# Education for All (EFA)

2008

# Country Report: South Africa

education

Department:
Education
REPUBLIC OF SOUTH AFRICA

**TABLE OF CONTENTS**

**LIST OF TABLES**

**LIST OF FIGURES**

## ABBREVIATIONS AND ACRONYMS

| | |
|---|---|
| ABET | Adult Basic Education and Training |
| ASER | Age-Specific Enrolment Ratio |
| AsgiSA | Accelerated and Shared Growth Initiative for South Africa |
| ASS | Annual School Survey |
| C2005 | Curriculum 2005 |
| CEM | Council of Education Ministers |
| DoE | Department of Education |
| ECD | Early Childhood Development |
| EFA | Education for All |
| ELRC | Educator Labour Relations Council |
| EMIS | Education Management Information System |
| EPWP | Expanded Public Works Programme |
| FET | Further Education and Training |
| GER | Gross Enrolment Ratio |
| GET | General Education and Training |
| GHS | General Household Survey |
| GPI | Gender Parity Index |
| Grade R | Reception Year |
| HE | Higher Education |
| HIV/Aids | Human Immunodeficiency Virus/Acquired Immune Deficiency Syndrome |
| HSRC | Human Sciences Research Council |
| ICT | Information and Communication Technology |
| IEA | International Association for the Evaluation of Educational Achievement |
| IQMS | Integrated Quality Management System |
| JIPSA | Joint Initiative on Priority Skills Acquisition |
| LER | Learner Educator Ratio |
| LIEP | Language in Education Policy |
| LOLT | Language of Learning and Teaching |
| MDGs | Millennium Development Goals |
| MLA | Monitoring Learning Achievement |
| MTEF | Medium-Term Expenditure Framework |
| NC(V) | National Certificate (Vocational) |
| NCS | National Curriculum Statement |
| NEEDU | National Education Evaluation and Development Unit |
| NER | Net Enrolment Rate |
| NGO | Non-Governmental Organisation |
| NQF | National Qualifications Framework |
| NSFAS | National Student Financial Aid Scheme |
| NYS | National Youth Service |
| OBE | Outcomes-Based Education |

| | |
|---|---|
| OECD | Organisation of Economic Cooperation and Development |
| OSD | Occupation-Specific Dispensation |
| PEDs | Provincial education departments |
| PIRLS | Progress in International Reading Literacy Study |
| QIDS-UP | Quality Improvement, Development, Support and Upliftment |
| REQVs | Relative Education Qualification Values |
| SACMEQ | Southern African Consortium for Monitoring Educational Quality |
| SANLI | South African National Literacy Initiative |
| SAQA | South African Qualifications Authority |
| SASA | South African Schools Act of 1996 |
| SCE | Senior Certificate Examination |
| SETAs | Sector Education Training Authorities |
| SGB | School Governing Body |
| TIMSS | Trends in International Mathematics and Science Study |
| UIS | UNESCO Institute for Statistics |
| UNESCO | United Nations Educational, Scientific and Cultural Organisation |
| UNICEF | United Nations International Children's Emergency Fund |

**PROVINCIAL ABBREVIATIONS**

| | |
|---|---|
| EC | Eastern Cape |
| FS | Free State |
| GP | Gauteng |
| KZN | KwaZulu-Natal |
| LP | Limpopo |
| MP | Mpumalanga |
| NW | North West |
| NC | Northern Cape |
| WC | Western Cape |

# 1. BACKGROUND

## 1.1 Introduction

Education for All (EFA) is an international commitment, which was initially made at the World Conference on Education in Jomtien, Thailand in 1990. Its goal is to ensure that all children have access to good quality education.

A total of 155 countries and 150 organisations convened at the Jomtien Conference under the auspices of the United Nations Educational, Scientific and Cultural Organisation (UNESCO) and four other agencies, namely the United Nations International Children's Emergency Fund (UNICEF), the United Nations Development Programme, the United Nations Population Fund and the World Bank. The aim of the Conference was to adopt a new vision on basic education. The Conference pledged to provide education for all by the year 2000.

Participating countries assembled again in Dakar, Senegal, in 2000. The Senegal Conference concluded that the goal of quality education for all by 2000 was far from being realised. The meeting therefore renewed its commitment to education for all and adopted six goals, three of which had time-lines attached to them, namely *to see every child completing a quality basic education, to increase literacy levels by 50% and to ensure gender equity in education* – all by 2015. The setting of time-lines implied the need for a greater effort on the part of governments, aid agencies, civil society and non-governmental organisations (NGOs), as well as communities, teachers and parents, in order to turn education into a priority.

This report provides an assessment of the progress made in South Africa towards the achievement of EFA goals. It also expands on the policies and programmes that have been introduced by the Department of Education (DoE) in its endeavour to achieve the EFA goals and targets.

Via these measures, the Department aims to ensure that quality education, as a basic right, is made accessible to all children. It is being recognised that basic education is an indispensable condition for meeting other development targets, such as the internationally agreed-upon Millennium Development Goals (MDGs).

## 1.2 Background to the South African education system

The Bill of Rights, contained in the South African Constitution, (RSA, 1996a), stipulates that everyone has the right to basic education, including adult basic education and further education, which the state, via reasonable measures, must progressively make available and accessible.

Formal education in South Africa is categorised according to three bands, namely General Education and Training (GET), Further Education and Training (FET) and Higher Education (HE). The GET band comprises the Reception Year (Grade R), up to Grade 9, as well as an equivalent Adult Basic Education and Training (ABET) qualification. The FET band comprises Grades 10 to 12 in schools, as well as education and training within the National Qualifications Framework (NQF) Levels 2 to 4, including the N1 to N6 qualifications in FET colleges. These levels are integrated with the NQF, as stipulated by the South African Qualifications Authority (SAQA) Act 58 of 1995 (RSA, 1995).

By mid-2007, the South African public education system accommodated 12.3 million learners, 387 000 educators, 26 592 schools, 2 278 ABET centres, 50 public FET institutions, 4 800 Early Childhood Development (ECD) centres and 23 HE institutions. Of the 26 592 schools, 1 000 were independent schools, 400 were special needs schools and the remainder were ordinary schools. Of the schools, some 6 000 were secondary, and the remainder primary schools.

In terms of the South African Schools Act 84 of 1996 (SASA) (RSA, 1996b), attendance is compulsory for learners from Grade 1 to Grade 9, or between the ages of 7 and 15, whichever comes first. While education is not compulsory post-Grade 9, no learner who continues to Grade 12 is denied access.

Government has also phased in Grade R to target all learners by 2010. According to the General Household Survey (GHS), 62.1% of 5-year-olds attended Grade R in 2006.

FET colleges were subjected to a major rationalisation process, which reduced the overall number of institutions by means of mergers. During the merger process, FET institutions were reduced from 152 to 50.

### 1.3 Education for All: Goals

Six EFA goals were set by the Dakar 2000 *Framework for Action*, which was designed to enable all individuals to realise their right to learn and to fulfil their responsibility of contributing to the development of society. These goals are global in nature, and were drawn from the outcomes of regional EFA conferences, as well as international development targets to which countries had already been committed. Individual countries are expected to set their own goals, intermediate targets and time-lines, within existing or new national education plans. This would be done via a process of consultation amongst all stakeholders in education, and with the assistance of the wider international community and EFA follow-up mechanisms.

**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 and, more particularly girls, children in difficult circumstances and those belonging to ethnic minorities, will have access to 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 with regard to women, as well as equitable access to basic and continuing education for all adults.

**Goal 5:** Eliminating gender disparities in primary and secondary education by 2005, and achieving gender equality in education by 2015, with special focus on ensuring female learners' 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 could be achieved by all, especially in literacy, numeracy and essential life skills.

## 2. MEASURING EFA GOALS AND TARGETS

It is common practice internationally to measure progress of the achievement of the EFA goals via the use of indicators. Indicators of access, for example, include the Gross Enrolment Ratio (GER)[1] and the Age-Specific Enrolment Ratio (ASER)[2], while indicators for quality include learning achievements, the learner: educator ratio and teacher qualifications.

Although these three measures of quality do not portray the true picture of the quality of education received by learners, they do provide a broad and general sense of education quality.

## 3. SOURCES OF DATA

Data for this report was gathered from two main sources, namely the DoE's Education Management Information System (EMIS) and data from surveys undertaken by Statistics South Africa. More specifically, data from the EMIS Annual School Survey (ASS) and the SNAP Survey, as well as that from Stats SA General Household Surveys, the October Household Surveys, Census 2001 and Community Survey 2007 were consulted to calculate key indicator values.

It is general knowledge that all data sources have their limitations. Consequently, the absolute values obtained from the sources used in this report may be contested. However, the trends over time reflected in the report do provide a fairly reliable assessment of where South Africa stands in respect of the achievement of the EFA goals.

[1] **Gross Enrolment Ratio (GER)** measures enrolment, regardless of age, for a specific level of education, as a proportion of the appropriately-aged population for the given level of education. *UNESCO Institute of Statistics, undated.*

[2] **Age-Specific Enrolment Ratio (ASER)** indicates the percentage of the population of a specific age, who are enrolled for education, irrespective of the level of education they are enrolled in. *UNESCO Institute of Statistics, undated.*

## 4. EARLY CHILDHOOD DEVELOPMENT (ECD)

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

In South Africa, ECD is an umbrella term that applies to the process in which children, from birth to at least nine years of age, grow and thrive physically, mentally, emotionally, morally and socially.

Comprehensive early childhood care and education therefore includes health, social services and education in a variety of programmes. South Africa has a comprehensive National Integrated Plan for 0-to-4-year-olds, which adopts a holistic approach to the development of this specific group of children. This plan includes the development of National Early Learning Standards, the training of ECD practitioners via government's Expanded Public Works Programme, as well as the development of national norms and standards for Grade R funding.

As provided for in Education White Paper 5 (DoE, 2001), the ECD Policy target is that, by 2010, all learners who enter Grade 1, should have participated in an accredited Reception-Year Programme. This it seeks to achieve by prioritising the implementation of a pre-school Reception-Year Programme for 5-year-old children.

### 4.1 Participation in Early Childhood Development (ECD) Programmes

The DoE's approach to ECD provisioning targets children from birth to age six, with particular emphasis on educational provisioning for Grade R. The DoE plan is to gradually phase in public provisioning of Grade R, as part of the primary education level, so that by 2010, all 5-to-6-year-olds have access to Grade R (DoE, 2001) – mostly in the public sector. It is envisaged that current private efforts that are being devoted to Grade R could then be devoted to pre-Grade R Early Childhood Development.

Partially due to the fact that ECD is the responsibility of several government departments, and partially because the lines between formal and informal provisioning are not clearly drawn, it is difficult to obtain reliable pre-Grade R data. To date, very little data has been available on the many private and community-based ECD centres that provide ECD for pre-Grade Rs. With the phasing in of more Grade R learners in formal school settings, there has been a huge expansion in the number of learners enrolling for Grade R in schools.

Between 1999 and 2007, Grade R enrolment in schools increased by 212%, from 156 292 learners in 1999 to 487 525 in 2007 (see Table 1).

**Table 1: Participation in Grade R at sites attached to public and independent ordinary schools: 1999 to 2007. (Data typically includes only learners in Grade R at ECD sites attached to schools.)**

| | Female | Male | Total | Female GER | Male GER | 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** | 219 969 | 221 652 | 441 621 | 44.3 | 44.1 | 44.2 |
| **2007** | 242 409 | 245 116 | 487 525 | 49.0 | 48.9 | 48.9 |

*Source: Department of Education 2001b, 2002, 2003a, 2004, 2005a, 2005b, 2006a, 2006b, 2007. Mid-year Population Estimates, Census 2001.*

The increase in Grade R enrolments signifies that the GER at "official" Grade R sites has increased from 15% in 1999 to 49% in 2007 (see Table 1). As this figure excludes Grade R learners who are enrolled at stand-alone and less formal ECD sites, the real GER could be much higher.

### 4.2 Participation in ECD by age: 5-year-olds

An alternative way of measuring whether children have access to ECD programmes is to assess the attendance of 5-year-olds at educational institutions. This measure takes into account children participating in ECD programmes at schools, as well as in stand-alone and less formal ECD programmes.

According to the GHS (Statistics South Africa, 2006: xii), the number of 5-year-olds having access to ECD programmes increased by 65 percentage points in a space of five years from 387 000 in 2002 to 636 903 in 2006. These figures include the participation of 5-year-olds in both school-based, as well as non-school-based education programmes.

The proportion of the 5-year-old population who attend educational institutions increased by a substantial 22 percentage points from 40% in 2002 to 62% in 2006

(see Table 2). This growth in the participation rate in education programmes by 5-year-olds is undoubtedly the result of government's prioritisation of this group for access to the Reception-Year Programme.

**Table 2: Proportion of 5-year-olds who attended an educational institution: 2002 to 2006**

| | 2002 | 2003 | 2004 | 2005 | 2006 |
|---|---|---|---|---|---|
| Attending Female | 193 519 | 221 951 | 244 558 | 291 555 | 295 754 |
| Attending Total | 387 000 | 474 864 | 485 269 | 587 750 | 636 903 |
| Population | 968 295 | 962 158 | 903 924 | 985 491 | 1 026 226 |
| % of 5-year-olds attending educational institutions | 40.0 | 49.4 | 53.7 | 59.6 | 62.1 |
| Gender Parity Index (GPI) | 1.00 | 0.88 | 1.02 | 0.98 | 0.87 |

*Source: Statistics South Africa, 2002-2006: General Household Survey*

In 2002, 2004 and 2005, there were as many 5-year-old females as there were males who had access to ECD programmes, suggesting that gender parity[3] had been achieved (see Table 2). In 2003 and 2006, however, there were fewer female than male children in the age 5 category, who were attending educational institutions.

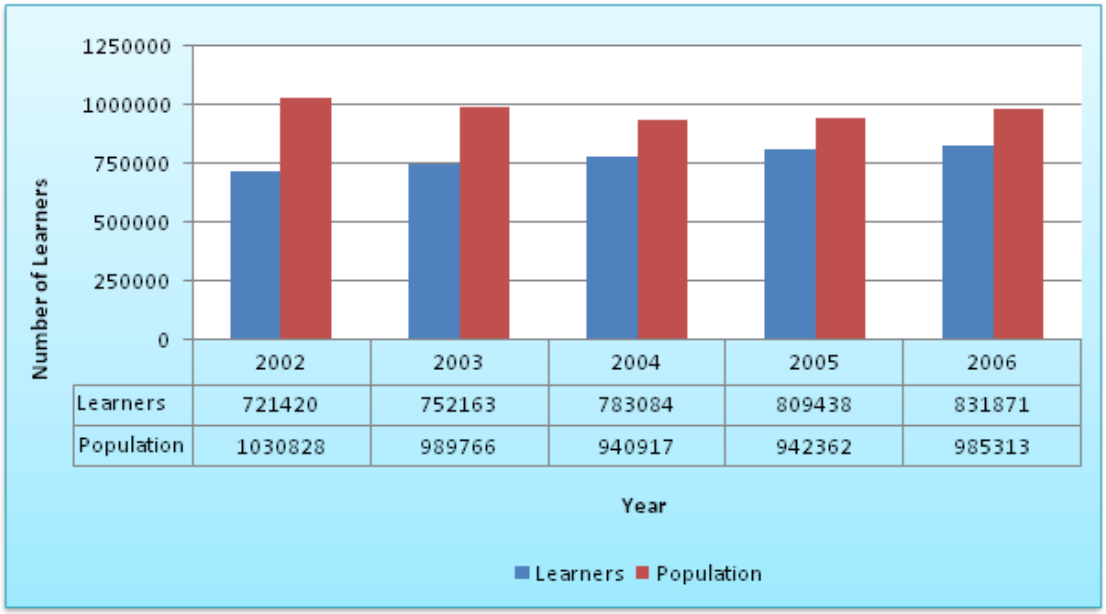
Wherever appropriate, a comparison according to gender pertaining to a given indicator can be made by using the gender parity index (GPI). A GPI of between 0.97 and 1.03 indicates that, proportionally, there are as many females as there are males (UNESCO, 2004), and therefore that parity has been achieved.

### 4.3 Participation in education by age: 6-year-olds

Compared to the 5-year-old group, 6-year-old children dominated access to education between 2002 and 2006 (see Figure 1). The participation rate of this age group increased from 70% in 2002 to 84% in 2006 (Table 3). This means that, in 2006, some 84% of 6-year-old children attended an educational institution of one kind or another. The review of the Admissions Policy of 1998 that took place in 2000, accounted for the increase in the participation levels of 6-year-olds, particularly at Grade R and/or Grade 1 Levels.

[3] Gender parity refers to the ratio of female to male values of a specified indicator. Source: UNESCO, 2004, 93.

**Figure 1: Number of learners, aged 6, who have access to an educational institution, compared to the appropriate age group in the population: 2002 to 2006**




*Source: Statistics South Africa, 2002-2006: General Household Survey.*

The analysis presented in Table 3 indicates that there were more 6-year-old male learners participating in ECD programmes than their female counterparts during 2002, 2005 and 2006, while more female learners than male learners were recorded in 2003. Gender parity in this age group was therefore only achieved in 2003 and 2004. The gender parity variations could be due to inconsistent age-level population estimates, since the GHS sampled only 30 000 households for data collection purposes.

**Table 3: Proportion of 6-year-olds who attended an educational institution: 2002 to 2006**

| | 2002 | 2003 | 2004 | 2005 | 2006 |
|---|---|---|---|---|---|
| Attending Female | 335 173 | 385 642 | 392 200 | 354 990 | 401 656 |
| Attending Total | 721 421 | 752 163 | 783 084 | 809 438 | 831 871 |
| Population | 1 030 828 | 989 766 | 940 917 | 942 362 | 985 313 |
| ASER | 70.0 | 76.0 | 83.2 | 85.9 | 84.4 |
| GPI | 0.87 | 1.05 | 1.00 | 0.78 | 0.93 |

Source: Statistics South Africa, 2002-2006, General Household Survey.

### 4.4 Expansion of Grade R

It is evident from the above tables that the goal of expanding and improving access to ECD programmes has reflected dramatic and encouraging progress. As Table 1 indicates, the increase in the number of children participating in **school-based** Grade R programmes since 1999 has been phenomenal, with the GER increasing from 15% in 1999 to almost 49% in 2007.

This growth pattern is set to continue. The DoE plans to build 1 300 Grade R facilities in public schools over the next three years, at a cost of R550 000 per classroom. The proposed budget for this exercise is estimated at R850 million (DoE, 2008b). The combination of the provision of public, private and subsidised Grade R programmes will, no doubt, ensure that almost all 5-to-6-year-olds will have access to Grade R programmes by 2010.

## 5 ACCESS TO PRIMARY EDUCATION

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

In the South African context, primary education spans Grades 1 to 7, and provides educational opportunities for children aged seven to 13 years. Children in this age range are therefore regarded as being of the appropriate official age to be part of the primary level of education. However, education legislation permits 6-year-olds to enrol for Grade 1. Given the fact that children in this group are enrolled for grades beyond Grade 7, in the South African context, it is more applicable to measure access to primary schooling by using the ASER. This indicator provides information on the presence of 7-to-13-year-olds in educational institutions.

### 5.1 Participation of learners in primary education by age: 7-to-13-year-olds

According to the GHS, 98% of 7-to-13-year-olds had access to education in 2006 (see Table 4). This figure reflects a marginal increase of just over 1% since 2002. These findings indicate that the South African schooling system has made remarkable progress in ensuring that the majority of children of official primary school-going age have access to education. There is concern, however, that the goal of achieving universal primary education for all has yet to be achieved.

**Table 4: Participation of 7-to-13-year-olds in educational institutions by gender: 2002 to 2006**

| | 2002 | 2003 | 2004 | 2005 | 2006 |
|---|---|---|---|---|---|
| Male | 96.41 | 96.92 | 97.93 | 98.06 | 97.92 |
| Female | 97.05 | 97.87 | 98.53 | 98.37 | 98.42 |
| Total | 96.72 | 97.36 | 98.21 | 98.21 | 98.16 |
| **GPI** | **1.01** | **1.01** | **1.01** | **1.00** | **1.01** |

*Source: Statistics South Africa, 2002-2006: General Household Survey.*

From the figures provided in Table 4, it is evident that there was equitable access to education for both female and male learners, aged 7 to 13 years, throughout the period under review, as the GPI remained around 1.01.

## 5.2 Participation of learners in compulsory basic education by age: 7-to-15-year-olds

It was highlighted in the previous paragraphs that ages 7 to 15 constitute the official appropriate age for compulsory basic education. According to the GHS (2006), the South African education system has successfully made education accessible to a very high proportion of the 7-to-15-year-old population between 2002 and 2006. Some 96.3% of this population group attended educational institutions in 2002, and the participation rate increased to 97.7% in 2006 (see Table 5).

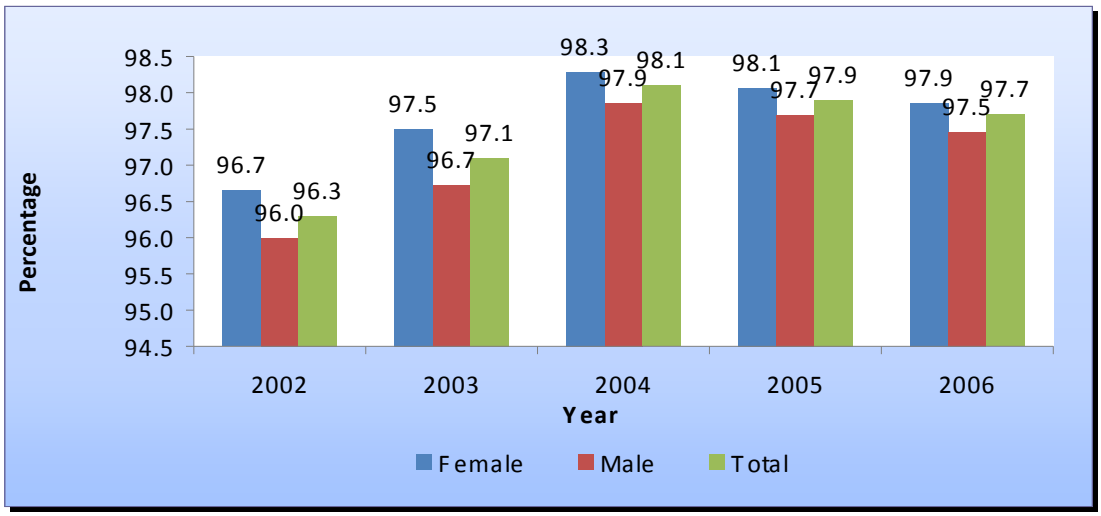
**Table 5: Participation in education by the compulsory school-going age population (7-to-15-year-olds): 2002 to 2006**

| | | 2002 | 2003 | 2004 | 2005 | 2006 |
|---|---|---|---|---|---|---|
| | **Gender** | | | | | |
| Attending | **Female** | 4 210 286 | 4 189 089 | 4 255 286 | 4 262 320 | 4 245 464 |
| | **Male** | 4 555 269 | 4 662 006 | 4 783 403 | 4 719 784 | 4 602 299 |
| Population | **Female** | 4 356 069 | 4 296 335 | 4 329 596 | 4 346 171 | 4 338 412 |
| | **Male** | 4 745 546 | 4 819 766 | 4 888 229 | 4 831 210 | 4 722 172 |
| ASER | % | 96.3 | 97.1 | 98.1 | 97.9 | 97.7 |
| **GPI** | | **0.92** | **0.90** | **0.89** | **0.90** | **0.92** |

*Source: Statistics South Africa, 2002-2006: General Household Survey.*

Table 5 indicates that the participation rate by 7-to-15-year-old females was lower than that of 7-to-15-year-old males. Consequently, gender parity was not achieved in this age group, as the GPI remained consistent between 0.90 and 0.92 from 2002 to 2006 (see Table 5).

**Figure 2: Participation of learners, aged 7 to 15, by age and gender: 2002 to 2006**



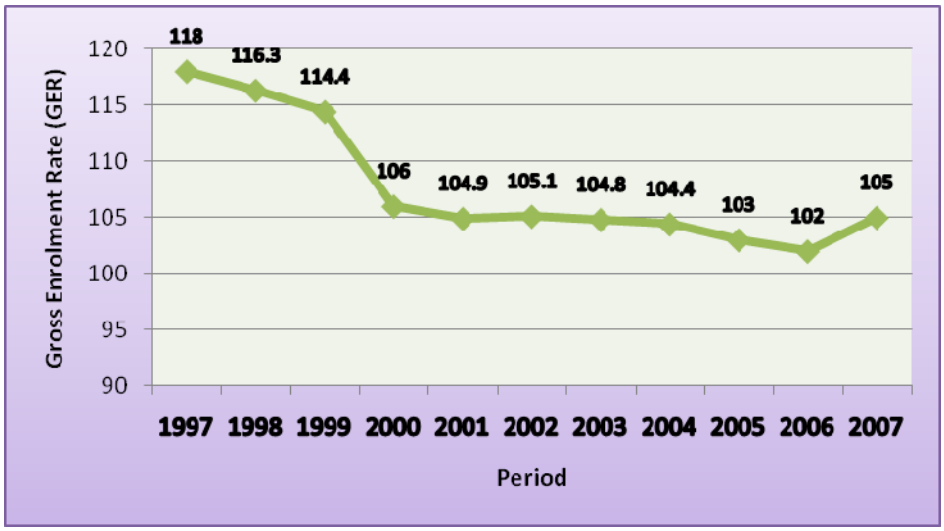

*Source: Statistics South Africa, 2002-2006: General Household Survey.*

## 5.3 Participation of learners at primary education level (Gross Enrolment Ratio)

Another indicator commonly used internationally to measure access to education is the GER. This indicator measures the number of children at the primary level of education as a proportion of the age-appropriate population which, in the case of South Africa, are the 7-to-13-year-olds. One advantage of using this indicator is that it is able to point out over-age and under-age enrolments in schools.

Figure 3 indicates that access to primary schooling (Grades 1 to 7), is very extensive and has been for many years, with GERs of over 100% in the primary schooling system. GERs over 100% may be attributed to the inclusion of learners who are not of the appropriate age, which could be largely the result of repetition.

**Figure 3: Participation rate at primary school level between 1997 and 2007**




*Source: Calculated from DoE: Ordinary Snap Survey: 1997; 1997 to 2007.*

In 1997, the GER for primary schooling was 118%. The introduction of regulations, which stipulated age-grade norms for all levels in the schooling system, resulted in an improvement in through-put rates, as well as in the normalisation of the system. This, in turn, resulted in a steady decline in the GER, from a high of 118% in 1997 to 105% in 2007 (see Figure 3). All of this most probably represented a decrease in repetition from extremely high levels in the mid-1990s, to more reasonable levels. Furthermore, the steady decline in the GER over this period is indicative of the fact that the implementation of the Admissions Policy in 2000 was effective in normalising the system.

In comparing South Africa's primary level GER with those of some selected countries, it is evident that over-enrolment in primary schools, of children who are older and younger than the appropriate schooling age, is not uncommon. In fact, South Africa's lower GER indicates that it has smaller inappropriately-aged over-enrolment than many of the other countries reflected in Table 6.

**Table 6: Participation rate in primary schools in selected countries: 2003/2004**

| Countries | GER in primary schools |
|---|---|
| Argentina | 112 |
| Botswana | 105 |
| Brazil | 141 |
| Gabon | 130 |
| Jamaica | 95 |
| Lesotho | 131 |
| Namibia | 101 |
| Panama | 112 |
| Russian Federation | 123 |
| **South Africa** | **105** |
| Turkey | 93 |
| Uruguay | 109 |
| Venezuela | 105 |

*Source: UNESCO 2006.*
*Note: For some countries, the latest available information is for 2003 and for others it is 2004.*

## 6. ACCESS TO SECONDARY EDUCATION

According to the Age Admission Policy for Ordinary Public Schools (DoE, 1998), learners within the age group of 14 to 18 years are officially regarded as being of appropriate age to be accommodated at secondary education level.

### 6.1. Participation in educational institutions by age: 14-to-18-year-olds

According to data obtained from the GHS, participation in educational institutions by children aged 14 to 18, remained relatively constant around 88% from 2002 to 2006 (see Table 7). These figures therefore suggest that greater numbers of 14-to-18-year-olds have not entered educational institutions since 2002. However, they also indicate that there has not been a decline in the enrolment of children in this age group during this period. Nonetheless, it remains disconcerting that from 2002 to 2006, only 88% enrolled, and about 12% of children in this age group were not attending an educational institution.

Learner drop-out, branching out from schooling to FET colleges, as well as the fact that some learners complete their schooling earlier than the specified age,

may account for the estimated 12% who were not attending an educational institution.

**Table 7: Proportion of children in the population, aged 14 to 18, enrolled in educational institutions: 2002 to 2006**

| | 2002 | 2003 | 2004 | 2005 | 2006 |
|---|---|---|---|---|---|
| **14-18-year-old females** | 85.9 | 86.5 | 87.2 | 86.6 | 87.1 |
| **14-18-year-old males** | 89.3 | 89.5 | 89.9 | 90.0 | 88.9 |
| **Total** | 87.7 | 88.1 | 88.6 | 88.4 | 88.1 |

*Source: Statistics South Africa, 2002-2006: General Household Survey.*

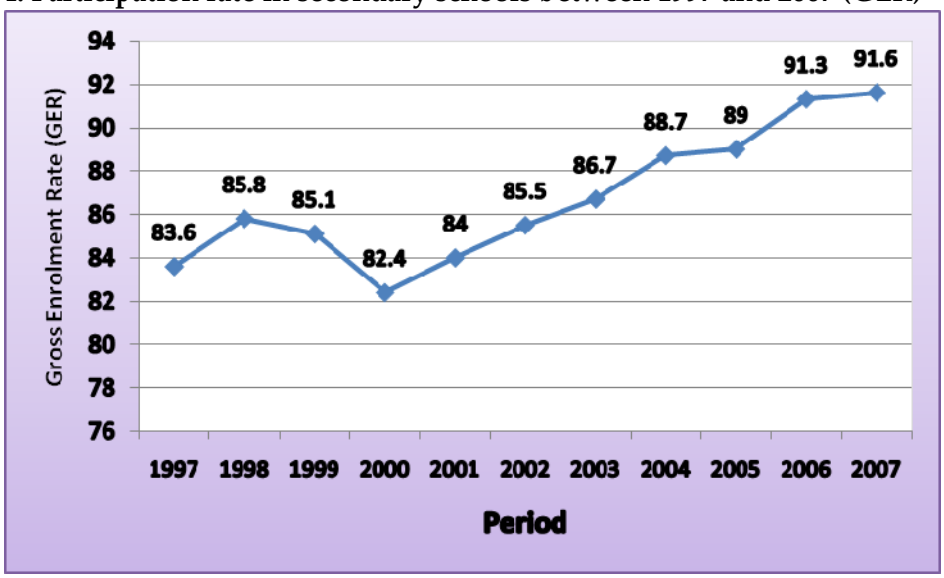
## 6.2. Participation in secondary education (Gross Enrolment Ratio)

As mentioned earlier, the GER is a commonly used international indicator that provides a way of measuring access to education. In this instance, the GER for the secondary level of education measures the number of children enrolled in Grades 8 to 12 as a proportion of the appropriately-aged population.

Overall participation in secondary education, both in public and private institutions, increased significantly from 84% in 1997 to 92% in 2007 (see Figure 4). A marked increase in the participation rate was recorded, especially between 2000 and 2004, after which it has progressed relatively slowly from 89% in 2005 to 92% in 2007.

This data represents enrolments in ordinary secondary schools, but ignores enrolments of students who are finishing a Grade 12-equivalent education in FET colleges, which is an option that expanded considerably in the late 1990s and early 2000s.

**Figure 4: Participation rate in secondary schools between 1997 and 2007 (GER)**




*Source: DoE, 1997 to 2007: SNAP Surveys.*

South Africa ranked fourth in learner participation in secondary education amongst the 12 selected comparable countries during 2003/2004. Furthermore, overall secondary school participation in South Africa is very high compared to overall secondary school participation in other African countries, which range from 36% in Lesotho to 75% in Botswana (see Table 8).

**Table 8: Participation rate in secondary schools in selected countries: 2003/2004**

| Countries | Gross Enrolment Rate (GER) |
|---|---|
| Argentina | 86 |
| Botswana | 75 |
| Brazil | 102 |
| Gabon | 50 |
| Jamaica | 88 |
| Lesotho | 36 |
| Namibia | 58 |
| Panama | 70 |
| Russian Federation | 93 |
| **South Africa** | **90** |
| Turkey | 79 |
| Uruguay | 108 |
| Venezuela | 72 |

*Source: UNESCO 2006.*

## 7. GENDER PARITY INDEX (GPI)

### 7.1. Ratio of female learners to male learners in primary and secondary schools

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

Table 9 indicates the ratio of female learners to male learners enrolled at the primary and secondary levels of education. Gender parity is considered to have been attained when the GPI lies between 0.97 and 1.03. The GPI for total school enrolment (Grade 1 to Grade 12) indicates that gender parity has been achieved. The 2007 GPI for secondary education reflects a disparity in favour of female learners while, for primary education, the picture is reversed, with more male learners attending primary schools than female learners. The trend across the years may indicate that, relative to the appropriate schooling-age population, more male than female learners in the school system repeat some of the lower grades.

**Table 9: Primary and secondary GPI as calculated from overall participation of learners in education: 1997 to 2007**

| | 1997 | 1998 | 1999 | 2000 | 2001 | 2002 | 2003 | 2004 | 2005 | 2006 | 2007 |
|---|---|---|---|---|---|---|---|---|---|---|---|
| Primary GER of female learners | 116.50 | 114.6 | 112.7 | 103.2 | 102.8 | 103.0 | 102.6 | 102.0 | 101.0 | 106.5 | 101.6 |
| Primary GER of male learners | 119.80 | 117.9 | 116.3 | 108.9 | 107.1 | 107.1 | 107.0 | 106.8 | 105.0 | 101.4 | 105.2 |
| Primary GPI | 0.972 | 0.973 | 0.969 | 0.948 | 0.960 | 0.962 | 0.959 | 0.955 | 0.962 | 0.960 | 0.966 |
| Secondary GER of female learners | 89.80 | 91.6 | 90.6 | 87.4 | 88.7 | 89.7 | 90.6 | 92.8 | 92.0 | 97.6 | 93.3 |
| Secondary GER of male learners | 77.30 | 80.0 | 79.6 | 77.5 | 79.3 | 81.3 | 82.8 | 84.6 | 85.0 | 80.8 | 88.2 |
| Secondary GPI | 1.162 | 1.146 | 1.139 | 1.127 | 1.119 | 1.103 | 1.094 | 1.097 | 1.082 | 1.090 | 1.058 |
| Overall GER of female learners | 105.60 | 105.2 | 103.7 | 96.8 | 97.1 | 97.6 | 97.8 | 98.3 | 97.0 | 94.0 | 98.5 |
| Overall GER of male learners | 102.51 | 102.39 | 101.31 | 96.16 | 95.84 | 96.71 | 97.28 | 97.81 | 97.00 | 93.00 | 97.85 |
| **Overall GPI** | **1.030** | **1.027** | **1.023** | **1.006** | **1.013** | **1.009** | **1.005** | **1.004** | **1.000** | **1.010** | **1.006** |

*Source: Education statistics in South Africa at a Glance (2006), published in February 2008, with data originally sourced from 2001 to 2006 SNAP Surveys (conducted on the 10th school day), and School Realities publications: 2005 to 2007.*

### 7.2. Grade 12 pass rate by gender

Table 10 compares the number of learners, passing the Grade 12 Senior Certificate Examination (SCE), by gender from 2002 to 2006. The table indicates that the number of female learners passing Grade 12 is higher than their male counterparts.

In 2006, more than 187 000 female learners passed the Grade 12 examinations, while 164 065 male learners passed. This trend was consistent across all provinces from 2002 to 2006.

This phenomenon confirms the GPI for secondary schools, which indicates that there are more female learners than male learners in secondary schools.

The fascinating element about higher female enrolment in Grade 12 is the fact that it is complemented by the high pass rate.

**Table 10: Senior Certificate Examination results by province and gender: 2002 to 2006**

| | Gender | Total Number of Learners Passed | | | | |
|---|---|---|---|---|---|---|
| | | 2002 | 2003 | 2004 | 2005 | 2006 |
| Eastern Cape | Female | 18 260 | 20 581 | 18 647 | 21 949 | 22 656 |
| | Male | 15 026 | 16 887 | 15 268 | 17 648 | 18 612 |
| | Total | 33 286 | 37 468 | 33 915 | 39 597 | 41 268 |
| Free State | Female | 8 895 | 9 559 | 9 964 | 10 365 | 11 034 |
| | Male | 8 882 | 9 357 | 9 495 | 9 990 | 10 548 |
| | Total | 17 777 | 18 916 | 19 459 | 20 355 | 21 582 |
| Gauteng | Female | 27 668 | 29 932 | 30 039 | 31 031 | 31 215 |
| | Male | 23 273 | 25 689 | 24 769 | 26 042 | 26 140 |
| | Total | 50 941 | 55 621 | 54 808 | 57 073 | 57 355 |
| KwaZulu-Natal | Female | 36 488 | 40 017 | 43 036 | 44 859 | 43 779 |
| | Male | 32 485 | 35 060 | 38 794 | 39 983 | 38 681 |
| | Total | 68 973 | 75 077 | 81 830 | 84 842 | 82 460 |
| Limpopo | Female | 25 538 | 24 906 | 28 451 | 30 745 | 30 087 |
| | Male | 24 106 | 23 313 | 26 446 | 29 342 | 28 763 |
| | Total | 49 644 | 48 219 | 54 897 | 60 087 | 58 850 |
| Mpumalanga | Female | 11 642 | 11 714 | 11 833 | 11 812 | 13 372 |
| | Male | 10 580 | 10 986 | 11 080 | 10 925 | 12 107 |
| | Total | 22 222 | 22 700 | 22 913 | 22 737 | 25 479 |
| North West | Female | 13 142 | 13 051 | 12 777 | 12 623 | 13 671 |
| | Male | 11 495 | 12 004 | 11 444 | 11 125 | 11 769 |
| | Total | 24 637 | 25 055 | 24 221 | 23 748 | 25 440 |
| Northern Cape | Female | 2 815 | 2 990 | 2 905 | 3 253 | 2 954 |
| | Male | 2 494 | 2 677 | 2 704 | 2 919 | 2 799 |
| | Total | 5 309 | 5 667 | 5 609 | 6 172 | 5 753 |
| Western Cape | Female | 18 037 | 18 615 | 18 285 | 18 220 | 18 670 |
| | Male | 14 948 | 15 154 | 14 780 | 14 353 | 14 646 |
| | Total | 32 985 | 33 769 | 33 065 | 32 573 | 33 316 |
| **National** | **Female** | **162 485** | **171 365** | **175 937** | **184 857** | **187 438** |
| | **Male** | **143 289** | **151 127** | **154 780** | **162 327** | **164 065** |
| | **Total** | **305 774** | **322 492** | **330 717** | **347 184** | **351 503** |

*Source: DoE, 2006a.*

## 7.3. Grade 12 pass rate in Mathematics by gender

Table 11 compares the performance of Grade 12 female and male learners in Mathematics between 2001 and 2006. Although male learners consistently outperformed female learners during this period, the data reveals a steady improvement in Mathematics amongst female learners over time. By 2006, a total

of 57% of male learners succeeded in passing Grade 12 Mathematics, compared to 47% of female learners.

**Table 11: Senior Certificate Examination results for Mathematics by gender: 2001 to 2006**

| | | Male | Female | Total |
|---|---|---|---|---|
| 2001 | Number | 62 903 | 60 246 | 123 149 |
| | % | 51.4 | 42.6 | 46.7 |
| 2002 | Number | 74 840 | 71 606 | 146 446 |
| | % | 60.9 | 51.9 | 56.1 |
| 2003 | Number | 77 970 | 73 935 | 151 905 |
| | % | 64.1 | 54.1 | 58.8 |
| 2004 | Number | 81 184 | 75 611 | 156 795 |
| | % | 62.2 | 51.9 | 56.8 |
| 2005 | Number | 87 130 | 81 871 | 169 001 |
| | % | 61.1 | 51 | 55.7 |
| 2006 | Number | 85 203 | 80 662 | 165 865 |
| | % | 57.4 | 47.7 | 52.2 |

*Source: DoE, Education Statistics in South Africa, 2006a.*

## 8. INCLUSIVE EDUCATION/SPECIAL NEEDS EDUCATION

White Paper 6 on Special Needs Education (DoE 2001b) defines learners with special education needs as not only those suffering from physical, mental or neurological impairment, but also those experiencing learning difficulties due to socio-economic deprivation. The policy envisages an inclusive education and training system, providing support, within public ordinary schools, to learners with mild to moderate disabilities.

In parallel with this system there are "full-service schools" – some 500 converted primary schools – that are being phased in over time. These schools serve the dual purpose of catering for those with severe disabilities, while also acting as a resource for teachers and schools in the area. Professional support staff, who are to assist learners with special needs, are appointed to the district and then deployed from there, rather than being appointed to a specific school.

There are currently about 88 000 learners in approximately 400 special schools. This amounts to approximately 0.64% of the learner population, ranging from 0.28% in Limpopo and Mpumalanga to 1.65% in Gauteng. However, funding for

inclusive education has been improved considerably over recent years, from R1.8 billion in 2004/2005 to R2.2 billion in 2007/2008 (DoE, 2008a).

## 9. FREE EDUCATION

Goal 1 of EFA calls for governments to provide access to free and compulsory primary education. However, while education legislation in South Africa provides for compulsory education, this is by no means free for all children and government has explained why this is not the case.

One argument is that parents who can afford to pay school fees should do so and that this private funding could, in turn, release more money for public education. A second argument is that if government were to prevent parents from paying school fees, this would result in a lowering of the quality of education currently enjoyed by learners. The reasoning behind this is that schools would then no longer be in a position to employ additional teachers or, in the case of those schools with a superior infrastructure, they may be unable to maintain this infrastructure adequately. A third argument is that the lowering of the quality of education in public schools, resulting from them not charging school fees, would result in a flight by the middle class to the independent school sector which, in turn, would result in higher levels of race and class inequity in the education system and in society in general.

Government is well aware of the dilemma it faces regarding its commitment to providing free education for all. It has attempted to deal with this problem via two policy interventions, namely the policy on fee exemptions (where learners are either partially or fully exempted from paying school fees, based on their family income), and the establishment of no-fee schools. These policy interventions are being recognised as being far from ideal, both from a policy and an implementation perspective. However, these interventions have assisted in ameliorating the payment of fees by the poor.

In 2007, government adopted the policy of no-fee schools. The aim of this policy is to give effect to the constitutional imperative of the right to basic education. It is a policy and budgetary response to the need to make education truly inclusive by removing fees as a barrier. To implement the no-fee schools policy, schools are ranked according to five categories (each quintile representing 20%), and the schools in the lowest 40% are deemed poor and they may allow learners to enrol without paying school fees. In return, government funds the schools' expenses, which used to be funded from school fees. Table 12 indicates that 55% of public

schools, catering for 42% of learners, are classified as no-fee schools. An adequacy benchmark of R554 per learner is the minimum allocation that has to be made to no-fee schools by provincial departments, while they are actually encouraged to allocate the target amount of R738 per learner, where possible.

**Table 12: Number of no-fee schools, learners and budget allocations in provinces for 2007**

| Province | Number of learners in no-fee schools in 2007 | % of learners exempted from school fees | Number of no-fee schools in 2007 | % of schools not charging fees | Per learner allocation: Quintile 1 in Rand | Per learner allocation: Quintile 2 in Rand | Total spent in Rand |
|---|---|---|---|---|---|---|---|
| Eastern Cape | 1 224 711 | 57.3 | 3 825 | 64.5 | 554 | 554 | 678 489 894 |
| Free State | 298 184 | 44.5 | 1 304 | 74.4 | 721 | 596 | 202 761 036 |
| Gauteng | 377 274 | 23.3 | 432 | 23.0 | 738 | 738 | 278 459 791 |
| KwaZulu-Natal | 1 173 503 | 44.1 | 3 341 | 59.1 | 629 | 560 | 703 603 993 |
| Limpopo | 1 015 524 | 53.4 | 2 557 | 60.3 | 579 | 579 | 587 988 396 |
| Mpumalanga | 404 431 | 43.8 | 983 | 56.2 | 829 | 648 | 72 063 027 |
| Northern Cape | 102 244 | 49.1 | 335 | 79.6 | 557 | 555 | 56 877 416 |
| North West | 267 042 | 29.9 | 728 | 34.4 | 658 | 658 | 349 193 936 |
| Western Cape | 132 560 | 14.0 | 407 | 28.0 | 738 | 677 | 93 360 786 |
| **TOTAL:** | **4 995 473** | **41.8** | **13 912** | **55.2** | **667** | **618** | **3 022 798 275** |

*Source: Lists of no-fee schools in provinces as gazetted on 1 December 2006; updated for Gauteng.*

The Department of Education is committed to increasing the proportion of learners in no-fee schools from 40% to 60% over the next medium-term budget cycle. This implies that learners in Quintile 3 schools will, in the medium term, not be paying school fees. The Department has also succeeded in securing funding in the medium term, so as to compensate schools that provide fee exemptions for learners who cannot afford to pay school fees. This funding will compensate schools for 10% of poor learners in fee-paying Quintile 4 and 5 schools (DoE, 2008b).

## 10. FURTHER EDUCATION AND TRAINING (FET)

*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*

The EFA goal of ensuring that young people and adults have access to appropriate learning and Life Skills Programmes is being addressed via the work being done by numerous government departments. For instance, the Department of Labour has, via the Sector Education Training Authorities (SETAs), trained millions of young people and adults in a wide range of skills over the years. (The SETAs are being funded by millions of Rands, obtained via Skills Development Levies.) Government has recognised, however, that far more needs to be done to improve the work done by SETAs and to provide the necessary skills required by the economy.

The Department of Education is playing its part in meeting EFA Goal 3 – mainly owing to its FET college system. Table 13 indicates the total enrolment of learners in, as well as the number of educators employed by public FET colleges in 2005 and 2006. There has been a slight decrease in student enrolment between 2005 and 2006 – from about 378 000 in 2005 to 361 000 in 2006. However, the number of educators employed by public FET colleges has increased by almost 600, which is a positive sign of improvement in the quality of education in FET colleges.

**Table 13: Number of learners, educators and institutions in public FET colleges by province: 2005 to 2006**

| Year | 2005 | | | 2006 | | |
|---|---|---|---|---|---|---|
| **Province** | **Learners** | **Educators** | **Institutions** | **Learners** | **Educators** | **Institutions** |
| Eastern Cape | 24 500 | 726 | 8 | 30 129 | 890 | 8 |
| Free State | 21 315 | 524 | 4 | 14 661 | 510 | 3 |
| Gauteng | 123 216 | 1 866 | 8 | 130 388 | 1 752 | 9 |
| KwaZulu-Natal | 65 073 | 1 095 | 9 | 65 073 | 1 095 | 9 |
| Limpopo | 37 071 | 555 | 7 | 22 908 | 619 | 7 |
| Mpumalanga | 24 067 | 265 | 3 | 33 778 | 685 | 3 |
| North West | 28 240 | 379 | 3 | 17 743 | 397 | 3 |
| Northern Cape | 4 917 | 168 | 2 | 8 959 | 141 | 2 |
| Western Cape | 49 185 | 329 | 6 | 37 547 | 1 007 | 6 |
| **National** | **377 584** | **6 407** | **50** | **361 186** | **7 096** | **50** |

*Source: DoE, 2006a. Education in South Africa at a glance.*

The demand in the country for skilled labour increased considerably, mainly as a result of sustained economic growth and the need to compete in the global economy. Government's objective of accelerating and sustaining economic growth of 6% or higher necessitated increased investment in FET colleges.

A massive recapitalisation programme for FET colleges was introduced in 2005/2006, with an injection of R50 million for the development of project plans. Further amounts of R470 million, R595 million and R795 million were allocated for the actual refurbishment and upgrading of facilities over the Medium-Term Expenditure Framework (MTEF) period.

As part of this initiative, 11 new curriculum programmes, developed in collaboration with business and labour, were introduced to ensure that the sector is responsive to the general needs of industry and the overarching goals of the Accelerated and Shared Growth Initiative for South Africa (AsgiSA).

These include programmes in the fields of engineering, business, tourism and hospitality, information technology and agriculture. These programmes are further supported by a bursary scheme.

Table 14 reflects learner intake for the different technical training areas per province in 2007.

**Table 14: Learners enrolled in new curriculum programmes at FET colleges: 2007**

| | Actual FET College Enrolment | | | | | | |
|---|---|---|---|---|---|---|---|
| | | Engineering | Business | Tourism Hospitality | Information Technology | Agriculture | Total |
| **Eastern Cape** | Number | 1 322 | 1 032 | 229 | 191 | 27 | 2 801 |
| | National % | 10.6 | 13.0 | 11.6 | 9.5 | 6.4 | 11.3 |
| **Free State** | Number | 612 | 599 | 146 | 118 | 61 | 1 536 |
| | National % | 4.9 | 7.5 | 7.4 | 5.8 | 14.4 | 6.2 |
| **Gauteng** | Number | 3 315 | 2 280 | 542 | 537 | 0 | 6 674 |
| | National % | 26.5 | 28.6 | 27.5 | 26.6 | 0.0 | 26.8 |
| **KwaZulu-Natal** | Number | 1 723 | 819 | 280 | 373 | 0 | 3 195 |
| | National % | 13.8 | 10.3 | 14.2 | 18.5 | 41.0 | 13.5 |
| **Limpopo** | Number | 1 923 | 826 | 251 | 225 | 174 | 3 399 |
| | National % | 1.4 | 10.4 | 12.7 | 11.1 | 22.4 | 13.3 |
| **Mpumalanga** | Number | 1 186 | 514 | 31 | 124 | 95 | 1 950 |
| | National % | 9.5 | 6.5 | 1.6 | 6.1 | 10.8 | 7.6 |
| **Northern Cape** | Number | 596 | 590 | 75 | 105 | 46 | 1 412 |
| | National % | 4.8 | 7.4 | 3.8 | 5.2 | 0.0 | 5.5 |
| **North West** | Number | 267 | 273 | 39 | 129 | 0 | 708 |
| | National % | 2.1 | 3.4 | 2.0 | 6.4 | 0.0 | 2.8 |
| Western Cape | Number | 1 569 | 1 034 | 379 | 219 | 21 | 3 222 |
| | National % | 12.5 | 13.0 | 19.2 | 10.8 | 5.0 | 12.9 |
| **Total Enrolment** | | **12 513** | **7 967** | **1 972** | **2 021** | **424** | **24 897** |

*Source: DoE, 2007a. Education/Treasury sector overview.*

Approximately 50% of FET enrolments are in the engineering field, an area in which South Africa is currently experiencing an acute shortage of skills. However, it is reason for concern that fewer students are enrolling in the fields of agriculture and tourism in provinces like the Eastern Cape and Mpumalanga, where these sectors have the greatest growth potential. The full impact of the recapitalisation of the FET college sector could only be assessed at the end of 2008, when the first group of students graduated with a National Curriculum Statement (NCS) vocational qualification.

### 10.1. Further Education and Training (FET) Bursary Scheme

In order to make a significant contribution to the country's growth targets, the state-funded National Student Financial Aid Scheme (NSFAS) was extended to cover students at FET colleges as well. The national Treasury set aside R600 million over three years for the Department of Education's FET College Bursary Scheme, in order to improve access to FET, and FET colleges are administering the bursaries. In 2007, more than 12 500 students, registered at National

Certificate Vocational (NC(V)) Level 2, were awarded bursaries. They represented almost 50% of students registered for NC(V) programmes at FET colleges in 2007. For example, more than 1 500 out of 3 222 NC(V) students in the Western Cape received bursaries. These non-repayable bursaries, which are to be awarded over the next three years, will assist South Africa in developing the crucial skills currently required by the country's growing economy.

## 11. LITERACY RATE

### 11.1 Introduction

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

Measuring adult literacy[4] is a difficult, complex and expensive exercise. This is a world-wide problem. Generally speaking, there are two ways in which literacy may be conceptualised, namely total illiteracy and functional illiteracy. A proxy measure for total illiteracy is when a person has no formal education, while a proxy measure for functional literacy is the attainment of a Grade 7 level of education. These are common proxy measures, which are used internationally. This report relies on data provided by Statistics South Africa's General Household Surveys for assessing literacy rates.

### 11.2 Adult literacy

In 2006, some 10.5% of the adult population was totally illiterate (i.e. had received no education at all) and 14.6% of the adult population was, to varying degrees, functionally illiterate, as they had dropped out of school before completing Grade 7. This translates into to 6.8 million adults who were either totally or functionally illiterate in 2006 (see Table 15).

Literacy rates amongst adults, aged 20 and older, are substantially lower than those for the 15-to-24-year age group. This indicates that younger people had better access to basic education than did their older counterparts.

[4] Formula used for calculating adult literacy: All adults 20 years and older, who completed Grade 7, divided by total the population of adults 20 years and older.

South Africa's adult literacy rate is substantially higher than the average rate for sub-Saharan countries (59.7%), but slightly lower than the average rate for other developing countries (76.4%).

**Table 15: Number and percentage of the population, aged 20 and older, by level of education, (from General Household Surveys): 1995 to 2006**

| | | No schooling | Some primary schooling | Grade 7 completed 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 |

*Sources: Central Statistical Services (undated); Statistics South Africa, 1999, 2000a, 2000b, 2003b, 2004b, 2005, 2006.*
*Note: Excludes unspecified or 'other' educational levels*

The DoE is committed to the development and implementation of a mass literacy strategy to expand the provision of basic literacy programmes for adults, out-of-school youths, vulnerable children and females. The recent strategy in this regard, adopted by the Department, is discussed below.

### 11.3 Gender parity in literacy

A far higher proportion of adult men (20 years and older), compared to women, are literate. South Africa therefore has not achieved gender parity in terms of literacy amongst adults. According to figures provided by the GHS, in 2005, some 72.1% of women were functionally literate compared to 76.6% of men, resulting in a GPI of 0.94. The greatest disparity between men and women, however, is to be found amongst those who are totally illiterate. While only 8.3%

of men are totally illiterate, 12.3% of women are illiterate – reflecting a very high gender disparity of 1.49.

### 11.4 Initiatives to improve literacy rates

In 2000, the DoE launched the South African National Literacy Initiative (SANLI). SANLI's main priority was to "break the back" of illiteracy in five years (Ministerial Committee on Literacy, 2006: 19). This initiative was to target an estimated 3.3 million illiterate adults during the five-year period.

Government adopted a plan for a mass literacy campaign for South Africa, the *Kha Ri Gude Mass Literacy Campaign*, in May 2007, in response to the report of the Ministerial Committee on Literacy, which had been released in 2006. This a single integrated mass campaign, aimed at reaching illiterate people wherever they are. It is supported by a full range of government departments and initiatives, with all sectors participating, such as religious bodies, business organisations, traditional leaders and NGOs. The literacy campaign is linked to national and international policies and initiatives, including the Dakar EFA goals, the MDGs, AsgiSA, and the Joint Initiative on Priority Skills Acquisition (JIPSA), the Expanded Public Works Programme (EPWP) and the National Youth Service (NYS).

*Kha Ri Gude* is aimed at reducing illiteracy by at least 50% by 2015, in order to have UNESCO declare South Africa a territory free of illiteracy. The plan targets 4.7 million illiterate people over the period 2007 to 2012, with the peak of the initiative in 2008, 2009 and 2010. An initial amount of R850 million was allocated for funding the mass literacy campaign over the period 2007/2008 to 2009/2010. The campaign includes the training of master trainers, who were to provide basic literacy classes to 300 000 adults and youths in 2008 (DoE, 2007d).

## 12 ADULT BASIC EDUCATION AND TRAINING (ABET)

Adult Basic Education and Training (ABET) is enshrined as a right in the South African Constitution. The DoE is tasked with ensuring the development of measures and policy instruments to realise this right to adult basic education.

Since 1994, the democratically-elected government introduced various policies and structures in order to meet the challenges of adult illiteracy. In 1996, an ABET Directorate was established at the DoE. This Directorate is responsible for

the development of an ABET Policy Framework and for planning and mobilising resources in support of the large-scale provision of ABET. In 2000, the Adult Basic Education and Training Act 52 of 2000 was promulgated. This Act provided the basis for adult education and for the provision of training.

Funding norms for public adult learning centres were gazetted in 2007. These funding norms provide a different funding mechanism for public adult learning centres to that of schools. As a policy intervention, it allows for consistent and predictable funding, based on planning and the setting of targets at centre level. A certification process was established to assess and evaluate the capacity of centres to deliver programmes in accordance with an allocated budget.

Since the introduction of the Level 4 ABET examinations (the equivalent of Grade 9 in mainstream education) in 2001, some 8 152 adult learners have obtained the ABET qualification at NQF Level 1. Of these, 5 507 obtained the qualification in one sitting, while 2 645 adult learners obtained the qualification by acquiring credits as from 2001 to November 2006 (DoE, 2007:19). Advocacy initiatives, such as National Adult Learners Week and International Literacy Day in September, continue to be celebrated, recognising and honouring the achievements of adult learners and their educators.

Despite the various policy and legislative interventions, access to ABET programmes had been inadequate. Recognising this limitation, the Minister of Education appointed a Ministerial Committee to render advice on the revising of the adult education and training system. The Committee has already submitted a report on the restructuring of the system for consideration by the Minister.

The Directorate is also dealing with major challenges pertaining to the implementation of the NCS in the FET Band, and the implications for adult learners aspiring to the Senior Certificate. As a transitional measure, examinations, in accordance with Report 550 (the "old" curriculum) will continue until 2012. A new qualification will then be implemented for adults requiring access to the national Senior Certificate beyond 2012.

Table 16 indicates that a considerable number of adult learners had been attending ABET programmes. Nationally, more than 269 000 adult learners were attending ABET classes in 2005, while there was a slight decrease in adult learners in 2006, to 251 000. Regardless of the decline, the Department is actively engaged in encouraging adult learners to enrol in ABET institutions. Between 2005 and 2006, the number of educators in ABET institutions increased by more

than a thousand. This is an indication of the Department's commitment to ensuring access to quality education for adults.

**Table 16: Number of learners, educators and institutions in ABET programmes by province: 2005 to 2006**

| Year | 2005 | | | 2006 | | |
|---|---|---|---|---|---|---|
| **Province** | **Learners** | **Educators** | **Institutions** | **Learners** | **Educators** | **Institutions** |
| Eastern Cape | 45 783 | 4 610 | 307 | 45 354 | 4 080 | 299 |
| Free State | 25 658 | 1 592 | 209 | 22 098 | 1 225 | 208 |
| Gauteng | 61 311 | 2 876 | 53 | 62 917 | 3 391 | 50 |
| KwaZulu-Natal | 12 002 | 943 | 139 | 12 002 | 943 | 139 |
| Limpopo | 39 547 | 2 042 | 597 | 33 803 | 2 228 | 565 |
| Mpumalanga | 21 790 | 1 845 | 272 | 22 583 | 4 133 | 297 |
| North West | 29 100 | 1 395 | 182 | 16 183 | 767 | 140 |
| Northern Cape | 6 200 | 279 | 136 | 5 532 | 342 | 153 |
| Western Cape | 27 749 | 1 599 | 382 | 31 138 | 1 499 | 325 |
| **National** | **269 140** | **17 181** | **2 278** | **251 610** | **18 608** | **2 176** |

*Source: DoE, Education Statistics in South Africa, 2006.*

## 13 LEARNER ACHIEVEMENT AND OUTCOMES

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

Assessing the quality of education provided to learners is by no means a simple task. Many meaningful indicators of education of quality are difficult and expensive to employ on a large scale. This report has therefore adopted three measuring techniques, which are commonly used to provide some insight into the quality of education provided to learners, namely, the assessment of learning outcomes, the level of teacher qualifications and the learner: educator ratio.

The main measuring technique of learning achievement in South Africa is the national SCE, which takes place at the end of Grade 12. This examination, which is written at the end of a learner's school career, was historically the single mechanism for assessing the quality of the education system. Since 1995, however, South Africa has carried out a number of national learner achievement

assessments via its programme of systemic evaluation, and has participated in several international learner achievement studies. What follows is an overview of learner performance measured by these assessment programmes.

### 13.1 Systemic evaluation

This is a national learner assessment programme conducted by the DoE that focuses on Grades 3 and 6. Learners were assessed at Grade 3 level in literacy, numeracy and life skills in 2001. Grade 6 learners were assessed in language and Mathematics in 2004. The performance of learners in all these tests was extremely disappointing in all learning areas and shocked the country.

The results of the Grades 3 and 6 systemic evaluations are reflected in Table 17. Grade 3 learners achieved an average score of 68% in listening comprehension and 54% in life skills. The average score dropped to 39% for reading comprehension and to 30% for numeracy. The achievement rates of learners in the Grade 6 evaluation were even worse than those in Grade 3, with learners obtaining an average of 38% in language, 27% in Mathematics and 41% in Natural Sciences.

**Table 17: Average percentage scores attained in the Grade 3 and Grade 6 systemic evaluations**

| **Grade 3: 2001** | **Percentage** |
|---|---|
| Literacy | 54 |
| Listening comprehension | 68 |
| Reading comprehension | 39 |
| Numeracy | 30 |
| Life skills | 54 |
| **Grade 6: 2004** | **Percentage** |
| Language | 38 |
| Mathematics | 27 |
| Natural Sciences | 41 |

*Source: Department of Education, 2003c and 2005d.*

### 13.2 Monitoring Learning Achievement (MLA)

The Monitoring Learning Achievement (MLA) Project was conducted in several African countries in 1999 and measured the competencies of Grade 4 learners in numeracy, literacy and life skills.

South Africa's performance in all three areas indicated serious shortcomings and South Africa did not perform well when compared to the other participating countries. Of the 12 participating countries, South Africa scored the lowest average in numeracy, the fifth lowest in literacy and the third lowest in life skills (see Table 18).

**Table 18: MLA percentage average scores for numeracy, literacy and life skills: 1999**

| | Numeracy average | Literacy average | Life skills average |
|---|---|---|---|
| Botswana | 51.0 | 48.0 | 56.0 |
| Madagascar | 43.7 | 54.7 | 72.1 |
| Malawi | 43.0 | 35.0 | 77.0 |
| Mali | 43.6 | 51.8 | 56.9 |
| Mauritius | 58.5 | 61.0 | 58.0 |
| Morocco | 56.4 | 67.6 | 62.3 |
| Niger | 37.3 | 41.1 | 44.7 |
| Senegal | 39.7 | 48.9 | 45.7 |
| **South Africa** | **30.2** | **48.1** | **47.1** |
| Tunisia | 60.4 | 77.9 | 74.7 |
| Uganda | 49.3 | 58.7 | 66.8 |
| Zambia | 36.0 | 43.0 | 51.0 |

*Source: Strauss, 1999; Chinapah et al, 2000.*

## 13.3 Southern and Eastern Africa Consortium for Monitoring Educational Quality (SACMEQ)

The second Southern African Consortium for Monitoring Educational Quality (SACMEQ II) Project, which was conducted between 2000 and 2002, assessed the reading and Mathematics skills of Grade 6 learners in 14 countries in east and southern Africa, including South Africa.

Reported learner test scores in both reading and Mathematics were based on a scale with a pre-determined mean score of 500 and a standard deviation of 100 across all countries. South Africa's achievements in these areas were poor.

South Africa achieved just under the mean SACMEQ score in both reading and Mathematics, ranking eighth in reading and ninth in Mathematics (see Table 19).

**Table 19: Mean reading and Mathematics scores of all participating countries in the SACMEQ II project**

| | Reading | Mathematics |
|---|---|---|
| Botswana | 521.1 | 512.9 |
| Kenya | 546.5 | 563.3 |
| Lesotho | 451.2 | 447.2 |
| Malawi | 428.9 | 432.9 |
| Mauritius | 536.4 | 584.6 |
| Mozambique | 516.7 | 530.0 |
| Namibia | 448.8 | 430.9 |
| Seychelles | 582.0 | 554.3 |
| **South Africa** | **492.3** | **486.1** |
| Swaziland | 529.6 | 516.5 |
| Tanzania | 545.9 | 522.4 |
| Uganda | 482.4 | 506.3 |
| Zambia | 440.1 | 435.2 |
| Zanzibar | 478.2 | 478.1 |
| SACMEQ | 500.0 | 500.0 |

*Source: SACMEQ, 2005*

## 13.4 Trends in International Mathematics and Science Study (TIMSS)

The Trends in International Mathematics and Science Study (TIMSS) measured Grade 8 learning achievement in Mathematics and Science in 41 countries in 1995, in 38 countries in 1999, and in 50 countries in 2003. In both the 1999 and 2003 TIMSSs, South Africa's performance was disappointing. Learners attained the lowest average test scores in both Mathematics and Science, when compared to all the other participating countries, including the other African countries that participated. These were Morocco and Tunisia, which participated in 1999, and Botswana, Ghana, Morocco, Tunisia and Egypt, which participated in 2003. (Howie, undated; Reddy, 2006). In both years South Africa's mean scores in Mathematics and Science were significantly lower than the international average scores for those subjects (see Table 20).

Out of an imputed maximum score of 800, the average South African Mathematics score was 275 in TIMSS 1999 and 264 in TIMSS 2003. The average Science score was even lower than the average Mathematics score, namely 243 in TIMSS 1999 and 244 in TIMSS 2003 – both out of an imputed maximum score of 800. Although South Africa's Mathematics score decreased by 11 points and the Science score increased by one point between 1999 and 2003, these differences were not statistically significant (Reddy, 2006).

**Table 20: Average Score in the TIMSS 1999 and TIMSS 2003 Grade 8 Mathematics and Science achievement tests**

| | Mathematics | Science |
|---|---|---|
| **TIMSS 1999** | | |
| SA average score | 275 | 243 |
| International average score | 487 | 488 |
| **TIMSS 2003** | | |
| SA average score | 264 | 244 |
| International average score | 467 | 474 |

*Source: Human Sciences Research Council, 2005.*

South Africa's performance, measured against international benchmarks, was particularly poor. In both 1999 and 2003, only the most proficient South African learners were able to attain the level of the average learner in Singapore – the country that achieved the highest average score (Howie, undated, 9 & 12; Reddy, 2006, 18 & 32).

### 13.5 Progress in International Reading Literacy Study (PIRLS)

The Progress in International Reading Literacy Study (PIRLS) is the component of the International Association for the Evaluation of Educational Achievement (IEA), which conducts comparative studies of student achievement in school subjects, so as to guide educational policies and practices around the world. PIRLS 2006 was a continuation of the IEA's series of highly significant international studies in reading literacy.

The 2006 PIRLS was the first PIRLS study in which South Africa participated. In South Africa, the assessment was carried out on Grades 4 and 5 learners (although the assessment was aimed at a Grade 4 level), in more than 400 schools, and in all the 11 official languages. Learners were assessed in the language of tuition they had used in Grades 1 to 3. The rationale for including Grade 5 learners was to study the progression in reading ability from Grade 4 to Grade 5, given the transition of learners in the language of learning and teaching (LOLT) in Grade 4.

As was the case with the other international achievement studies that South Africa had participated in, South Africa's performance in PIRLS 2006 was very poor, achieving the lowest score of all 45 education systems. The Russian Federation, followed by Hong Kong were the two top performing countries.

South African Grade 4 learners achieved an average score of 253 and the Grade 5 learners an average score of 302. While the difference between the Grade 4 and 5 scores indicated some progression in reading achievement from one grade to the next, these scores were significantly below "the international average score of 500 fixed for the reading literacy of Grade 4 learners internationally" (Howie et al., 2007:60).

To summarise: Both the internal systemic evaluation studies and the international assessments involve the testing of a sample of learners in the relevant grade, as opposed to the SCE, which tests all learners who reach Grade 12 and sit for this examination. These studies provided an invaluable measure of learning achievement in the lower grades, as well as insight into the factors that are associated with higher or lower learning achievement. The international achievement studies enabled South Africa to benchmark its learner performance, and thus its education system, against those of other countries. Overall, the achievement of learners in the national systemic evaluations and in international assessment studies was very poor and a cause for great concern.

### 13.6 Senior Certificate Examination (SCE)

The matriculation or Senior Certificate Examination (SCE) is a well-established, internal indicator of the quality of education and of learning achievement, particularly at secondary-school level. The number and profile of learners who write and pass the SCE provide an indication of the "contribution of schooling to human resources development and, more especially to the stock of learners who are eligible to proceed to higher education and training opportunities" (Perry and Arends, 2004: 317).

The pass rate in the SCE improved significantly from 53% in 1991 to 65% in 2007. Between 1991 and 1999, the number of learners passing and passing with endorsement, as well as the pass rate fluctuated. In 2003, some 440 267 candidates wrote the SCE, and by 2007 this number had increased to 564 381. After 2003, as candidate numbers increased, the pass rate and the pass rate with endorsement decreased.

An indicator of the quality of passes achieved in the SCE, is the number and percentage of endorsement passes, which is the minimum qualification for entry into tertiary education. Despite the improvement in the pass rate and the increase in the number of passes with endorsement as from 2000, the number of endorsement passes never exceeded 90 000 and the endorsement pass rate

remained below 20% – a sign that much more focus is needed on improving the quality of learning achievement (See Table 21).

**Table 21: SCE candidates, numbers passing and pass rate: 1991 to 2007**

| Year | Total candidates | Total passes | % total passes | Endorse-ment passes | % Endorse-ment passes | Total failures | % |
|---|---|---|---|---|---|---|---|
| 1991 | 409 076 | 216 147 | 52.8 | 70 318 | 17.2 | 192 929 | 47.2 |
| 1992 | 447 904 | 243 611 | 54.4 | 73 328 | 16.4 | 204 293 | 45.6 |
| 1993 | 470 948 | 239 556 | 50.9 | 67 915 | 14.4 | 231 392 | 49.1 |
| 1994 | 495 408 | 287 343 | 58.0 | 88 497 | 17.9 | 208 065 | 42.0 |
| 1995 | 531 453 | 283 742 | 53.4 | 78 821 | 14.8 | 247 711 | 46.6 |
| 1996 | 518 032 | 278 958 | 53.8 | 79 768 | 15.4 | 239 074 | 46.2 |
| 1997 | 555 267 | 261 399 | 47.1 | 69 007 | 12.4 | 293 867 | 52.9 |
| 1998 | 553 151 | 279 986 | 50.6 | 71 808 | 13.0 | 273 165 | 49.4 |
| 1999 | 511 159 | 249 831 | 48.9 | 63 725 | 12.5 | 261 328 | 51.1 |
| 2000 | 489 941 | 283 294 | 57.8 | 68 626 | 14.0 | 206 004 | 42.0 |
| 2001 | 449 371 | 277 206 | 61.7 | 67 707 | 15.1 | 172 126 | 38.3 |
| 2002 | 443 821 | 305 774 | 68.9 | 75 048 | 16.9 | 137 991 | 31.1 |
| 2003 | 440 267 | 322 492 | 73.2 | 82 010 | 18.6 | 117 604 | 26.7 |
| 2004 | 467 985 | 330 717 | 70.7 | 85 117 | 18.2 | 137 173 | 29.3 |
| 2005 | 508 363 | 347 184 | 68.3 | 86 531 | 17.0 | 160 996 | 31.7 |
| 2006 | 528 525 | 351 503 | 66.5 | 85 830 | 16.2 | 177 022 | 33.5 |
| 2007 | 564 775 | 368 217 | 65.2 | 85 454 | 15.1 | 196 558 | 34.8 |

*Source: Department of Education 2003b, 2005c and 2007; EduSource Data News No. 24/March 1999; EduSource Data News No. 32/March 2001; EduSource Data News No. 1/September 1992; EduSource Data News No. 2/April 1993; and Information on 1993 examinations prepared by EduSource, the Education Foundation, 1/11/1994.*

## 13.7 Educator qualifications

Teacher qualifications constitute an important policy issue in South Africa. Educators in South Africa are considered to be appropriately qualified if they have obtained a Senior Certificate and completed a minimum of three years of appropriate training to become an educator. An educator who did not obtain a Senior Certificate and did not complete three years of professional training as an educator, or who underwent training outside the field of education, is considered to be unqualified or under-qualified. There has been a significant improvement in the qualifications of educators since 1998. In 1998, only 73% of educators were appropriately qualified and, by 2005, this had increased to 87% (see Table 22). This translated into only 14% of educators being unqualified or under-qualified in 2005.

The greatest improvement in the qualification level of educators took place amongst educators in primary schools, where the proportion of qualified educators increased from 63% in 1998 to 84% in 2005. Despite this increase, primary schools still have a larger proportion of unqualified or under-qualified teachers (16%) than secondary schools (7%). (See table 22).

**Table 22: Percentage of qualified educators by level of education: 1998 to 2005**

| Year | Primary | Secondary | Total |
|---|---|---|---|
| 1998 | 63.2 | 89.1 | 73.1 |
| 1999 | 63.3 | 89.1 | 73.1 |
| 2000 | 67.9 | 95.4 | 78.6 |
| 2001 | 67.6 | 82.4 | 73.9 |
| 2002 | 77.9 | 93.3 | 83.9 |
| 2003 | 84.0 | 93.0 | 87.5 |
| 2004 | 84.2 | 92.6 | 87.5 |
| 2005 | 84.2 | 92.6 | 87.1 |

*Source: DoE (1998-2005); Response of DoE to UIS questionnaires (Unpublished).*

### 13.8 Learner Educator Ratio (LER)

One of the legacies of the apartheid education system was the considerable difference in the provision of educators to schools. As a result, there were large discrepancies in learner educator ratios (LERs) between schools, as illustrated by the differences in the LER between the different provinces (see Table 23). In 1994, the LER ranged from a high of 39:1 in KwaZulu-Natal (a poor province with a considerable "homelands" influence) and Limpopo, to a low of 23:1 in the Western Cape (a largely white and Coloured province, with a much better equipped education system).

In 1995, an agreement on guidelines relating to LERs was reached, and a norm of 40:1 in primary schools, and 35:1 in secondary schools was established.

There has been a considerable improvement since then. The national average LER dropped from 34:1 in 1994 to 31:1 in 2007. Across provinces, this ratio ranged from a high of 33:1 in Mpumalanga to 29:1 in the Free State during 2007.

**Table 23: Learner educator ratios by province: 1994 to 2007**

| Province | 1994 | 1999 | 2000 | 2001 | 2002 | 2003 | 2004 | 2005 | 2006 | 2007 |
|---|---|---|---|---|---|---|---|---|---|---|
| Eastern Cape | 37.0 | 36.3 | 32.0 | 33.2 | 31.7 | 32.6 | 33.4 | 32.8 | 33.4 | 32.3 |
| Free State | 31.0 | 30.1 | 32.8 | 31.2 | 31.3 | 30.8 | 29.8 | 29.5 | 29.2 | 28.9 |
| Gauteng | 29.0 | 29.2 | 30.9 | 30.7 | 30.7 | 30.9 | 31.7 | 29.0 | 30.7 | 29.8 |
| KwaZulu-Natal | 39.0 | 37.1 | 35.7 | 36.3 | 36.6 | 35.8 | 35.3 | 33.6 | 32.3 | 32.4 |
| Limpopo | 39.0 | 33.9 | 33.5 | 31.6 | 32.7 | 33.5 | 35.3 | 33.9 | 33.1 | 32.5 |
| Mpumalanga | 35.0 | 36.0 | 34.1 | 36.9 | 36.4 | 35.9 | 35.5 | 33.0 | 34.1 | 32.8 |
| North West | 32.0 | 30.2 | 30.3 | 30.6 | 29.9 | 29.4 | 29.7 | 30.8 | 29.1 | 29.1 |
| Northern Cape | 29.0 | 30.2 | 30.3 | 31.0 | 30.3 | 32.7 | 33.8 | 31.6 | 31.6 | 31.0 |
| Western Cape | 23.0 | 32.9 | 30.7 | 33.7 | 34.7 | 35.1 | 35.7 | 30.2 | 29.8 | 30.3 |
| **National** | **34.0** | **33.7** | **32.8** | **33.1** | **33.1** | **33.2** | **33.6** | **32.0** | **31.8** | **31.4** |

*Source: 1994 data from Bot 2001, 1999 to 2006; data from DoE, 2001b, 2002, 2003a, 2004, 2005a, 2005b, 2006a, 2006b, 2007.*

## 13.9 Teacher education and improvement in Conditions of Service

The DoE intends to continue with the implementation of the National Education Policy Framework for Teacher Education and Development. The policy sets high standards for initial teacher qualifications and the continuing professional development of educators. The Department also intends to intensify its recruitment programmes for new entrants into the teaching profession. The Fundza Lushaka Bursary Scheme is designed to provide bursaries to student teachers in scarce skills areas. These measures should contribute towards ensuring that learners are taught by appropriately qualified educators in all subjects/learning areas.

Furthermore, the DoE is currently implementing the Occupation-Specific Dispensation (OSD) for educators. The development and implementation of a customised remuneration dispensation for educators will ensure a fair, equitable and competitive remuneration structure for identified categories of employees. Remuneration structures will provide for broader salary bands and a substantial overlapping between salary levels, so as to facilitate adequate salary progression for employees who choose to remain in the classroom instead of moving into managerial posts. The OSD allows the Department to address the challenges of recruiting and retaining educators. The OSD will offer improved salaries, improved career paths and performance incentives, for school-based educators in particular.

Of further important is the fact that, as part of the OSD, programmes will be implemented to ensure that all educators in the public education system are qualified in accordance with a minimum requirement of Relative Education Qualification Values (REQVs) 14 by 2013. OSD has the potential to revitalise the teaching profession by ensuring a motivated teaching workforce, focused on contributing to improvements in the quality of education.

# 14 MEASURES TO PROMOTE ACCESS TO, AND QUALITY IN THE EDUCATION SYSTEM

## 14.1 Learner transport

Findings from the National Household Travel Survey, conducted by the Department of Transport in 2003, revealed that, while the majority of learners (75%) took less than 30 minutes to walk from home to school, as many as 5% of those walking (or more than 570 000 learners) took longer than one hour to reach their education sites. Nationally, 25% of primary school learners (1,7 million) and 36% of high school learners (1,8 million) walked longer than 30 minutes or about three kilometres in one direction. Provinces, such as KwaZulu-Natal, the Eastern Cape, Mpumalanga and North West in particular, were found to have a high proportion of learners walking longer than 30 minutes to reach their education sites.

The DoE introduced free learner transport for those learners who lived far from schools. In 2005, more than 200 000 learners country-wide were benefiting from this transport. Budgets of provincial education departments (PEDs) indicate an upward trend in subsidies towards the provision of learner transport. The Department is in the process of developing a Policy on Learner Transport, which is aimed at promoting equity in the provisioning of learner transport across all nine provinces. A number of small-scale studies revealed that, for many learners, especially in rural South Africa, access to education was hampered in part by the long distances that learners had to travel between home and school.

In 2005, the DoE commissioned a study on the status quo of learner transport in South African schools. The findings of the study indicated that the cost of providing learner transport to the estimated 200 000 beneficiaries amounted to R440 million in 2006 (see Table 24). The study also identified a further increase in provincial budget allocations for learner transport for the 2007/2008 financial year (DoE, 2006: Status Quo Report on Learner Transport).

**Table 24: Estimated learner transport costs per province: 2006**

| Province | Primary school learners (Rm) | Secondary school learners (Rm) | Total (Rm) | Number of learners | Current amount being spent (Rm) | Number of learners (2006) |
|---|---|---|---|---|---|---|
| Eastern Cape | 248 | 224 | 472 | 618 030 | 36 | 27 500 |
| Free State | 62 | 56 | 118 | 175 589 | 13 | 3 117 |
| Gauteng | 256 | 231 | 487 | 577 382 | 79 | 49 420 |
| KwaZulu-Natal | 490 | 443 | 933 | 1 166 002 | 0 | 0 |
| Limpopo | 138 | 124 | 262 | 526 906 | 21 | 3 229 |
| Mpumalanga | 115 | 104 | 219 | 258 123 | 143 | 50 463 |
| Northern Cape | 9 | 8 | 17 | 39 897 | 28 | 12 421 |
| North West | 149 | 135 | 284 | 271 103 | N/A | N/A |
| Western Cape | 88 | 80 | 168 | 280 536 | 120 | 47 100 |
| **Total** | **R1 555** | **R1 405** | **R2 960** | **3 913 568** | **R440** | **193 250** |

*Source: National Guidelines on Learner Transport: Department of Education, November 2006.*

## 14.2 National School Nutrition Programme

The National School Nutrition Programme aims to foster better quality education. This it seeks to achieve by enhancing children's active learning capacity, alleviating short-term hunger, providing an incentive for children to attend school regularly and punctually, as well as by addressing some of the micronutrient deficiencies that the children may suffer from.

This Programme has been in place for a number of years, providing one meal a day to mainly primary school learners in poor areas. In addition to promoting the health status of learners, the School Nutrition Programme also promotes regular school attendance by learners. In 2006, approximately six million learners were benefiting from this poverty alleviation intervention.

## 14.3 Curriculum reform

The evolution of South Africa from a largely agricultural and mining-based economy to an industrial and service-based economy, necessitated the adoption of a new curriculum. The curriculum was therefore modernised and made more relevant with regard to the needs of citizens in a developing country and, in so

doing, responding to the changing requirements for skills development. It is this demand for skills that saw the curriculum being changed from being teacher-centred to learner-centred Outcomes-Based Education (OBE).

There had been a great deal of modification of the new curriculum since its inception, in order to facilitate the implementation of a standardised curriculum in all nine provinces. The intense refinement of the curriculum saw Curriculum 2005 (C2005) changing to become the Revised National Curriculum Statement (NCS) in 2006. The new curriculum was introduced into South African schools over a period of three years, and has been identified as a key lever of change in the provision of education of quality. It is internationally benchmarked and requires knowledge and skills from all concerned to actively participate in, and contribute to, a democratic South African society and economy.

In the FET band, the curriculum was phased in incrementally and systematically over three years, namely Grade 10 in 2006, Grade 11 in 2007 and Grade 12 in 2008. The introduction of the new curriculum in schools marked the end of a long process of restructuring the South African education system. Over the years, new frameworks for education were developed, with a curriculum designed to prepare all learners for life in the 21st century in a democratic, just and caring society, based on the values of the South African Constitution.

The NCS requires all learners from Grades 10 to 12 to study seven subjects. Four of these are compulsory subjects, two of which must be South African languages. One of these must be the LOLT. In the majority of schools this subject is either English or Afrikaans. In addition to the two languages, all learners must study either Mathematics or Mathematical Literacy, and all learners must study Life Orientation. The requirement of Mathematics or Mathematical Literacy is aimed at ensuring that all learners are prepared for life and work in an increasingly technological, numerical and data-driven world. Life Orientation is aimed at building civic participation, promoting the rights of children and empowering learners by equipping them with life skills.

In a research study conducted by the DoE in 2003, it was found that many schools did not have access to quality values and human rights in the teaching and learning materials at their disposal. Therefore, the Department developed a box of materials that have been provided to schools in all nine provinces. Recently, a guide for teachers on how to infuse human rights and value issues into the curriculum, has also been provided to all schools in the country.

### 14.4 Foundations for Learning Campaign

In response to the shockingly poor performance of learners in national and international tests pertaining to learning outcomes, the Department launched the *Foundations for Learning Campaign*, aimed at improving basic literacy and numeracy in schools. This is a four-year campaign, formulated to create a national focus on improving the reading, writing and numeracy skills of all South African children. It seeks to provide energy, direction and inspiration across all levels of the education system, as well as in homes and in the public domain, so as to ensure that by 2011, all learners would be able to demonstrate age-appropriate levels of literacy and numeracy. The Campaign is being advocated in all provinces, with districts already engaging schools in workshops, aimed at capacity-building amongst, and support for educators in the implementation of the project. The Campaign encourages all schools to set aside at least an hour a day for reading, as well as time for mental arithmetic/Mathematics.

### 14.5 Integrated Quality Management System (IQMS)

The Integrated Quality Management System (IQMS) is a major policy initiative, initiated by the DoE, aimed at improving the quality of education throughout the country, via teacher appraisal, performance measurement and whole-school evaluation. A total of R87 million was budgeted for IQMS for the period 2007 to 2009 (DoE 2007b).

However, despite numerous efforts by government to ensure greater teacher accountability, as well as to promote functional schools over the past 15 years, via policy interventions such as IQMS, deep-seated challenges prevent these interventions from working effectively.

Recognising the problems associated with teacher and school accountability, the Minister of Education established a Ministerial Committee to investigate the establishment of a National Education Evaluation and Development Unit (NEEDU). The Committee has been tasked to recommend mechanisms to the Minister, via which the independent evaluation and development of schools could be undertaken; as well as how current policies and mechanisms, aimed at an improvement in the quality of teaching and learning in schools, could be aligned.

### 14.6 Dinaledi schools

In 2002, the concept of Dinaledi ("Star") schools was implemented as a strategy to promote Mathematics, Science and Technology and, in so doing, improving the quality of education. The Dinaledi schools were established in rural and township areas, and are being groomed as centres of excellence in Mathematics and Physical Science. There are presently over 400 designated Dinaledi schools in the country (DoE 2007b). The three main thrusts of the strategy are to:

- raise participation in, as well as the performance of historically disadvantaged learners in Senior Certificate Mathematics and Physical Science;
- provide high quality Mathematics, Physical Science and Technology education for all learners studying towards a GET or FET Certificate; and to
- increase and enhance the available human resources capacity, in order to deliver education of quality in Mathematics, Physical Science and Technology.

Associated with the AsgiSA national economic strategy, it was hoped that Dinaledi schools would double the numbers of Mathematics and Physical Science high school graduates to 50 000 by 2008.

These schools showed an increase in the number of higher grade Mathematics passes from 3 815 in 2005 to 3 909 in 2006. In higher grade Science, the number of passes increased from 4 622 in 2005 to 4 747 in 2006. It is heartening that these learners, who should go on to make a noticeable impact on addressing skills shortages in key areas, are from disadvantaged areas across South Africa.

### 14.7 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 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. It is projected that

QIDS-UP would cost R12.5 billion over the first five years (DoE 2006). Under-performing secondary schools are also in line for special attention and support.

## 15 LANGUAGE OF LEARNING AND TEACHING (LOLT) IN SOUTH AFRICAN SCHOOLS

In recognising the value of mother-tongue tuition in improved learning, the DoE adopted a Language in Education Policy (LIEP), which encourages learners to be taught in their home language for as long as this is feasible, as well as to learn a second language.

The Policy does not restrict the use of home language tuition, but emphasises that learners must use the language that they best understand as the language of learning and teaching (LOLT) for all subjects studied at school. The LOLT may be selected from any of the 11 official languages.

Presently, the Department is undertaking a study into LOLT, in order to obtain an understanding of the patterns of LOLT in schools, as well as part of its mandate to monitor the implementation of LIEP. This study was due to be finalised at the end of February 2009.

## 16 ROLE OF THE DISTRICTS IN EDUCATION FOR ALL

Education districts are the link between education sites and the PEDs. They play a pivotal role in ensuring that education needs are understood and addressed and that national learning objectives are achieved. South African education districts face staggering responsibilities with scarce resources, fragile support systems, as well as a pressing need to reform and improve teaching methods.

The South African education system requires a creative and sustainable mechanism for ongoing training and support that will enable district officials to deliver on their mandates. Strengthening the accountability of district offices and enhancing the technical assistance and support provided to principals via district offices, are crucial objectives that will improve, not only the performance of schools, but the education system as a whole.

In order to assist districts in fulfilling their responsibilities, the DoE has developed a Policy on the Organisation, Roles and Responsibilities of Education Districts, which is aimed at defining the concept of a district and achieving

standardisation across district level in the education subsystem. This Policy has been approved and is currently being published for public comment.

The capacity audits of education districts identified a need for systemic capacity-building programmes, so as to enable district officials to manage institutions effectively and offer support to education sites with regard to policy implementation, monitoring, development and the successful management of education programmes.

In future development and support to districts, the DoE intends to focus on using sustainable training models and support programmes that would achieve the following:

**In the short term**:

- Provide customised professional development for district officials.
- Develop and implement mechanisms and materials for the training and support of district officials.
- Provide materials and guidance to stakeholder networks, encouraging the identification of problems in school performance and the development of solutions, which would integrate practice, theory and research.
- Provide direction for district and circuit managers to become more professional via a range of leadership initiatives and continuous professional development opportunities.
- Build on, support, coordinate and complement national, provincial and tertiary institution management and leadership support structures.

**In the long term:**

- Capacitate a vertically integrated national departmental training team, who would be able to undertake future training within the South African context.
- Design and support the establishment of a sustainable set of customised professional development programmes, so as to coordinate, support and ensure the quality of management and leadership at district level.
- Develop a research agenda that supports the quality of teaching and learning via effective leadership.
- Develop and implement a national framework for quality assurance and the evaluation of districts; and designed to promote continuous improvement.
- Improve continuity and clear career paths for all district officials.
- Generate, synthesise and disseminate new knowledge and best practices pertaining to effective institutional leadership and district management, sourced both nationally and internationally.

## 17 SCHOOL GOVERNING BODIES (SGBs)

In terms of the South African Schools Act of 1996 (SASA), schools are required to establish school governing bodies (SGBs**)** to support the schools. SGBs comprise parents, educators, non-educator staff members and learners (in the case of high schools). These bodies are statutory bodies, vested with the governance of public schools. Their responsibilities include adopting a Constitution for the school; developing a mission statement for the school; adopting a Code of Conduct for Learners; administering and hiring out school premises; making recommendations regarding the appointment of staff members; developing a budget, including making provision for school fees, to be approved by parents; raising funds for the school; and determining the school's Language and Admission Policy within specific parameters.

In addition, SGBs may apply to their PED, in terms of section 21 of SASA, to have additional functions entrusted to them, such as maintaining and improving the school property, buildings and grounds; determining extra-curricular activities; choosing the subject options offered at the school (within the parameters of provincial curriculum policy); and purchasing textbooks and other materials and equipment (OECD, 2008: 142).

The decentralisation of decision-making to South African schools did not take place without problems, due to a lack of skills and the enormous infrastructure disadvantages that many schools still have to contend with. By contrast, SGBs in former advantaged schools function much better. They are in a position to recruit SGB members with good communication and financial skills to, for example, prepare and manage school budgets.

While government's intention is to establish a uniform system of governance country-wide, there are differences in the operation and capacity of SGBs. Many poorly-equipped SGBs struggle to fulfil their basic functions. In recognition of the fact that SGBs may experience difficulties in performing their duties or qualifying for additional functions due to a lack of experience or skills, the Act compels PEDs to provide training to governing bodies. There is limited knowledge, however, about whether SGBs have been successful in transforming schools and encouraging democratic principles (Grant-Lewis & Motala, 2004).

Findings of the Ministerial Review on School Governance (DoE, 2004) indicate that, while the vast majority of schools (98%, based on its survey) have SGBs, established in accordance with legal requirements, many experience problems in

sustaining active participation in SGBs. This is attributed to a number of factors, including literacy levels, lack of time, costs (such as transport), lack of understanding of their role, and, even "having to deal with the difficult-to-articulate psychological issues of asserting themselves in relation to others with much more education and knowledge of governance than themselves" (DoE, 2004: 50). In rural and farm schools, these difficulties are amplified. The Ministerial Review states that "there seems to be a deep sense of despondency and hopelessness among those faced with the daunting task of governing schools in these circumstances" (DoE, 2004: 52).

It is evident that, while South Africa's system of school governance is a strong measure, aimed at enhancing democracy and parental participation in matters of schooling, a great deal of effort is required to ensure the meaningful and sustained involvement of parents in the education of their children.

## 18 SET PRIORITIES FOR IMPROVING THE EDUCATION SYSTEM

The Minister of Education set broad priorities to focus the work of the Department on its mandate. These priorities include efforts to address poverty in schools, skills shortages, quality improvement, the issue of health in education, as well as institutional development. The Department performs its activities, taking into account these priorities, to contribute towards an accelerated and shared growth initiative in a developing state.

The DoE continues to focus its attention on areas that require improvement, especially those that affect the majority of the South African population. The Department was reconfigured and restructured to appropriately respond to the challenges facing it. For example, a new Chief Directorate, established for Teacher Education, will take forward the recommendations of the Ministerial Committee on Teacher Education. In addition, a Research Coordination, Monitoring and Evaluation Unit was established to focus on cyclical policy reviews and to ensure evidence-based decision-making in the education sector.

The issue of safety and security in schools remains of overriding concern to the DoE. A learning environment has to be safe and devoid of fear of hazardous elements that might harm or impede education. The Department will continue to work with the provinces, via the Council of Education Ministers (CEM), to fast-track the implementation of appropriate policies that promote school safety. The Department will collaborate with SGBs, parents and communities, to find ways of promoting safe learning environments for children – environments where

human life is respected and where every child has an opportunity to learn and succeed.

Over the next three years, the focus will be on improving support to schools, educators and district offices. Additional financial allocations were made to employ more educators, teaching assistants and support staff in schools and district offices, as well as to improve the remuneration levels of educators. There is a need to reinforce processes, aimed at the development of education officials and staff to be totally professional and to operate as competent, dynamic and knowledgeable professionals, in order to provide support and advisory services to schools, as well to the national and provincial offices.

The GET Phase will receive more attention in the Mathematics and Natural Sciences Learning Areas, in order to increase enrolment and throughput figures. The sector will receive increased resources and relevant support to ensure that all schools offer quality teaching and learning in Mathematics and Physical Science, taught by suitably qualified teachers. Schools will be provided with adequate resources and facilities to enable them to teach these subjects successfully.

FET and HE continue to enjoy strong support from the DoE, via the merger and recapitalisation processes, which are aimed at addressing the acute skills shortages experienced in South Africa. Huge financial investments were injected into these sectors to expand skills and capacity, in order to support economic growth and global competitiveness.

The merger processes in both the FET college and the higher education sectors have been completed and the attention is now focused on the quality of tuition at these institutions and on institutional governance. The Department will continue to support these institutions, so as to ensure that they educate and train professionals who are equipped to respond to the socio-economic needs of the country. This support will ensure that these sectors meet their objectives of increased enrolments, especially in the fields of science, engineering and technology.

The Department is committed to the promotion of a healthy lifestyle for all in the education sector. The scourge of HIV/Aids poses a threat to life and must be managed effectively to care for both the infected and the affected. The establishment of specialised units in the Department, which direct their efforts towards HIV/Aids programmes and the promotion of a healthy lifestyle – especially where schools are concerned – will undoubtedly contribute towards an improved quality of education.

The Department acknowledges that information and communication technology (ICT) plays a major role in preparing learners for the global market. The focus will be on graduate shortages in this field and steps will be formulated to address these shortages. Government policy on e-education sets a target for schools and the objective is to equip every manager, teacher and learner in GET and FET with knowledge and skills to use ICT confidently, creatively and responsibly by 2013. To this effect, a feasibility study, to determine models for the implementation of infrastructure, connectivity, professional development, curriculum integration, research, and human resources systems, will be conducted.

## 19 CONCLUSION

Progress in the achievement of EFA goals in South Africa may be summarised as follows:

**Goal 1**: Over the past five years, South Africa considerably expanded access to early childhood education for 5-to-6-year-olds, both male and female. However, while more children had access to Grade R (in particular), many challenges remain to ensure that the country's target for Grade R access to all 5-to-6-year-olds may be achieved by 2010. The Project Management Team, appointed by the National Treasury to assist with developing strategies to support the implementation of White Paper 5, as well as with the Norms and Standards for the funding of Grade R, is intended to contribute towards meeting EFA Goal 1.

**Goal 2:** South Africa has almost reached the goal of universal access to primary education for both male and female learners. The challenge though, is to continue reaching out to the remaining 7-to-15-year-old children who are still not attending school. Efforts by the education sector to increase the number of no-fee schools, to improve the provision of learner transport and expand the school nutrition programme, are expected to bear fruit in ensuring that EFA Goal 2 is met. Government's extension of the child support grant to 15-year-olds is expected to contribute to greater access to schools for these children.

**Goal 3:** The goal of ensuring that the learning needs of young people and adults are met, via access to learning and life skills, is addressed via the work of many different government departments. The Department

of Labour, in particular, via the Skills Act, and the work done by the SETAs, did much in promoting the acquisition of skills amongst youths and adults. The DoE contributes towards the achievement of this goal via its vocational programme offered at FET colleges, technical schools and higher education institutions. Government's AsgiSA Programme places much emphasis on ensuring that the skills required for economic growth are being developed.

**Goal 4:** Currently, functional adult literacy in South Africa stands at 75%. This reflects an increase of five percentage points since 2002. It is evident that much work needs to be done to ensure that the goal of decreasing illiteracy by 50% by 2015 is met. Government's *Kha Ri Gude Campaign* is expected to fast-track the achievement of this goal.

**Goal 5:** Gender parity in access to primary and secondary education, including ECD, has almost been achieved. However, the proportion of male learners to female learners is marginally higher in primary schools, and that of female learners to male learners is marginally higher in secondary schools. This could be attributed, in the main, to higher levels of repetition amongst male learners, as compared to female learners. Gender parity in adult literacy, however, remains a challenge.

**Goal 6**: The achievement of the goal of education of quality and improved learning outcomes is the biggest challenge facing the education sector. It is envisaged that the Foundations for Learning Campaign, teacher development strategies and the increased attention by the sector to the role of districts, amongst other initiatives, will contribute towards the achievement of this goal over time.

## BIBLIOGRAPHY


Arnott, A. & Bot, M. (1993). A South African Teacher Profile. EduSource Data News No. 4/December. Education Foundation Trust.

Bot, M. & Shindler, J. (1997). Education 2000 Plus Macro-Indicators, Report on Baseline Data: 1991-1996. Centre for Education Policy Development, Evaluation and Management.

Central Statistical Services (undated). October Household Survey 1995.

Crouch, L. & Mabogoane, T. (1997). Key Numerical Indicators 1991-1996, Education. Centre for Education Policy Development, Evaluation and Management.

Crouch, L. & Perry H. (2003). Educators. In HSRC Human Resources Development Review 2003: Education, employment and skills in South Africa. 476-499. HSRC Press: Cape Town.

De Souza, C. (2003). Senior Certificate Examinations 2002: Plausible Progress or Passes Below Par? EduSource Data News No. 39/May. Education Foundation. Houghton.

Department of Education (DoE) (1998). Age requirements for admission to any ordinary public government school. *Government Gazette* No. 19377. Government Notice No. 2433 of 1998. Government Printer: Pretoria.

Department of Education (DoE) (1999). Admissions Policy for Ordinary Public Schools. *Government Gazette* No. 19377. Government Notice 2432 of 1998. Government Printer: Pretoria.

Department of Education (DoE) (2001a). *Education Statistics in South Africa at a Glance in 1999.* Pretoria

Department of Education (DoE) (2001b). Education White Paper 5 on Early Childhood Education: Meeting The Challenge of Early Childhood Development in South Africa. Pretoria. May.

Department of Education (DoE) (2001c). The Nation-wide Audit of ECD Provisioning in South Africa. Pretoria.

Department of Education (DoE) (2002). Education Statistics in South Africa at a Glance in 2000. February. Pretoria.

Department of Education (DoE) (2003a). Education Statistics in South Africa at a Glance in 2001. June. Pretoria.

Department of Education (DoE) (2003b). Report on the 2003 Senior Certificate Examination. 30 December 2003.

Department of Education (DoE). (2003c). Systemic Evaluation 2003: Foundation Phase: Mainstream: National Report. Department of Education. Pretoria.

Department of Education (DoE) (2004). Education Statistics in South Africa at a Glance in 2002. December. Pretoria.

Department of Education (DoE) (2004). Review of School Governance: Report of the Ministerial Committee. Department of Education. Pretoria.

Department of Education (DoE) (2005a). A National Framework for Teacher Education in South Africa. Report of the Ministerial Committee on Teacher Education. 16 June. Retrieved 27 March 2006. http://www.education.gov.za/contents/documents /700.pdf

Department of Education (DoE) (2005b). Education Statistics in South Africa at a Glance in 2003. May. Pretoria.
Department of Education (DoE) (2005c). Education Statistics in South Africa at a Glance in 2004. December. Pretoria.
Department of Education (DoE) (2005d). Grade 6 Intermediate Phase Systemic Evaluation Report. December. Department of Education. Pretoria.
Department of Education (DoE) (2005e). Proposed policy amendments for the resourcing of publicly funded Grade R in accordance with White Paper 5. Version 3.5: Draft for discussion. 16 August. Retrieved 21 February 2006. http://www.education.gov.za/contents/documents/796.pdf
Department of Education (DoE) (2005f). Senior Certificate Report on the 2005 Examination Results. 29 December 2005.
Department of Education (DoE) (2005g). South Africa's Education Investment: Key Trends and Policy Implications 2005. Directorate: Economic Analysis. Version 1:21, September 2005. Unpublished Mimeo.
Department of Education (DoE) (2005h). Student Enrolment Planning in Public Higher Education. March. Pretoria.
Department of Education (DoE) (2006a). Education Statistics in South Africa at a Glance in 2005. November. Pretoria.
Department of Education (DoE) (2006b). Sixteenth Conference of Commonwealth Education Ministers. South Africa Country Paper. December. Department of Education. Pretoria.
Department of Education (DoE) (2006c). The National Policy Framework for Teacher Education and Development in South Africa. Pretoria. Retrieved 25 July 2007. www.education.gov.za
Department of Education (DoE) (2006d). 2006 School Realities. October.
Department of Education (DoE) (2007a). Education/Treasury Sector Overview. 18 April. Department of Education. Pretoria.
Department of Education (DoE) (2007b). SCE 2006 Overall Results. Excel spreadsheet.
Department of Education (DoE) (2007c). Supplementary 2007 national budgetary data, provided directly to authors by the Department of Education. 1 September. Department of Education. Pretoria.
Department of Education (DoE) (2008a). Country Background Report: South African Education. (July 2008 Draft). Pretoria.
Department of Education (DoE) (2008b). Education System Priorities for 2009. MTEC. Presentation to MTEC Hearing. 10 September 2008.
Department of Education (DoE) (undated). Education for All Status Report 2002. Incorporating Country Plan for 2002 to 2015. Pretoria.
Educator Labour Relations Council (ELRC) (2005). Educator Supply and Demand in the South African Public Education System. Integrated Report. HSRC Press: Cape Town.
Grant-Lewis, S. and Motala, S. (2004).Who Controls Schools? Education Decentralisation and the Quest for Equity, Democracy and Quality, in L. Chisholm (Ed.): Changing Class: Education and Social Change in

Post-apartheid South Africa. HSRC Press: Cape Town.
Gustafsson, M. (2005). The relationships between schooling inputs and outputs in South Africa: Methodologies and policy recommendations based on the 2000, SACMEQ data set. Retrieved 26 October 2005. http://www.sacmeq.org/links.htm
Hall, E. Altman, M. Nkomo, N. Peltzer, K. and Zuma, K. (2005). Potential Attrition in Education: The impact of job satisfaction, morale, workload and HIV/Aids. HSRC Press: Cape Town.
Howie, Sarah J. (undated). Third International Mathematics and Physical Science Study Repeat (TIMSS-R) Executive Summary. Human Sciences Research Council. Retrieved 25 October 2006. http://www.hsrc.ac.za/research/timss/timssExecutiveSummary.pdf
Howie, S., Venter, E., Van Staden, S., Zimmerman, L., Long, C., Scherman, V. and Archer E. (2007). PIRLS 2006 Summary Report: South African children's reading achievement. University of Pretoria. Centre for Evaluation and Assessment. 29 November 2007. Pretoria. http://www.uis.unesco.org/file_download.php?URL_ID=5202&filename=10526426091UIS_education_indicator_definitions_EN.pdf&filetype=application%2Fpdf&filesize=139152&name=UIS_education_indicator_definitions_EN.pdf&location=user-S/
Interdepartmental Committee on Early Childhood Education and UNICEF (2007). Young Lives. Statistical Data on the Status of Children aged 0-4 in South Africa. January.
Ministerial Committee on Literacy (2006). Final Report. For presentation to Minister G. N. M. Pandor, MP, Minister of Education. 19 June.
Ministry of Education (2000). Education for All: The South African Assessment Report. March. Department of Education.
Moloi, M. and Strauss, J. (2005). The SACMEQ II Project in South Africa: A Study of Schooling and the Quality of Education. Harare: SACMEQ. Retrieved 26 October 2005 from http://www.sacmeq.org/links.htm
OECD Report (2008). Reviews of National Policies for Education. South Africa. OECD.
Republic of South Africa (RSA) (1996). South African Schools Act (No. 84 of 1996). Pretoria.
Perry, H. and Arends, F. (2004). Public schooling. In Human Resources Development Review 2003: Education, Employment and Skills in South Africa. 302- 324. HSRC Press: Cape Town.
Perry, H. (2003). Female Performance in the Senior Certificate Examination: Excellence Hiding Behind the Averages. In EduSource Data News No. 39/May. Education Foundation. Houghton.
Reddy, V. (2006). Mathematics and Science Achievement in South African Schools in TIMSS 2003. HSRC. Cape Town.
Republic of South Africa (RSA) (1995). South African Qualifications Authorities Act, 1995 (Act No. 58 of 1995). *Government Gazette* No. 1521. 4 October.
Republic of South Africa (RSA) (1996a). Constitution of the Republic of South Africa. Government Printing Works: Pretoria.

Republic of South Africa (RSA) (1996b). South African Schools Act, Act 84 of 1996. Government Printing Works Pretoria.
Republic of South Africa (RSA) (2002). Education Laws Amendment Act, No. 50 of 2002. *Government Gazette* No. 24113. 28 November. Cape Town.
SACMEQ. (2005) Indicators. Updated 12 June 2006. Retrieved 25 October 2006. http://www.sacmeq.org/indicate.htm.
Shindler, J. (2005). Access to Education in South Africa, 2001. EduSource Data News, No. 49/October. Education Foundation Trust.
Statistics South Africa (1999). October Household Survey 1997. Statistical News Release P0317. 4 November 1999.
Statistics South Africa (2000a). Mid-year Estimates 2000. Statistical Release P0302. 8 November.
Statistics South Africa (2000b). October Household Survey 1998. Statistical News Release P0317. 18 May.
Statistics South Africa (2000c). October Household Survey 1999. Statistical News Release P0317. 31 July.
Statistics South Africa (2001). Mid-year Estimates 2001. Statistical Release P0302. 2 July.
Statistics South Africa (2002). Mid-year Estimates 2002. Statistical Release P0302. 1 July.
Statistics South Africa (2003a). General Household Survey July 2002. Statistical Release P0318. 15 December.
Statistics South Africa (2003b). Mid-year Estimates 2003. Statistical Release P0302. 24 July.
Statistics South Africa (2004a). General Household Survey July 2003. Statistical Release P0318. 27 May.
Statistics South Africa (2004b). Mid-year Population Estimates, South Africa 2004. Statistical Release P0302. 27 July.
Statistics South Africa (2005). General Household Survey July 2004. Statistical Release P0318. 28 June.
Statistics South Africa (2006). General Household Survey July 2005. Statistical Release P0318. 31 May.
Strauss, J.P. (1999). Results of the Monitoring Learning Achievement Project. Discussion Document. Research Institute for Education Planning. University of the Free State. Bloemfontein. Retrieved 24 October 2006. http://www.education.gov.za/dynamic/imgshow.aspx?id=2157
UNESCO Institute of Statistics (undated). Education Indicators: Technical Guidelines. Retrieved 16 January 2007. **h**ttp://www.uis.unesco.org/ev.php?ID=5202_201&ID2=DO_TOPIC
UNESCO. (2000). Education For All: Dakar Framework of Action**.** Retrieved 21 July 2008. http://www.unesco.org/education/efa/ed_for_all/dakfram_eng.shtml
UNESCO. (2002). EFA Global Monitoring Report 2002. Education for All: Is the World on Track? Paris.
UNESCO. (2004). EFA Global Monitoring Report 2005. Education For All: The Quality Imperative. Paris.

UNESCO. (2005). EFA Global Monitoring Report 2006. Education for All: Literacy for Life. UNESCO Publishing: Paris.
UNESCO. (2006). EFA Global Monitoring Report 2007. Education for All: Strong Foundations: Early Childhood Care and Education. UNESCO Publishing: Paris.