intended purpose.

9.6   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 focus of ASIDI for the 2010 – 2014 Strategic Planning Period is as follows: schools without water, sanitation, electricity and/or fencing; schools that constitute a danger to learners and educators from a construction perspective; and overcrowded schools.

ASIDI will also develop and roll out an innovative strategy to incorporate E-Learning, mobile laboratories and libraries to enhance the learning and teaching environment. It will ensure that future planning and backlogs arising from new space requirements, which present new challenges, are timeously addressed. The initiative will involve the development of a strategic asset management plan, as well as maintenance plans that are designed, budgeted for and implemented for each school.

Tables 27 and 28 below summarises the number of schools targeted by ASIDI and the projected costs of infrastructure improvement. Table 27 indicates that it will cost the state almost R5 billion to replace about 400 mud schools. If

schools that have inappropriate structures (mud, metal and wood) are included, then the projected costs will be R6 billion.

Table 27: Projected costs to replace all mud schools

Entire mud schools		
Province	**No. of schools**	**Total amount including VAT**
Eastern Cape	395	R 4 479 721 610
KwaZulu-Natal	7	R 75 352 531
Total	**402**	**R 4 555 074 141**

Source: Department of Basic Education

Table 28: Projected costs to replace all inappropriate structures, including mud schools

Inappropriate structures = mud + wood + metal /zinc		
Province	**No. of schools**	**Total amount including VAT + contingencies**
Eastern Cape	430	R 5 373 453 659
Free State	11	R 139 115 378
Gauteng	9	R 187 649 196
KwaZulu-Natal	11	R 131 762 110
Limpopo	5	R 69 646 364
Mpumalanga	5	R 78 030 012
North West	2	R 37 625 889
Northern Cape	1	R 16 174 622
Western Cape	2	R 25 192 103
Totals	**476**	**R 6 058 649 333**

Source: Department of Basic Education

To ensure equity in the provision of infrastructure to schools, the Department published the *National Policy on an Equitable Provision of an Enabling School Physical Teaching and Learning Environment* as Gazette 33283 on 11 June 2010, in terms of section 3(4) of the National Education Policy Act, 1996 (Act No. 27 of 1996). The aim of the policy is to regulate and formalise the provision of school infrastructure. It also provides guidelines on the provision of an enabling physical teaching and learning environment for learners, and clarifies the roles and responsibilities of all role-players involved in the provision of school infrastructure. The above estimates are not yet allocated, but the Department has submitted a bid to the national Treasury.

9.7 The Quality Improvement, Development, Support and Upliftment Programme (QIDS-UP)

The Quality Improvement, Development, Support and Upliftment Programme (QIDS-UP) is a national initiative, which aims to allocate new learning resources to schools – especially those situated in poor and disadvantaged communities. QIDS-UP is also aimed at improving learners' literacy and numeracy skills. QIDS-UP, as a strategy, is aimed at improving the quality of education. It is intended to provide teacher and district development support to some 5 000 low-performing primary schools and, in so doing, improving learning – especially with regard to the literacy and numeracy skills of learners. Under-performing secondary schools are also in line for special attention and support.

This report covers QIDS-UP activities for the 2009/10 financial year, which is the third year in the implementation of the programme and identifies the many schools that have so far benefited from the programme. Provincial offices controlled budgets they had allocated to the programme. The resourcing of QIDS-UP schools in the provinces was based on provincial understanding and contextual factors specific to each province.

a)   Funds allocation and expenditure for 2009/10

At the beginning of each financial year, each province allocates funds to the programme from its equitable budget share. The amount allocated differs from province to province. Provincial coordinators draw up business plans for the current financial year, based on available budgets. Table 29 below indicates budget allocation as per the report received from the provinces.

Table 29: The 2009 – 2013 budgets allocated to the programme by province

Province	Budget	Spent as at 15 Feb 2010	% of budget spent	Variance	2011/12 R (000)	2012/13 R (000)
Eastern Cape	R9,245m	R4,722m	51	R4,523 m		
Free State	R3,490m	R3,465,128m	99	R35 127.77	9 788	10 277
Gauteng	R74,000m	R31,080m	69	R42,920m		
KZN	R121,18m	R12 773 654	11	R108,244,345	164 046	
Limpopo	R44,216m	R16,072m	36	R28,165m	25 670	26 954
Mpumalanga	R59,601m	R30,884m	52	R28,717m	112 108	118 834
Northern Cape	0	0	0	0		
North west	R11,576m	R10,650	92	R0.926080	12 729	13 365
Western Cape	R129,287m	R123,888m	96	R5,398m	181 110	190 165

Source: Department of Basic Education

b)   Provincial resource focus 2009/10

Resource provision in provinces has been varied to date. Common to all provinces, was the provision of reading books and resources to teach numeracy and mathematics. Some provinces, depending on the availability of funds,

also provided Grade R resources for both inside and outside the classroom. Significant attention was paid to basic infrastructural repairs and the provision of desks in the rural districts of some provinces.

c)   The impact of the programme

The introduction of the ANA in 2008, made it possible to have a national yardstick to measure the impact of the programme and monitor learner achievement on an annual basis. To this end, in 2009 the QIDS UP team sent an ANA forms to all schools accommodating Grades 1 to 6 to complete information on how learners performed in ANA 2009. Schools were requested to return the completed form to the Department for capturing and analysis (Department of Basic Education, 2010e).

This data will allow the Department to establish a baseline in every school and monitor annual improvement in learner achievement towards achieving a set target of 60% by 2014. The test results will be used to monitor the impact of resourcing in these schools.

Findings from an analysis of the 2009 ANA, which were administered and marked by teachers without any external quality assurance, indicate that most of schools that have readers and curriculum materials as resources, are showing an improvement in the learner performance. The data on Grade 1-6 school performances for the 2009 ANA is summarised in Tables 30 and 31 below.

Table 30: Performance of learners in literacy by grade: 2009

Average	LITERACY			
	% Level 1	% Level 2	% Level 3	% Level 4
Grade 1	27	24	29	20
Grade 2	26	19	31	23
Grade 3	30	21	29	21
Grade 4	52	20	19	8
Grade 5	43	26	20	11
Grade 6	42	29	22	7

Table 31: Performance of learners in numeracy by grade: 2009

Average	NUMERACY			
	% Level 1	% Level 2	% Level 3	% Level 4
Grade 1	18	18	31	32
Grade 2	17	17	30	36
Grade 3	27	28	28	17
Grade 4	42	30	22	6
Grade 5	55	23	16	6
Grade 6	50	26	18	5

Table 32: Percentage of learners who achieved more than the 50% level

Grade	Literacy	Numeracy
Grade 1	49	63
Grade 2	54	66
Grade 3	50	45
Grade 4	27	28
Grade 5	31	22
Grade 6	29	23

Although learner achievement at levels 3 and 4 (50 to 100%) decreases in the higher grades, there is a marked improvement in the Foundation Phase.

In October 2009, the Department conducted an audit to establish the number of Quintile 1 schools that had basic resources for grades R to 6, as prescribed in the Foundations for Learning (FFL) Gazette. The results indicate that the majority of Quintile 1 schools captured do not have the most basic resources to teach literacy and numeracy, or they have very few resources to make any difference in the quality of teaching and learning in the classroom (Department of Basic Education, 2010e).

d)   Grade R resources kits and learner workbooks

There has been an overwhelming positive response to the grade R packages, as well as requests for more kits and learner workbooks from schools that are not on the 2008 EMIS list of grade R sites. A request for a reprint has been submitted for approval.

e)   Addendum

While more work still remains to be done, the QIDS-UP significantly contributed in restoring the dignity, pride and confidence of learners, educators and parents in the education system. As part of the mid-term review of the programme, the focus is shifting from reporting on the input to measuring the difference the programme is making in improving the quality of education in schools. Learner performance is used as one of the proxy indicators to measure quality.

Monitoring and evaluation of the programme show that the programme is making a difference; it is changing lives of learners in schools that are serving disadvantaged communities. In some schools, change is beginning to show in learner achievement.

There are, however, some challenges that need to be addressed in order for the programme to be more successful. Some of these challenges include: An inability to spend budgets; funds allocated for the programme were later re-allocated by provinces to other priorities during the course of the year; a lack of full-time provincial officers running the programme; maximum utilisation of resources supplied in schools; limited budgets allocated by some provinces to the programme to address backlogs; a lack of stringent treasury guidelines for QIDS-UP budgets in the provinces (Department of Basic Education, 2010e).

9.8   Annual National Assessments (ANA)

Over the last decade, there has been growing international recognition of the value of assessment in improving the quality of education. This has resulted in a significant increase in the number of countries developing policies and systems for conducting and using national standardised assessments in specific grades of the schooling system.

In order to track the extent to which learners in the South African schooling system are meeting desired learning outcomes at a nationally determined standard, the Department will be undertaking Annual National Assessments (ANA) of learners with regard to the Grades 3, 6 and 9 curriculum.

ANA involves the setting of test papers at national level and the administration and marking of these tests at school level.

Incoming Grades 4 and 7 learners will be tested on their competence in language and mathematics at the Grades 3 and 6 levels respectively, as of 2011. Testing of the Grade 9 learning outcomes will take place in 2012.

ANA will be used largely for diagnostic purposes. It will identify learners who are struggling which, in turn, will help schools to work on areas of weaknesses and districts to plan interventions to support these.

Additionally, every parent of a child who has written the ANA will receive a report of their child's results.

9.9   Foundations For Learning Programme

The Foundations for Learning Programme was initiated to address poor learner performance in Literacy and Numeracy in the system. The programme has provided schools and teachers with clear directives through Government Gazette 30880 on optimum use of allocated time; daily teaching activities; basic recommended resources and assessment. Resources in the form of Assessment Frameworks that pace teaching and learning across the school terms for Literacy and Numeracy (Grades R-6) which assist teachers to plan teaching and learning appropriately and forty weekly lesson plans that give guidance on daily teaching activities and assessment were provided to all public primary schools. Provincial departments ensure that the necessary support and development for schools and educators is provided so that the resources can be effectively used.

The Annual National Assessments for Grades 1-6 in Literacy and Numeracy was introduced through the Foundations for Learning programme to offer teachers and schools the opportunity to expose teachers and learners to a variety of quality test items to build capacity in the system and at the same time track learner performance annually. Results of learner performance indicate the critical areas in which schools and learners require further support. Intervention strategies are developed to address these areas.

Positive feedback from teachers and schools on the support provided through the programme has enabled the system to follow the same approach in developing the Curriculum and Assessment Policy Statement for all grades and subjects in the system.

9.10 The National School Nutrition Programme (NSNP)

The National School Nutrition Programme (NSNP) was conceptualised primarily as an educational intervention aimed at enhancing the educational experience of the most needy primary school learners by promoting punctual school attendance, alleviating short-term hunger, improving concentration and contributing to general health development. Since its inception, the NSNP catered only for learners in public primary schools. However, following the 2006 survey by the Fiscal and Finance Committee, it was confirmed that there was a need to expand the programme to secondary schools. In October 2008, national Treasury increased the NSNP budget to progressively extend the programme to these schools (DBE, 2010f).

The programme was first implemented in Quintile (Q)1 secondary schools in April 2009, and will be phased in into Q2 and Q3 public secondary schools in April 2010 and 2011 respectively. The key objectives of the NSNP are:

- To contribute to enhanced learning capacity through school meals
- To strengthen nutrition education in schools
- To promote sustainable food production initiatives in schools.

The DBE coordinates and oversees the programme, ensuring adherence to policies and other relevant legislation through monitoring. Procurement of goods and services for the NSNP is the mandate of the PEDs. The NSNP is funded via a conditional grant that is transferred to provinces in accordance with the Division of Revenue Act (DORA), as well as other directives from the DBE and the national Treasury via the Grant Framework 2009/10. The allocation to provinces is poverty-based in accordance with the national poverty distribution table used in the National Norms and Standards for School Funding, as gazetted by the Minister of Education on 17 October 2008 (DBE, 2010f).

Table 33: Annual performance indicators for NSNP per province: 2009/10

Performance indicators	Number of feeding days	Number of primary schools	Number of secondary schools	Number of primary school learners	Number of secondary school learners
EC	188	5 308	183	1 181 584	174 105
FS	189	1 181	90	372 501	66 436
GP	198	1 507	42	545 547	62 642
KZN	195	3 777	487	1 590 587	201 193
LP	194	2 607	574	1 020 569	208 827
MP	196	1 484	105	573 674	67 349
NC	180	552	226	162 438	78 655
NW	196	1 093	132	429 472	55 407
WC	187	875	122	305 202	29 085
Total	***191**	**18 384**	**1 961**	**6 181 574**	**943 699**

Source: Adapted from the National School Nutrition Programme Annual Report: 2009/10

The NSNP succeeded in its mandate by providing meals to more than 6 million learners in over 18 000 public primary schools and close to one million in about 2 000 Quintile 1 public secondary schools in 2009. In total, the NSNP reached over seven million learners in more than 20 000 schools nationally.

While anecdotal evidence demonstrates that high enrolment rates in primary and secondary schools could be attributed to the provision of nutrition in schools, there is little evidence to show the direct impact of nutrition on the achievement of learners. This link needs to be investigated further.

Notwithstanding the overall success of the school nutrition programme, there have been some challenges in the implementation of the nutrition scheme. These include the provision of poor quality meals by some schools, fraudulent practices in tendering processes and meals not provided on time.

A recent study undertaken by the Rhode's University *Public Service Accountability Monitor*, points to serious problems in the implementation of the scheme in the Grahamstown area (*Business Day*, 2 November 2010). These include the non-payment of creditors and inadequate monitoring of food delivery to schools by district officials. The study indicated that, although the nutrition programme is working better than it had been in previous years, staff shortages, especially in districts (currently 35%), were threatening the effectiveness of the programme.

9.11 The Teacher Laptop Initiative (TLI)

The Teacher Laptop Initiative (TLI) is managed by ELRC. It is part of a unified plan by the Department and other stakeholders in education to improve the overall quality of education, by making resources available to learners and teachers in the public education sector (ELRC, 2010).

(PEDs are responsible for managing, administering and funding this project. Provisionally accredited service providers identified outlets or "one-stop shops", where a teacher may purchase the complete package. The outlets will also provide a finance agreement, where the maximum all-inclusive monthly repayment will not exceed R390.00. Qualifying teachers will receive a monthly allowance of R130.00. Teachers will be required to fund the difference between the allowance (R130.00) and the monthly repayments of the package. The repayments are spread over a period of five years (ELRC, 2010).

The laptop packages consists of appropriate hardware with prescribed minimum specifications, school administration, national curriculum and other software, as well as Internet connectivity, insurance and finance.

Teachers across South Africa have welcomed the roll-out of the Teacher Laptop Initiative and are looking forward to sharing ideas, learning from each other and improving the quality of teaching in the country (BUANEWS, 2010).

9.12 Dinaledi Schools

The Department established the Dinaledi programme in 2001 in order to improve the number of learners passing mathematics and physical science in the NCS examinations.

Some 500 Dinaledi schools were established in rural and township areas, and are being groomed as centres of excellence in mathematics and physical science. Special support to Dinaledi schools includes the provision of mathematics and science text books to Grades 11 and 12 learners, the training of teachers in mathematics and physical science, and the provision of science kits.

During 2009/210, some 255 Dinaledi schools were visited and monitored and 398 mathematics and 370 physical science teachers were trained. Donor funds from the Irish Government were used for the training of mathematics and physical science teachers in Dinaledi schools, as well as for providing resources for the training. A total of R1.859 million was spent on this project in 2009/10 (DoE, 2010g).

A World Bank study on the impact of the Dinaledi programme found that it contributed to improving the mathematics and physical science results of Grade 12 learners from mainly historically disadvantaged schools, but that it had little impact on learners and schools from more advantaged backgrounds (World Bank, 2010).

9.13 No-fee schools

The no-fee school policy is an initiative aimed at improving education access for poor learners. The policy stipulates that schools that have a "no-fee" status are not permitted to charge fees to parents (though it does not prevent parents from making voluntary contributions, or for schools to raise funds via fund-raising events). The no-fee school policy resonates with Goal 2 of Education for All, which calls upon governments to provide free and compulsory primary education. It was first implemented in January 2007, and catered for 40% of learners nationally. Since then, the no-fee school policy benefits close to 70% of learners nationally.

As Table 34 indicates, over 8 million learners (69% of learners) in approximately 19 900 public schools (81% of public schools) currently benefit from the no-fee school policy.

Table 34: Number and percentage of learners and schools benefiting from the No-fee School Policy by province: 2010

Province	2010					
	Total No. of learners	No. of learners in no-fee schools	% of learners benefiting	Total No. of schools	Total no- fee schools	% of no- fee schools
Eastern Cape	2 003 129	1 699 291	84.8	5 588	5 113	91.5
Free State	638 756	487 129	76.3	1 422	1 323	93.0
Gauteng	1 776 925	855 889	48.2	2 013	1 045	51.9
KwaZulu-Natal	2 743 979	1 708 322	62.3	5 927	4 549	76.8
Limpopo	1 660 700	1 641 898	98.9	3 965	3 890	98.1
Mpumalanga	1 013 760	710 569	70.1	1 838	1 462	79.5
Northern Cape	266 296	170 975	64.2	597	455	76.2
North West	746 096	532 755	71.4	1 646	1 421	86.3
Western Cape	959 714	364 533	38.0	1 455	675	46.4
Total	**11 809 355**	**8 170 361**	**69.2**	**24 451**	**19 933**	**81.5**

Source: Department of Basic Education

The no-fee school policy has resulted in greater school allocations for poorer learners and has strengthened the pro-poor aspects of education policy. According to the findings of the CREATE project, "the differential allocation is a significant shift from previous policies focusing on equalising per capita expenditure to redress-driven funding. However, the legacy of apartheid and poverty persists in terms of very varied learning contexts in the public school sector" (CREATE, 2009).

However, the implementation of the no-fee policy has also been accompanied by its own challenges. PEDs were not always able to discharge their important implementing and monitoring responsibilities. Some of the problems that arose include "a failure to release provincial funding timeously, cash-flow problems for schools making the transition from fee-charging to no-fee schools, and a lack of communication between provinces, districts and schools" (CREATE, 2009).

9.14 Funza Lushaka Bursary Programme

The Department introduced the Funza Lushaka (Teach the Nation) Bursary Programme in 2007 to encourage students to study for a teaching profession.

It aims to increase the number of newly qualified teachers entering the schooling system, and to ensure that schools, particularly in rural areas, do not suffer from a shortage of teachers.

It is a multi-year programme that provides bursaries to enable eligible students to complete a full teaching qualification.

Recipients of the bursary are required to teach at a school for the same number of years that they receive the bursary. Although qualified recipients of the bursary can apply for public school positions within the PED of their choice, the PED concerned will determine whether there is a suitable post available. If not, the applicant will be offered employment in a PED that does have suitable vacancies.

The bursary is only awarded to South African citizens. Additional selection criteria include the following: the applicant's academic ability; eligibility for an approved degree or PGCE in one of the priority areas; commitment to a teaching career, which includes an interest in working with young people; enthusiasm for a professional career in teaching; readiness to face and surmount difficult challenges and personal integrity; and commitment to teach in any school to which a student may be appointed by a PED. Everything else being equal, selection favours candidates from rural areas, candidates who wish to teach in rural areas and candidates whose financial position would otherwise exclude them from enrolment for a teaching qualification.

The bursary will only be awarded if one of the priority area specialisation subjects is included as a teaching subject in a student's qualification. As **Table 35** indicates, these include specialisation in the Foundation Phase, Languages, Mathematics and Physical Science.

Table 35: Priority areas

Foundation Phase (Grades R- 3)	Intermediate Phase (Grades 4 – 6)	Senior Phase (Grades 7 – 9)	FET Phase (Grades 10 –12)
• Foundation phase specialisation	• African Languages • English Language • Mathematics • Natural Sciences • Technology	• African Languages • English Language • Mathematics • Natural Sciences • Technology	• African Languages • Agricultural Sciences • Agricultural Technology • Civil Technology • Computer Applications Technology • Electrical Technology • Engineering Graphics and Design • English Language • Information Technology • Life Sciences • Mathematics • Mathematical Literacy • Mechanical Technology • Physical Sciences

Funza Lushaka bursaries cover all of the recipient's essential expenses. Expenses covered include tuition, full accommodation, including meals, books and learning materials, and a small allowance for monthly living expenses. Universities have different cost structures, so the total value of a bursary differs from institution to institution.

The bursary must be repaid only if the recipient fails to qualify, fails to apply for a teaching post with a PED at a public school, fails to take up a teaching post with a PED at a public school, leaves a teaching post with a PED before the end of the contracted service period, or otherwise fails to meet a requirement of the bursary agreement.

In 2009/10, some R382.8 million was paid out to 9 294 bursars studying at 23 HEIs. The average value of these bursaries was R45 000. At the end of 2009, a total of 732 bursary recipients graduated, qualifying for placements in teaching posts at public schools.

The table 36 below provides a summary of the growth of the scheme from 2007 to 2010.

Table 36: Growth of allocation of funds, awards and outputs: 2007 – 2010

Year	Amount available	No bursaries awarded	Number of graduates for placement
2007	R120m	3 669	812
2008	R180m	5 428	1116
2009	R400m	9 294	1867
2010	R424m	9 200 *(projected)*	2000 *(projected)*

Source: Department of Basic Education

The scheme has grown by over 200% in levels of funding and over 150% in the number of students funded since 2007.

There is little doubt that the Funza Lushaka Bursary Scheme is one of the few success stories of the education system. To improve its impact though, there is a need to improve the match between demand and supply and to ensure that there is appropriate uptake of qualified bursars.

9.15 Conclusion

As is evident from the above, the Department has embarked upon numerous initiatives to improve teaching and learning in schools. Some of these are a continuation of programmes that began several years ago, while others are relatively new and still in the planning stages.

However, the impact of these initiatives on learning outcomes remains to be seen. It will be short-sighted, nonetheless, to assume that these interventions will have immediate positive effects on learning and teaching. International lessons about education change, advise that change does not happen overnight but that it is slow and sluggish.

However, in comparing the interventions undertaken by the Department to the 2010 State of the Nation Address by President Jacob Zuma, as well as the Department's own Action Plan to 2014, it is apparent that much remains to be done.

For instance, the President's commitment to ensure that teachers are in class, on time and teaching for seven hours a day was struck a blow this year (2010), due to the three-week strike by teachers for improved salaries.

In addition, teacher absence appears to be a problem in many schools. A study on educator leave undertaken by the Department (DBE, 2010h) concludes that the rate of educator leave in South Africa is about 10% and, that in over one-third of schools, the leave rate is higher than 10%. Improving teacher attendance in these schools is clearly a priority.

The Department's Action Plan to 2014 commits the system to ensuring that there is an improvement in the management capacity of schools and promote the proper working of districts. The Department recognises that these are major issues that require systemic and high-level intervention, and will address these as part of the intervention strategy of the system.

The Action Plan to 2014 acknowledges the need to increase the use of Information and Communication Technology (ICT) in education, including audio-visual teaching materials in the classroom to supplement teaching and demonstrate quality teaching to learners and educators. Regrettably, the majority of public schools in the country still do not have a culture of using ICT to enhance teaching and learning. The implementation of the Department's Policy on E-Education will, no doubt, be strengthened to advance the goals of Action Plan to 2014.

10 CONCLUSION

South Africa has made remarkable progress in 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 both administrative data and independent surveys depicts an encouraging picture about access to education via enrolment in education institutions in South Africa. Further access to compulsory basic education, that comprises Grades 1 to 9 by children aged 7 to 15, is characterised by almost all children in this age group. Furthermore, this age group is characterised by high leaner retention through to Grade 9.

With regards to children aged 16 to 18, evidence from data shows that there is low attendance in this age group at 83% in 2009 . Furthermore, it seems as though the alternative programmes are unable to accommodate large numbers of this age group. 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.

Although the DBE and other stakeholders introduced interventions to soften the impact of the public servant strike action and service delivery protests, the attempts to improve the delivery of education is further hampered by these protests.

The Department acknowledges that there are challenges in the schooling system – therefore a turnaround plan has been introduced. The *Action Plan 2014 towards realisation of Schooling 2025,* has been introduced and gazetted for public comment. It is believed that the *Schooling 2025* will assist in improving the quality of education in the long term.

Critics argued 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 embark on the interventions to improve the quality of education. Although some initiatives are already underway, the challenge remains the implementation and practice of these interventions.

This report finally concludes that, with regards to;

10.1 ECD

Data indicates that more children are accessing ECD programmes. However, the challenge is the fragmented legislative and policy framework for ECD, resulting 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, both at national, provincial and local/district level, as well as limited inter-departmental/intersectoral collaboration to ensure adequate, efficient and quality provisioning for children.

The collaboration between government and non-government organisations is critical.

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 no-fee schools policy, national school nutrition programme and other programmes aimed at retaining learners in schools led to dramatic increases in both primary and secondary schools enrolment.

There is high access to education for children aged 7 to 15. Fees are waived according the financial status of parents. However, studies and outreach programmes are required to look at those who have never attended or have been unable to attend school due to a lack of financial support. 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

This goal is not likely to be achieved. The information on this goal is fragmented and there is no programme that is able to deal with this goal appropriately. There is a lack of coordination between the DHET and other agencies that deal with the National Youth Development Agency.

With regard to adults, adult literacy programmes, such as the Kha Ri Gude Literacy Campaign is managed in the national Department. This tend to pose challenges in the implementation of the programme. Furthermore, there are challenges with ABET programmes, which include the drop-out of learners before they write examinations.

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 also 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. 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 enter the top 10, at sixth position. In 2008, South Africa was ranked number 22 out of the 138 countries assessed (World Economic Forum, 2009). This achievement is also supported by the data on gender parity presented from different sources.

The primary gender parity has not yet been achieved, but is likely to be achieved by 2015. However, the gap is closing between male and female children accessing primary education. Meanwhile, data on access to ECD programmes and secondary education indicates that there are more female learners accessing education at these levels.

10.6   Literacy

Data indicates that approximately 78% of adult South Africans are literate. With regard to gender parity pertaining to literacy, there are more males that are literate than females. This is shown in the 2009 adult literacy gender parity. The encouraging development is that the gap is closing.

10.7   Quality of education

Quality education remains elusive. The schools are deprived of resources, facilities and qualified teachers. It is extremely unimaginable to have efficiency, effectiveness and quality in education under these circumstances.

Although the measurement of quality education is complicated, the proxies used in the report points towards a schooling with high enrolment but poor quality education. This is manifested in the learning achievement and outcomes of the NCS that is on a descending movement. Unavailability of recent assessment information on the performance of learners makes it difficult to assess progress pertaining to this goal. Although the qualifications of educators in the schooling system are high, the link between qualification and quality of learning achievement and outcomes still needs further investigation and research.

The quality of education therefore needs to be increased at the primary and secondary level, so that it prepares individuals for the tasks that they will receive in 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. SGBs, civil society organisations and private business involvement in education indicate positive signs towards building a quality schooling system.

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