



**basic education**

Department:  
Basic Education  
REPUBLIC OF SOUTH AFRICA



**transport**

Department:  
Transport  
REPUBLIC OF SOUTH AFRICA

**FOURTH QUARTER ON THE IMPLEMENTATION OF LEARNER  
TRANSPORT PROGRAMME (NLTP)**

**JANUARY 2022- MARCH 2022**

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## 1. INTRODUCTION AND BACKGROUND

- 1.1 The National Learner Transport Policy was approved by Cabinet in May 2015. The overarching objective of the policy is to improve access to quality education by providing safe, decent, effective, integrated and sustainable learner transport. The policy provides that national government will oversee the implementation of the policy in consultation with relevant stakeholders, including provinces, municipalities and School Governing Bodies (SGBs). The policy further provides for a National Inter-Departmental Committee (NIDC) to be established and oversee the implementation of the policy particularly the Learner Transport Programme.
- 1.2 The NIDC consists of representatives from the DoT, DBE and provinces. The NIDC reports to the Ministers of Transport and Basic Education on the overall implementation of learner transport programmes in terms of the set Key Performance Indicators (KPIs). The NIDC further deals with the current challenges relating to oversight, monitoring, reporting by provinces and monitor the implementation of the learner transport programme.
- 1.3 Provinces are required to submit signed performance reports to the Departments of Transport and Basic Education. The reports are expected to detail learner transport operations and financial performance of the learner transport programme in the provinces. In this regard, the National Department of Transport and Basic Education developed templates (word and excel) that are used by the provinces to compile the quarterly reports which must include the following:
- Progress on implementation of the policy;
  - Plans for learner transport per province;
  - Learners transported quarterly per province;
  - Budget/financial performance per province;
  - Incidents information per quarter;
  - Transportation of learners with disabilities; and
  - Challenges and mitigation measures.

- 1.4 The learner transport function is a joint responsibility between the Department of Transport and Department of Basic Education. The function is managed by the Provincial Departments of Transport in four (4) provinces, namely: North West; Mpumalanga; Eastern Cape, KwaZulu Natal. In five (5) provinces, the function is managed by the Provincial Departments of Education, namely: Gauteng; Limpopo, Western Cape, Northern Cape and Free State.
- 1.5 The policy provides that the implementation of the policy will be undertaken in line with the provisions and principles set out in Chapter 3 of the Constitution in terms of Cooperative Governance. This is as the result of the recognition that learner transport planning and implementation require multi-sectoral coordination approach where various government departments play significant roles. Coordination and cooperation between the departments and relevant stakeholders; foster friendly relation; support and consultation with one another are the cornerstones for the successful implementation of the policy.
- 1.6 The Provincial Department of Transport and Education are required to collaborate in the provision of learner transport in terms of the signed Memoranda of Understanding (MOU). The MOU articulate clear roles and responsibilities of each Department in the management and operations of the learner transport function in the provinces.
- 1.7 This report provides an overview of the National Learner Transport Programme performance in the last quarter of 2021/2022 financial (January 2022-March 2022). The performance assessment is measured against the set targets and plans which are set out below.

## **2. PLANS FOR 2021/22 FINANCIAL YEAR**

- 2.1 The learner transport planning and provision is undertaken by provinces. The identification of the beneficiaries is undertaken in compliance with the national and provincial policies. The criteria for the subsidised learner transport is outlined below:

- Beneficiaries for subsidised learner transport must be a needy learner from Grade R to Grade 12 as prescribed.
- Learner transport will be to the nearest appropriate public school. Parental choice of schools must not be subsidised. Parental choice refers to when parents prefer to enrol their children at schools other than the nearest suitable public school.
- Priority must be given to learners with disabilities considering the nature of the disability as well as primary schools learners who walk long distances to schools.
- The inclusion of a learner into the subsidised services scheme must take into account existing learner transport services and that no learner transport must be provided in areas where public transport is available to avoid duplication of services and resources.

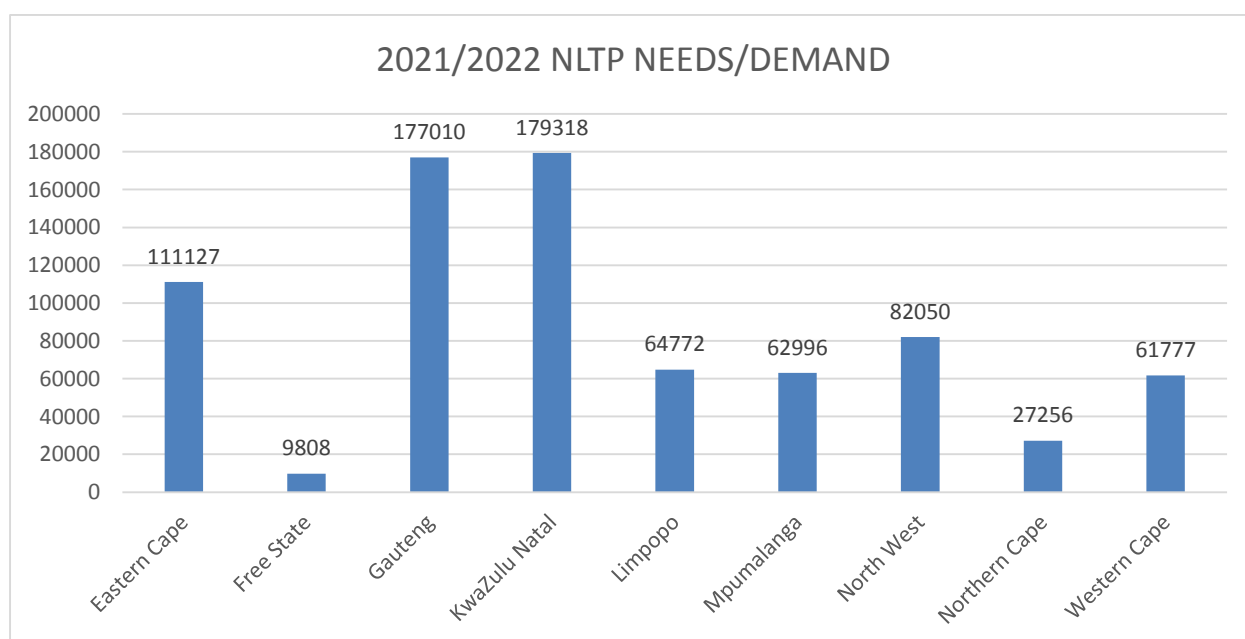
2.2 Provincial Departments of Education are responsible for the selection of learners to benefit from the subsidised learner transport service in line with the National Learner Transport Policy and provincial policies. Provinces have identified 776 114 learners who are in need of learner transport in the current financial year of 2021/22. The total number of schools that require learner transport is 5 651. KwaZulu-Natal province has the highest number of learners in need of learner transport with 179 318 learners followed by Gauteng province with 177 010 learners. Free State province has the least number of learners in need of transport standing at 9 808.

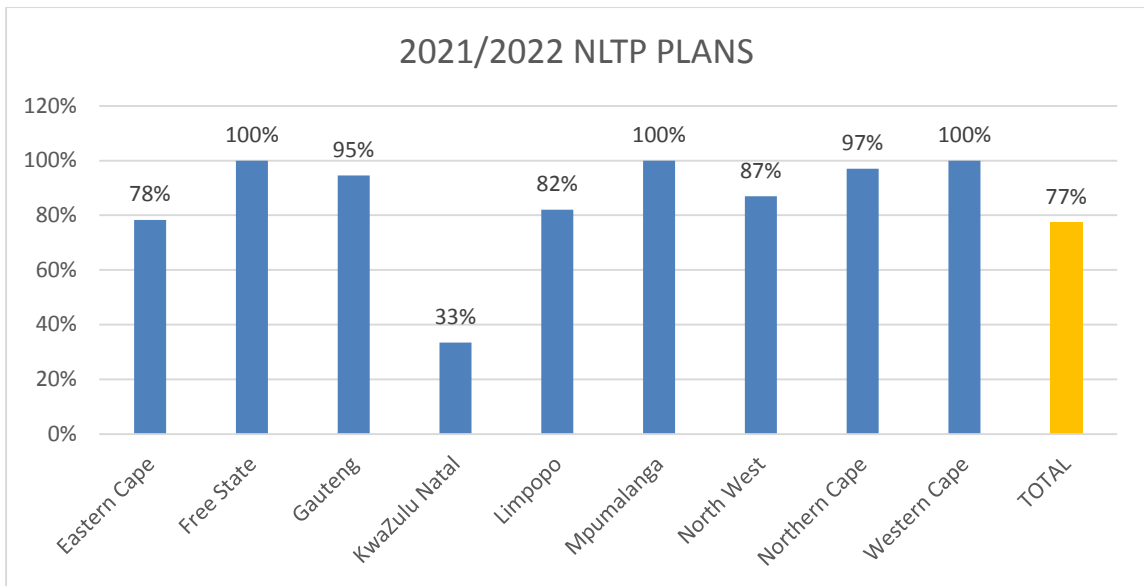
2.3 However, provinces plan to transport 599 883 learners, which is 77% of the total need covering 3 958 schools. There are over 176 231 learners who qualify and require learner transport but will not be transported, this represents 23% of the need. KwaZulu Natal province has the highest number of learners who will not be transported with 119 318 learners followed by Eastern Cape with 24 127 learners. The targets for the provinces of KwaZulu Natal and Eastern Cape are 33% and 78% respectively.

2.4 Some provinces have prioritised learner transport in that, all identified learners that need transport are provided with transport. Budgets have been allocated based on the need of transport. These provinces are Free State, Mpumalanga and Western Cape. Other provinces have varying targets of 97%, 95% and 87% in Northern Cape, Gauteng and North West respectively.

**Table 1. Learner Transport Needs and Plans for 2021/22 Financial Year.**

2.1 Learner transport needs and plans for 2021/22 financial year								
Province	NEEDS		TARGET			NON-BENEFICIARIES		
	No. of Learners in Need	No. of Schools in Need	No. of Learners Targeted	No. of Schools Targeted	% of Learners Targeted	No. of Learners	No. of Schools	%
Eastern Cape	111127	1037	87000	800	78%	24127	237	22%
Free State	9808	167	9808	167	100%	0	0	0%
Gauteng	177010	651	167335	599	95%	9675	52	5%
KwaZulu Natal	179318	1382	60000	397	33%	119318	985	67%
Limpopo	64772	634	53160	482	82%	11612	183	18%
Mpumalanga	62996	351	62996	351	100%	0	0	0%
North West	82050	530	71347	438	87%	10703	67	13%
Northern Cape	27256	435	26460	260	97%	796	175	3%
Western Cape	61777	464	61777	464	100%	0	0	0%
<b>National</b>	<b>776114</b>	<b>5651</b>	<b>599883</b>	<b>3958</b>	<b>77%</b>	<b>176231</b>	<b>1699</b>	<b>23%</b>



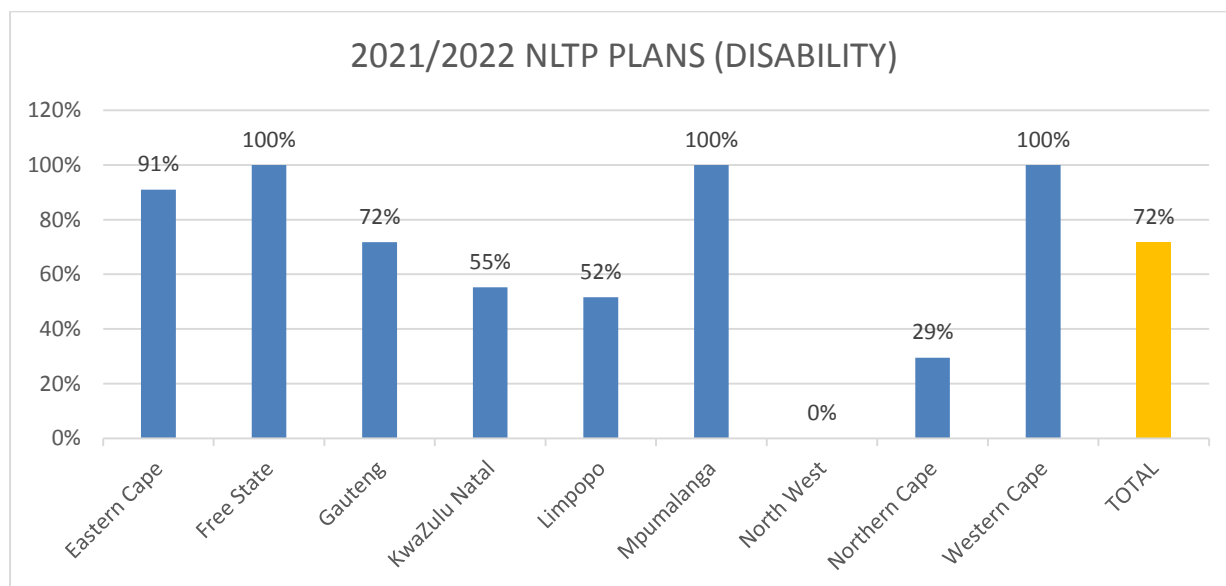


2.5 The policy provides for the prioritisation of learners with disabilities and the integration into the mainstream learner transport programme. Historically and currently, the programme for learners with disabilities is managed by Inclusive Education Unit in the Department of Education. The provinces have identified 38 381 learners with disabilities in 180 schools that need learner transport. However, provinces are planning to transport 27 584 learners which represents 72% of the total need. Table 2 above shows that there are 10 797 learners with special needs which is 28% of the total need who will not be transported in the current financial year 2021/22.

2.6 The NIDC have noted significant under reporting of number of learners with disabilities that need learner transport in Limpopo, North West and Northern Cape. The Department of Education have been requested to address the data gaps that have been identified. Full extent of the needs of the learners with disabilities is required to allow integration into the mainstream learner transport programme

Table 2: Learner Transport Needs and Plans for 2021/22 Financial Year (Learners with Disabilities)

Learner transport needs and plans for 2021/22 financial year (Learners with special educational needs)								
District	NEEDS		TARGET			NON-BENEFICIARIES		
	No. of Learners in Need	No. of Schools in Need	No. of Learners Targeted	No. of Schools Targeted	% of Learners Targeted	No. of Learners	No. of Schools	%
Eastern Cape	1482	6	1347	6	91%	135	6	9%
Free State	1220	6	1220	6	100%	0	0	0%
Gauteng	11784	39	8455	33	72%	3329	6	28%
KwaZulu Natal	15817	75	8734	75	55%	7083	0	45%
Limpopo	314	3	162	2	52%	152	1	48%
Mpumalanga	1004	4	1004	4	100%	0	0	0%
North West								
Northern Cape	139	2	41	1	29%	98	1	71%
Western Cape	6621	45	6621	45	100%	0	0	0%
<b>National</b>	<b>38381</b>	<b>180</b>	<b>27584</b>	<b>172</b>	<b>72%</b>	<b>10797</b>	<b>14</b>	<b>28%</b>





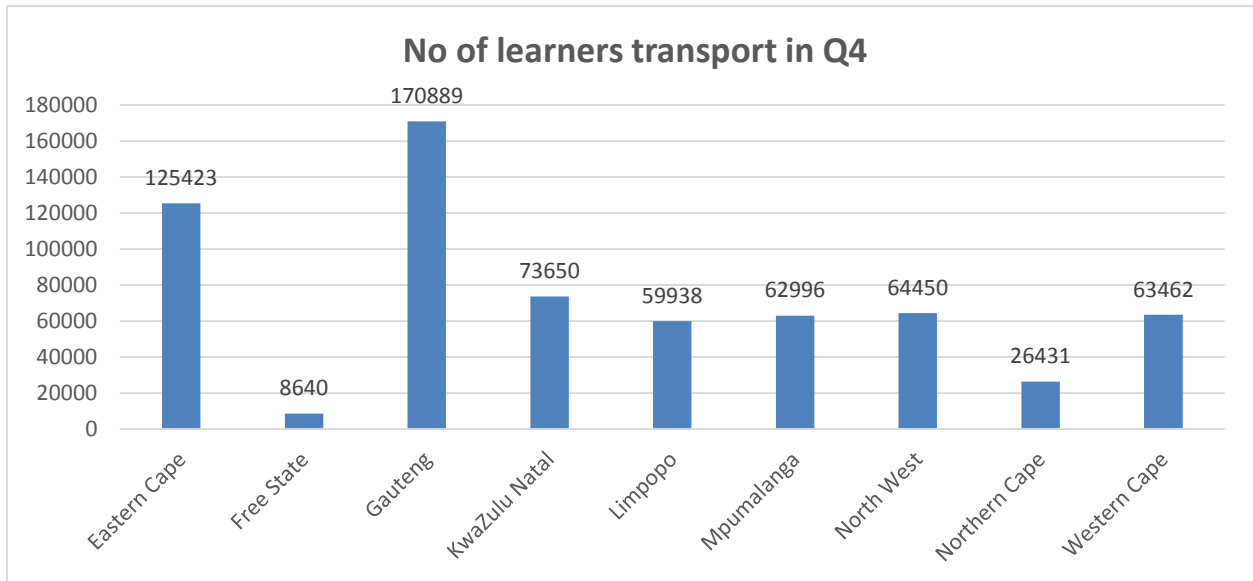
### 3. NATIONAL LEARNER TRANSPORT PROGRAMME (NLTP) PERFORMANCE OF THE FOURTH (4<sup>TH</sup>) QUARTER

3.1 According to the table 3 below, there were 655 879 learners were transported during the third (4th) quarter of 2021/22 nationally. This represents 85% of the total need of learner transport and 109% against the target. Most provinces have performed well against their targets with Eastern Cape at 144%, KwaZulu Natal at 123% and Limpopo at 113%.

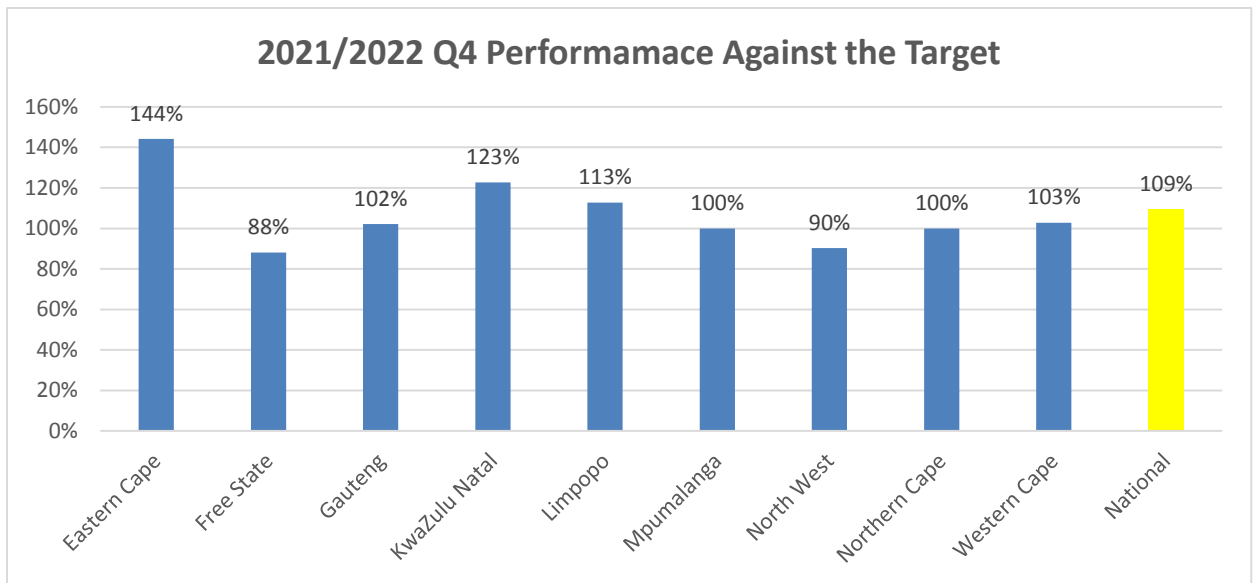
Table 3. Learners Transported in Q4 of 2021/22 Financial Year

Learners transported per quarter 4												
PROVINCE	NEEDS		TARGET			Q4 Progress						
	No. of Learners in Need	No. of Schools in Need	No. of Learners Targeted	No. of Schools Targeted	% of Learners Targeted	No. of Learners in Q1	No. of Learners in Q2	No. of Learners in Q3	No. of Learners in Q4	No. of schools	% Learners Against the Target	% Learners Against the Need
Eastern Cape	111127	1037	87000	800	78%	124727	124727	125423	125423	1,027	144%	113%
Free State	9808	167	9808	167	100%	8664	9844	9561	8640	154	88%	88%
Gauteng	177010	651	167335	599	95%	167854	170889	170889	170889	566	102%	97%
KwaZulu Natal	179318	1382	60000	397	33%	67173	67163	67163	73650	402	123%	41%
Limpopo	64772	634	53160	482	82%	53160	55231	56694	59938	476	113%	93%
Mpumalanga	62996	351	62996	351	100%	62996	62996	62996	62996	351	100%	100%
North West	82050	530	71347	438	87%	71347	64833	64883	64450	389	90%	79%
Northern Cape	27256	435	26469	260	97%	26460	26405	25372	26431	262	100%	97%
Western Cape	61777	464	61777	464	100%	62723	60972	63053	63462	464	103%	103%
National	776,114	5,651	599,892	3,958	78%	645,104	643,060	646,034	655,879	4,091	109%	85%

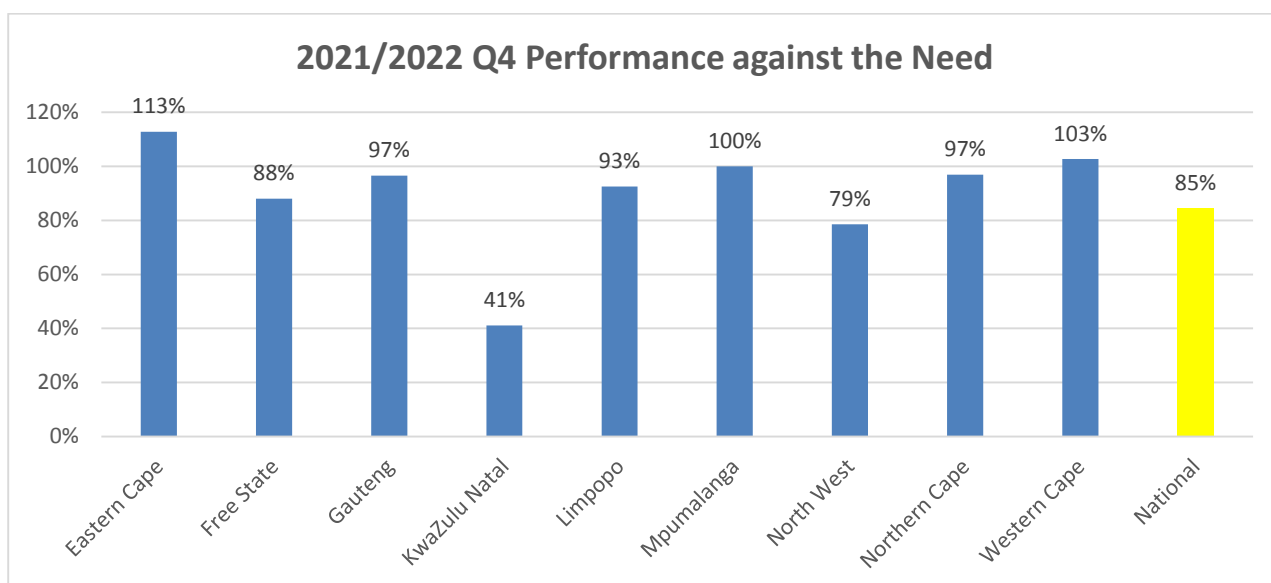
**No of Learners Transported in Q4 per province**



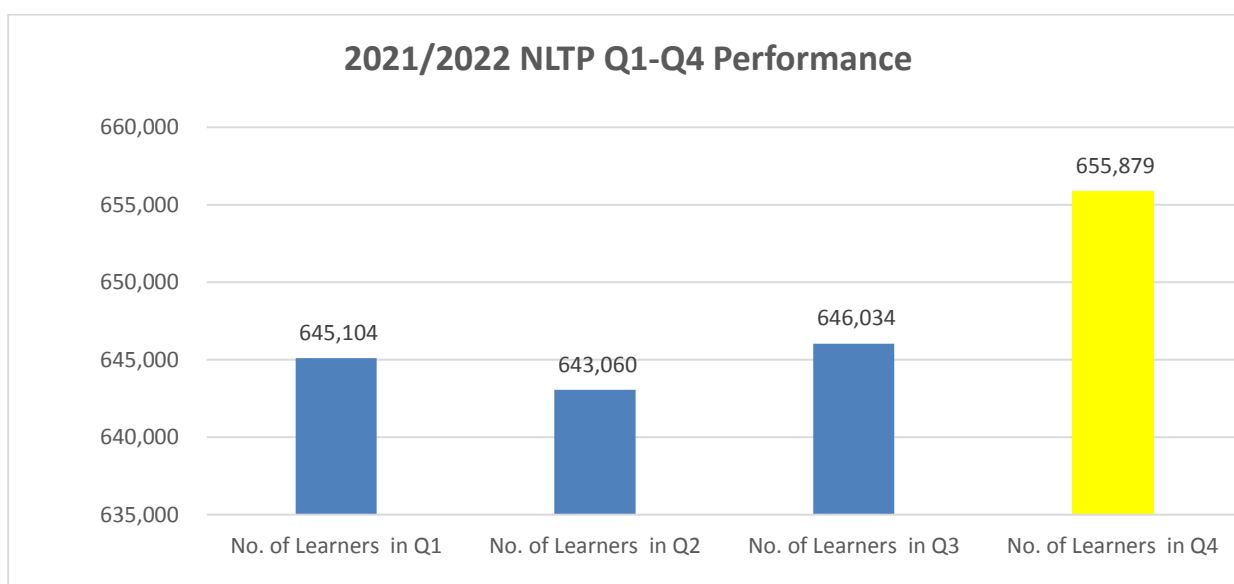
**2021/2022 Quarter Four (4) Performance against the Target**



### 2021/2022 Quarter Four (4) Performance against the Need



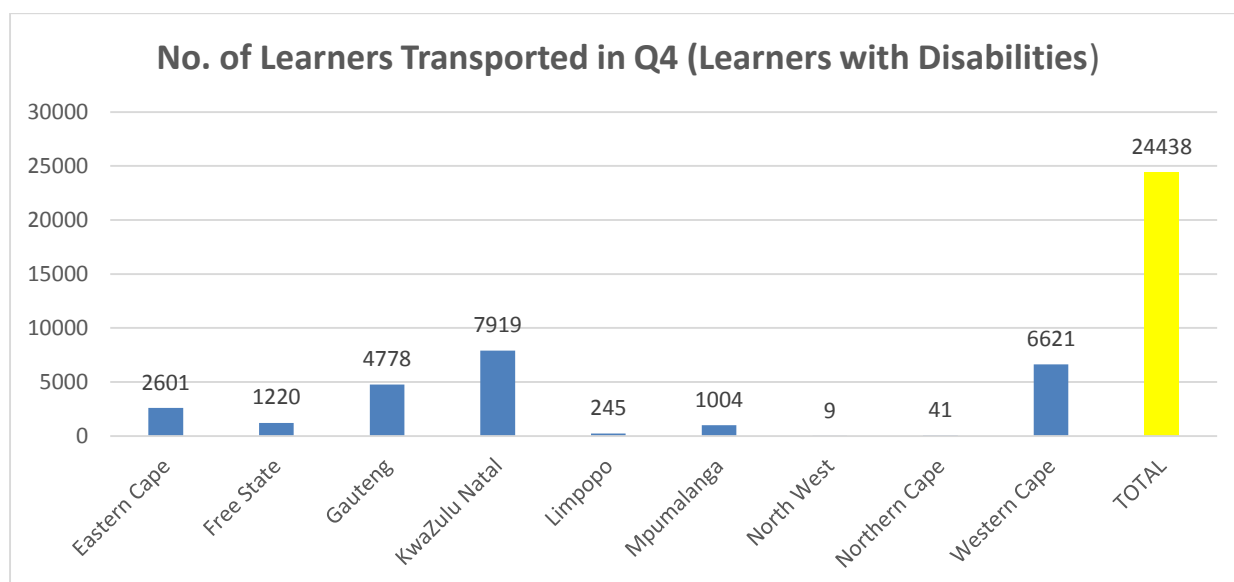
3.2. There has been a steady increase in relation to the number of learners transport in the 4th quarter in comparison with the other quarters. This increase can be attributed to the admission of new learners in the academic year of 2022.

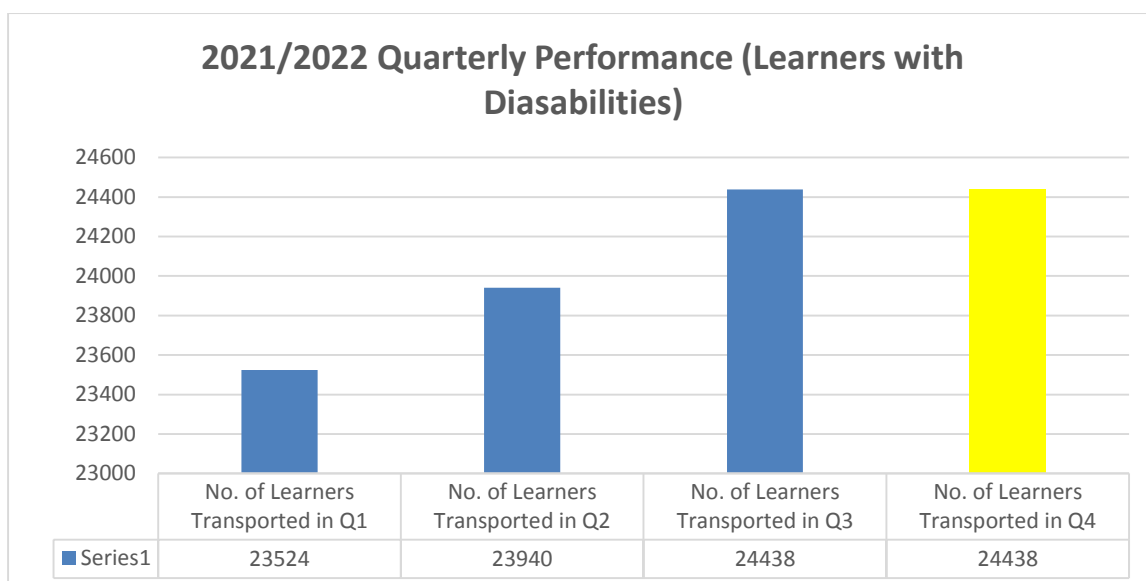


3.3 According to Table 4 below, nationally 24 438 learners with disabilities were transported during four (4th) quarter of 2021/22 financial year. Eastern Cape over performed with 193% against their target and 176% against the need. Limpopo performed at 151% and KwaZulu Natal at 91% against their targets of 52% and 60% each respectively. Free State, Mpumalanga, Northern Cape and Western Cape provinces performance is at 100% against their targets.

**Table 4. Learners Transported in Q4 of 2021/22 Financial Year (Learners with Disabilities)**

Learners transported per quarter 4 (with Disabilities)												
PROVINCE	NEEDS		TARGET			Q1-Q4Progress						
	No. of Learners in Need	No. of Schools in Need	No. of Learners Targeted	No. of Schools Targeted	% of Learners Targeted	No. of Learners Transported in Q1	No. of Learners Transported in Q2	No. of Learners Transported in Q3	No. of Learners Transported in Q4	No. of Schools	% Learners against the Target	% Learners against the need
Eastern Cape	1482	6	1347	6	91%	1951	2103	2601	2601	11	193%	176%
Free State	1220	6	1220	6	100%	1220	1220	1220	1220	6	100%	100%
Gauteng	11784	39	8455	33	72%	4605	4778	4778	4778	24	57%	41%
KwaZulu Natal	14673	75	8734	75	60%	7919	7919	7919	7919	75	91%	54%
Limpopo	314	3	162	2	52%	163	245	245	245	2	151%	78%
Mpumalanga	1004	4	1004	4	100%	1004	1004	1004	1004	4	100%	100%
North West	0	0	0	0	0	0	9	9	9	9		
Northern Cape	139	2	41	1	29%	41	41	41	41	1	100%	29%
Western Cape	6621	45	6621	45	100%	6621	6621	6621	6621	45	100%	100%
<b>TOTAL</b>	<b>37237</b>	<b>180</b>	<b>27584</b>	<b>172</b>	<b>74%</b>	<b>23524</b>	<b>23940</b>	<b>24438</b>	<b>24438</b>	<b>177</b>	<b>89%</b>	<b>66%</b>





#### 4. BUDGET AND EXPENDITURE IN THE FOUR (4TH) QUARTER OF 2021/22

4.1 Funding of the subsidised learner transport programme is through provincial equitable share. The total budget allocation for 2021/22 financial year is R4, 199,576,256.52. The highest provincial budget allocation is Gauteng with the budget of R1, 160,492,000.00 billion. The lowest budget allocation is Free State province with R70, 000,000.00.

Budget and Expenditure Q4							
Province	Annual Budget 2020/2021	Expenditure Q1	Expenditure Q2	Expenditure Q3	Expenditure Q4	Total Expenditure	% of Total Expenditure
Eastern Cape	R 976,533,640.18	R 299,596,018.64	R 184,728,714.77	R 323,065,823.07	R 169,148,242.42	R 976,538,798.90	100%
Free State	R 103,846,000.00	R 31,783,358.45	R 25,183,722.00	R 10,545,625.45	R 19,284,496.26	R 86,797,202.16	84%
Gauteng	R 1,160,492,000.00	R 311,265,970.17	R 280,378,748.22	R 473,419,403.20	R 257,335,564.08	R 1,322,399,685.67	114%
KwaZulu Natal	R 457,000,000.00	R 111,319,003.44	R 112,902,040.88	R 110,457,909.89	R 111,112,451.55	R 445,791,405.76	98%
Limpopo	R 326,238,000.00	R 84,021,710.85	R 88,113,939.27	R 114,265,204.80	R 32,555,300.58	R 318,956,155.50	98%
Mpumalanga	R 463,646,000.00	R 125,309,578.50	R 113,936,086.98	R 123,155,011.00	R 125,387,698.69	R 487,788,375.17	105%
North West	R 300,000,000.00	R 67,739,682.62	R 94,176,023.38	R 117,314,622.46	R 28,769,671.54	R 308,000,000.00	103%
Northern Cape	R 165,024,000.00	R 43,193,999.66	R 46,876,136.72	R 41,195,535.33	R 33,722,897.69	R 164,988,569.40	100%
Western Cape	R 456,919,000.00	R 100,586,833.00	R 120,720,490.00	R 126,422,833.00	R 100,005,197.00	R 447,735,353.00	98%
<b>TOTAL</b>	<b>R 4,409,698,640.18</b>	<b>R 1,174,816,155.33</b>	<b>R 1,067,015,902.22</b>	<b>R 1,439,841,968.20</b>	<b>R 877,321,519.81</b>	<b>R 4,558,995,545.56</b>	<b>103%</b>

4.2 In table 5. Below, the total expenditure as at the end of the fourth (4th) quarter of 2021/22 financial year stood at R4,558,995,545.56 which is 103% of the total budgets. The expenditure in the fourth quarter provinces spent was R877,321,519.18. The spending analysis illustrates most provinces have expended their budget over expenditure guidelines.

## 5. INCIDENTS REPORTED IN THE FOURTH QUARTER

5.1 Road safety is one of the key areas affecting the learner transport in general. This is particularly so in the privately arranged learner transport. This section of the report depicts incidents that have happened within the subsidised learner transport programme as reported by provinces.

5.2 There was a total number of five incidents for learner transport nationally. These incidents affected five schools with one (01) in Eastern Cape, Two (2) in KwaZulu, one (1) in Mpumalanga and one (1) in the Western Cape.

Table 6: Incidents / accident reported in Q4 of 2021/2022

Incidents Reports Per Quarter Q2					
District	No. of incidents/Accidents	No of :		No of schools affected	No. of Operators
		Injuries	Deaths		
Eastern Cape	1	5	0	1	1
Free State	0	0	0	0	0
Gauteng	0	0	0	0	0
KwaZulu Natal	2	5	0	2	2
Limpopo	0	0	0	0	0
Mpumalanga	1	1	0	1	1
North West	0	0	0	0	0
Northern Cape	0	0	0	0	0
Western Cape	1	5	0	1	1
<b>TOTAL</b>	<b>5</b>	<b>16</b>	<b>0</b>	<b>5</b>	<b>5</b>

## 6. CHALLENGES AND MITIGATION STRATEGIES ON LEARNER TRANSPORT

### 6.1 Location of the Learner Transport Function:

6.1.1 The function is currently being managed by the provincial Departments of Transport and Education as assigned by the Premier and Provincial Executive Council in terms of powers provided in section 132 (2) of the Constitution of the Republic of South Africa, 1996. In the recent years, the function has migrated from the Education to the Department of Transport in some provinces. It is has become

difficult to ensure accountability and effective executive oversight on the performance of learner transport.

**6.1.2** In order to address the challenges affecting the implementation of learner transport programme, Cabinet has mandated the Minister of Transport and the Minister of Basic Education to collaborate on the implementation of learner transport programme and the location of the function.

## **6.2 National Learner Transport Evaluation Report:**

**6.2.1** Department of Transport in conjunction with the Department of Planning, Monitoring and Evaluation (DPME), Department of Basic Education and National Treasury have undertaken a comprehensive evaluation of the learner transport programme. The intention of the review was to assess the efficacy and efficiency of the programme. The evaluation addresses key challenges affecting the programme particularly the safety, costing, funding, capacity issues and overall impact of implementing this programme.

**6.2.2** The review and evaluation report, have identified key interventions strategies and actions plans that seek to address inefficiencies impacting on learner transport provision. The report also provides an assessment and recommendations on the issues of location of learner transport function, structural implementation processes, and institutional capacity, costing/funding and monitoring. The evaluation report with its recommendation and improvement has been submitted to Cabinet through the Department of Planning, Monitoring and Evaluation (DPME) for approval.

## **6.3 Insufficient Funding:**

**6.3.1** Most provinces have reported that funding is a challenge as the demand for learner transport always exceeds the budget allocated, which result in the exclusion of a number of qualifying learners. KwaZulu Natal and Eastern Cape provinces are the provinces with significant number of learners not being transported. Significant funding injection from the provincial treasuries to the

learner transport programme is required in order to scale-up the programme in those provinces.

6.3.2 The National Treasury has been consulted with the view to establish a conditional grant for learner transport where a road map for the establishment of the grant was outlined. Key to the establishment of the grant, is the resolution of the responsible department at the national to manage the envisaged grant.

#### 6.4 **Unreported demand of learner transport in provinces**

6.6.2 Reported demand for learner transport by provinces have been found to be inaccurate based on the Statistics South Africa General Household Survey. The National Household Travel Survey provides a platform to assess the extent of the use and need of the learner transport in terms of the National Learner Transport Policy.

6.6.3 The National Household Travel Survey has been finalised and will be used by provinces to determine the extent of the demand of learner transport.

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END