

Education for All (EFA)

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Acronyms

ABET	Adult Basic Education and Training
ASER	Age Specific Enrolment Rate
AsgiSA	Accelerated and Shared Growth Initiative for South Africa
ARV	anti-retroviral
DBE	Department of Basic Education
DFID	Department for International Development (United Kingdom)
DHET	Department of Higher Education and Training
DoE	Department of Education
DSD	Department of Social Development
ECD	Early Childhood Development
EFA	Education for All
ELRC	Education Labour Relations Council
ETDP-SETA	Education Training and Development Practices SETA
FET	Further Education and Training
GER	Gross Enrolment Rate
GET	General Education and Training
GHS	General Household Survey
GPI	Gender Parity Index
HE	Higher Education
HEAIDS	Higher Education AIDS Programme
HESA	Higher Education South Africa
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
MDGs	Millennium Development Goals
MLA	Monitoring Learning Achievement
MTEF	Medium Term Expenditure Framework
NCS	National Curriculum Statement
NC(V)	National Certificate (Vocational)
NEEDU	National Education Evaluation and Development Unit
NEPA	National Education Policy Act, 1996
NER	Net Enrolment Rate
NIP	National Integrated Plan (NIP) for Children and Youth infected and affected with HIV and AIDS
NLRD	National Learners' Records Database
NPO	non-profit organisation
NSC	National Senior Certificate
NSFAS	National Student Financial Aid Scheme
NSNP	National School Nutrition Programme
NYS	National Youth Service

PCTA	Prevention, Care and Treatment Access Project
PIRLS	Progress in International Reading Literacy Study
PALC	Public Adult Learning Centre
REQV	Relative Education Qualification Value
SACMEQ	Southern African Consortium for Monitoring Educational Quality
SAQA	South African Qualifications Authority
SASA	South African Schools Act, 1996
SRSA	Sport and Recreation South Africa
SETA	Sector Education and Training Authority
SGB	School Governing Body
STATS SA	Statistics South Africa
TIMSS	Trends in International Mathematics and Science Study
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNICEF	United Nations Children's Fund

1. INTRODUCTION

1.1 EDUCATION FOR ALL

UNESCO encourages its member states to compile country reports regarding progress made on the six Education for All (EFA) goals adopted by the international community in Dakar in 2000.

This report provides an assessment of the progress made in South Africa towards the achievement of the goals. It also summarises government's policies and programmes aimed at realising the EFA goals and targets. The government aims to ensure that quality education is made accessible to all children, which is their fundamental right, as well as being an indispensable condition for meeting other development targets such as the internationally agreed Millennium Development Goals (MDGs).

The government and people of South Africa are far from satisfied with the level of performance of the education system, especially the quality of services offered to the poorest and most vulnerable members of society. In terms of access to basic education South Africa has done well. In terms of access to meaningful education with quality outcomes, South Africa has done poorly. As a result, improving education services and raising the standards of teachers' and learners' performance are among the highest priorities of the South African government.

1.2 EFA GOALS

Six EFA goals were set out by the Dakar 2000 Framework for Action. These were designed to enable all individuals to realise their right to learn and to fulfil their responsibility to contribute to the development of their societies. The goals are global in nature, and were drawn from the outcomes of regional EFA conferences and international development targets to which countries were already committed. Through a process of consultation with stakeholders and the assistance of the wider international community and EFA follow-up mechanisms, countries were expected to set their own goals, intermediate targets and timelines, within existing or new national education plans (UNESCO, 2000a).

The six EFA goals are:

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

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

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

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

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

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

1.3 MEASURING PROGRESS TOWARD THE EFA GOALS

Data for this report has been gathered from two main sources: the Department of Education's Education Management Information System (EMIS) and from surveys undertaken by Statistics South Africa (Stats SA). Key indicators were calculated from the Department of Education's EMIS Annual School Survey (ASS) and SNAP Survey, and from Stats SA's General Household Surveys (GHS). All data sources have their limitations, and the absolute values obtained from these instruments (particularly the GHS), may be contested. However trends over time provide a fairly reliable assessment of South Africa's progress toward the goals of EFA.

It is common practice internationally to measure progress in the achievement of EFA goals through the use of indicators. Indicators of access, for example, include the Gross Enrolment Rate (GER)¹ and the Age Specific Enrolment Rate (ASER)² while indicators of quality include learning achievements, the learner to educator ratio and educator qualifications. Such measures provide a general sense of the quality of the system of provision, but not the complexities of education as experienced by learners in the classroom.

The report considers each of the six goals in sequence. This has the advantage of simplicity. Some liberties have been taken with the rubrics in order to accommodate important aspects of the South African education scene that might not otherwise be covered. The rubric has been extended to cover such topics as school safety and security, special needs education and HIV/AIDS in education. The document concludes with an overview of progress towards the achievement of each of the EFA goals.

¹ **Gross enrolment rate (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 rate (ASER)** shows the percentage of the population of a specific age enrolled in education, irrespective of the level of education they are enrolled in. *UNESCO Institute of Statistics, undated.*

2. THE SOUTH AFRICAN EDUCATION SYSTEM

2.1 THE RIGHT TO EDUCATION

The Bill of Rights in the South African Constitution (RSA, 1996a) stipulates that “everyone has the right to a basic education, including adult basic education; and further education, which the State, through reasonable measures, must make progressively available and accessible”. While significant progress has been made towards the fulfilment of these rights, the government is far from satisfied with the current situation and is committed to extend access to education for all children and adults, and to make every effort to improve the quality of learning.

In terms of the South African Schools Act (RSA, 1996b), education for learners is compulsory for children turning seven until the age of 15 or Grade 9. Although education is not compulsory for learners beyond Grade 9, no learner who wishes to continue to Grade 12 is denied access to schooling. Government has also targeted the enrolment of all 5 year old children in Grade R (the reception year) by 2014.

2.2 GOVERNANCE AND ORGANISATION

2.2.1 National and provincial levels

Since the advent of democracy in 1994, educational law and policy have been steered by the national Department of Education. The Constitution provides that the national government has exclusive responsibility for tertiary education, whereas responsibility for all other education is a concurrent responsibility of the national government and nine provincial governments. Under this constitutional scheme, schools, adult learning centres and further education and training colleges have been administered by provincial education departments in terms of national policy and legislation, supplemented by provincial policies and laws.

Following general elections in April 2009 the organisation and administration of the education system is undergoing its first major alteration since 1994. The restructuring is being undertaken to ensure that balanced attention is given to improving access and quality in all sub-systems of the education and training system, and in particular to raise the poor learning performance levels in schools and attend to major priority skills needs in the economy, which are two of the most complex and intractable legacies of South Africa’s troubled history of racial injustice and oppression.

The new government has established two new ministries to govern the education and training sector: the Ministry of Basic Education and the Ministry of Higher Education and Training. The new Department of Basic Education (DBE) is responsible for the school system and adult literacy, formerly managed by the Department of Education. The new Department of Higher Education and Training (DHET) is responsible for higher education institutions (HEIs), further education and training (FET) colleges and adult learning centres which were previously under the Department of Education. It is also responsible for the system of workforce skills development, including the National Skills Authority, the Sector Education and Training Authorities (SETAs), trade testing centres and skills development

institutes that had previously been developed and managed by the Department of Labour. DHET therefore considers its mandate to cover all post-school education and training.

At the time of reporting the reorganisation and review of policies by the new departments is under way. The constitutional and legislative framework of education and training is being reviewed in the light of the new departmental arrangements and mandates. The Department of Basic Education has the government's mandate to raise the quality of school provision and outcomes in the provincial education systems. Adult education and further education and training colleges are viewed as national competences which, like universities, must be managed in future by the new Ministry of Higher Education and Training which has responsibility for post school education and training.

2.2.2 School governing bodies

One of the key approaches to the restructuring of the education system and of promoting social change in South Africa has been school-level decentralisation.

The South African Schools Act, 1996 (SASA) adopted a model of school governance that devolved significant powers to School Governing Bodies (SGBs). These are juristic persons and representative bodies, with parent representatives in the majority. SASA prescribes a basic set of functions for SGBs, and they may apply to their provincial department for more. They are expected to define the school's mission and oversee its performance on behalf of the parent and school communities, but may not intervene in matters of school management for which the principal is accountable to the provincial education department.

SGBs represent a major element in the maturing of South Africa's democratic institutions. Many SGBs struggle to define their roles, but many others are models of good governance and support. In general, SGBs have become an indispensable part of the South African school environment and vital collaborators in the task of improving learning and teaching. Several regional and national SGB associations provide information services to their members and engage the departments of education as stakeholders in all aspects of school education.

2.3 EXPENDITURE ON EDUCATION AND TRAINING

Education has clearly been a government priority during the period under review. Between 2005/06 and 2008/09, government spending on education as a percentage of total government expenditure averaged 17.7%. In the State of the Nation Address to Parliament in June 2009, the President of South Africa, Mr Jacob Zuma, reaffirmed education as a key priority of the new government. By 2011/12, spending on education is projected to take up 18.2% of total government expenditure, which is the largest single slice of government spending. This is considered especially appropriate in a developing country like South Africa where there is a pressing need for improving education quality and supplying skills to drive the country's economic growth and broader development (National Treasury, 2009).

Although education budgets are increasing at an annual rate of 10% (OECD, 2008) total education expenditure amounting to of 5.5% of GDP in 2008/09, and an estimated 5.7%

over the medium term is still below the 6% benchmark that the Organisation for Economic Cooperation and Development (OECD) recommends for optimal growth and development.

Although the investment in education has resulted in greatly improved access to education in South Africa over the past 15 years, it has not delivered improvement in outcomes. South Africa's poor performance in national and international studies of learner achievement shows that, despite the notable improvement in access, much still needs to be done to improve quality in education. The President's 2009 State of the Nation address recognised this, highlighting areas that need particular attention over the next five years. These include: ECD and Grade R, school infrastructure, school management and skills development. Retention of learners in schools and improving access and funding for poor learners in further and higher education have also been emphasised in recent government statements. Achieving these goals will require sustained investment in all areas of the education and skills system, by public and private sources (National Treasury, 2009).

3. GOAL 1: EARLY CHILDHOOD CARE AND EDUCATION

3.1 BACKGROUND

In South Africa, early childhood development is an umbrella term that applies to the process through which children from birth to at least nine years of age grow and thrive

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

physically, mentally, spiritually, emotionally, morally and socially (DoE, 2001). Parents, communities, non-governmental organisations and government departments each have a role to play and collaboration is therefore of utmost importance.

The passage of the Children's Act, 2005 (Act 38 of 2005) was a landmark in the defence and support of children's fundamental rights. During 2009 the Department of Social Development finalised the development of regulations under the Act, including national norms and standards. The Children's Act places an obligation on the state to provide partial care (crèche) and ECD programmes, among other care and protection services. An inter-sectoral national policy framework, implementation plan and monitoring and evaluation framework have been developed to support the implementation of the Act. When fully implemented, the Children's Act is expected to enhance the realisation of the constitutional rights of all children in South Africa, especially those who are vulnerable because of adverse social or family circumstances (Department of Social Development, 2009).

Comprehensive early childhood care and education in South Africa includes a variety of health, social services and education programmes, brought together in a National Integrated Plan for ECD. The plan includes primary health care services, birth registration, child support grants, and early stimulation offered at home, in community programmes, or at ECD centres. The Department of Social Development coordinates the activities of the three partner departments (Social Development, Health and Education), and reports to the Presidency monthly through the Human Development and Security clusters.

The Department of Education describes its own role as follows:

Expanding access to early childhood development, particularly for children in rural, farming and other marginalised communities. Programmes of critical importance in this area will include working towards ensuring a reception year in all schools with a Foundation Phase and, in collaboration with the Departments of Social Development and Health, establishing integrated ECD sites in the most marginalised communities (DoE, 2006).

The integrated plan includes the development of national Early Learning Standards, the training of ECD practitioners (which is part of government's employment-creating Expanded Public Works Programme) and the development of national norms and standards for Grade R (Reception year) funding.

The Children's Act requires all state departments to "take reasonable measures to the maximum extent of their available resources" to realise the objects of the Act. Under South Africa's constitutional scheme this financial responsibility falls largely on the provincial departments of Social Development, Health and Education. A recent study draws attention to the significant gap between the funds required to achieve the objects of the Act and the

funds actually allocated to provincial Departments of Social Development through the budget process (Budlender and Proudlock, 2009; see also Biersteker et al., 2008).

3.2 PARTICIPATION OF 0 -4 YEAR OLD CHILDREN IN EDUCATION

Partly because ECD is the responsibility of several government departments, and because the lines between formal and informal provision are not well drawn, it is difficult to obtain reliable data on the many private and community-based centres that provide ECD for 0-4 year olds. In March 2009, 646 491 children were enrolled in 13 736 registered ECD centres, according to Department of Social Development statistics. ECD provision for almost two-thirds of the children was supported by per capita subsidy payments of R9-R12 (Department of Social Development, 2009). Most per capita subsidies are paid to non-profit organisations (NPOs) that provide ECD services.

The Children's Institute at the University of Cape Town has published a budget analysis of support for children's programmes including ECD. The authors report moves by provincial Departments of Social Development to increase or standardise subsidies to NPOs in respect of ECD. The 2009 provincial reports show some increases but reveal continuing disparities across provinces. The authors observe that the practice of per capita subsidy funding ignores the need for greater recognition and support of non-centre-based ECD programmes that have the potential to reach many more vulnerable children (Budlender and Proudlock, 2009).

Despite welcome increases in partial care (crèches) and ECD provision, the proportion of infants and young children attending such facilities is still very low and varies considerably across provinces. Table 1, drawn from Stats SA's 2007 General Household Survey (GHS) provides some indication of the extent of coverage by province for children aged 0-4.

Table 1: Percentage of 0-4 year old children attending education institutions by Province, 2002-2007

Province	2002	2003	2004	2005	2006	2007
Eastern Cape	9.3	14.2	12.5	17.5	18.8	18.6
Free State	6.8	11.3	11.8	20.4	20.2	21.2
Gauteng	11.9	18.8	18.3	21.7	28.4	24.0
KwaZulu-Natal	4.9	8.1	7.3	7.2	7.9	10.4
Limpopo	5.3	10.1	11.8	13.4	17.6	15.5
Mpumalanga	5.2	8.4	13.1	11.3	13.5	12.4
North West	6.7	11.1	8.9	11.8	8.3	15.6
Northern Cape	3.4	5.1	4.1	9.0	8.6	14.2
Western Cape	10.3	14.1	14.3	19.1	16.0	14.1
National	7.5	12.1	12.0	14.8	16.6	16.5

Source: Statistics South Africa, General Household Survey, 2002-2007.

This table reports attendance of 0-4 year old children in any type of education facility, not necessarily registered ECD centres. It shows that only one out of 6 South African children aged 0-4 attended an education institution in 2007, with attendance varying between one in four in Gauteng and one in ten in KwaZulu-Natal. Nevertheless, the generally upward trend since 2002 is encouraging.

3.3 PARTICIPATION OF 5 YEAR OLD CHILDREN IN EDUCATION

According to the General Household Survey (Statistics South Africa, 2008), the percentage of 5-year olds attending education institutions increased from 40% in 2002 to 63% in 2008 (see Table 2). These figures include children in school-based as well as non-school education programmes.

This significant growth is undoubtedly the result of government's prioritisation of the Reception year programme.

Table 2: Percentage of 5-year olds attending education institutions between 2002 and 2008

	2002	2003	2004	2005	2006	2007	2008
% of 5 yr olds attending education institution	40.0	49.4	53.7	59.6	62.1	60.4	63.3
Gender Parity Index	1.00	0.88	1.02	0.98	0.87	0.93	1.13

Source: Statistics South Africa, General Household Survey 2002-2008.

The Gender Parity Index data in Table 2 confirm that South African parents enrol girls and boys without distinction in ECD and Grade R programmes.

3.4 PARTICIPATION IN GRADE R

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 by 2010. The Department has prioritised the expansion of Grade R provision in public schools for children aged 5 turning 6. Enrolment has increased rapidly in the past decade, but unevenly across provinces. The Department of Education was compelled to acknowledge that resource shortages would prevent the achievement of the goal, and in June 2009 President Jacob Zuma announced the extension of the target date to 2014. When the target has been achieved, it is envisaged that private providers will concentrate their energies on ECD for children from birth to four years of age.

Table 3 shows that between 1999 and 2009, Grade R enrolment in schools more than quadrupled between 1999 and 2009. Boys and girls are equally represented.

Table 3: Enrolment in Grade R and Gross Enrolment Rates for Grade R in ordinary schools, 1999-2009

Year	Females	Males	Total	GER (Female)	GER (Male)	Total GER
1999	78 574	77 718	156 292	15.3	15	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	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	48.9	48.9
2008	271 113	272 686	543799	49.9	50.1	50.0
2009	308 628	311 595	620 223	49.8	50.2	50.0

Source: Department of Education 2001c, 2002, 2003a, 2004, 2005a, 2005b, 2006a, 2006b, 2007, 2009a, 2009b and Mid-Year Population Estimates.

Table 4 shows the gross enrolment rates for Grade R in ordinary schools, by province. The high figures for Eastern Cape and Limpopo provinces, whose populations are overwhelming rural, are particularly striking, whereas the low figures for Gauteng, Western Cape and Free State, provinces which generally score well on most education indices, are somewhat surprising.

Table 4: GER in Grade R in ordinary schools Province, 2002-2009

Province	2002	2003	2004	2005	2006	2007	2008	2009
Eastern Cape	13.9	30.3	48.3	70.1	72.9	77.9	94.4	107.4
Free State	28.1	26.7	27.1	30.6	30.7	38.0	39.8	39.0
Gauteng	18.3	19.8	21.0	24.1	23.3	28.0	26.9	34.0
KwaZulu-Natal	30.7	32.6	31.9	35.1	35.7	53.8	57.5	66.1
Limpopo	63.6	65.0	66.9	75.7	78.1	75.7	78.2	81.5
Mpumalanga	14.3	16.4	28.2	17.0	17.1	40.8	47.4	57.9
North West	13.0	17.8	23.1	40.0	39.9	66.0	38.4	46.5
North Cape	5.4	7.8	8.3	9.3	9.2	11.9	29.8	40.8
Western Cape	33.2	36.3	35.7	35.7	34.9	33.2	29.1	36.5
National	27.2	31.2	35.2	40.3	40.5	48.8	51.9	60.3

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

3.5 FURTHER EXPANSION OF GRADE R

It is evident from the above tables that the expansion of access to ECD programmes has shown encouraging progress. This growth is set to continue. The DoE plans to build 1 300 Grade R facilities over the next three years in public schools, at a cost of R550 000 per classroom. The proposed budget for this exercise is estimated at R850 million (DoE, 2008b). Government's prioritisation of early childhood development is reflected in public expenditure on this programme, which is projected to grow strongly over the medium term at an average annual rate of 46.6%, increasing from R440 million in 2005/06 to R3,6 billion by 2011/12, after growing by 37.4% between 2005/06 and 2008/09 (National Treasury, 2009). The combination of the provision of public, private and subsidised Grade R programmes is intended to ensure that almost all 5 to 6 year old children have access to Grade R programmes by 2014.

Enhancing the status and recognition of ECD practitioners and teachers is still a major challenge since current legislation does not permit the registration of ECD practitioners as professional educators. This matter is being taken up in the integrated national plan for

teacher education which is currently in preparation following the Teacher Development Summit in September 2009.

4. GOAL 2: ACCESS TO PRIMARY EDUCATION

4.1 SCALE OF SCHOOL PROVISION

The current scope of school education is indicated by the following summary data. Nearly 12 million learners were enrolled in 24 693 public ordinary schools and were taught by 386 587 educators in 2009 (DoE, 2009b). The national learner: educator ratio in public ordinary schools (including state-paid as well SGB paid educators) was 30.6:1. This figure

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

conceals wide differences. In schools where parents are able to afford high school fees additional teachers are hired by school governing bodies in order to keep learner educator ratios low. By contrast, schools in poor communities tend to have learner: educator ratios in excess of the national average.

In 2009, 386 098 learners attended 1 174 independent schools, and were taught by 24 557 educators (DoE, 2009b). The average learner to educator ratio in independent schools is much lower than that for public ordinary schools, ranging from approximately 12:1 in Western Cape Province to 20:1 in the Eastern Cape and Limpopo Provinces.

4.2 PARTICIPATION RATES IN PRIMARY EDUCATION

In South Africa primary education spans Grades 1 to 7, which corresponds to the provision of educational opportunities for children aged 7 to 13 years, which is taken as the official nominal primary school age range. However, education legislation permits six-year olds to enrol in Grade 1, which implies that some 13 year olds are likely to be enrolled in grade 8.

It is therefore more appropriate in the South African context to measure access to primary school using the age specific enrolment Rate (ASER). This indicator provides information on the participation of 7 to 13 year old children in education institutions.

4.2.1 Participation of 7-13 year olds in primary education

According to the General Household Survey (GHS) 98% of 7-13 year old children had access to education in 2008, a marginal increase of just over 1% since 2002 (see Table 5). Thus all but 2% of the age group have access to primary education. The gender parity index indicates that equitable access of boys and girls has effectively been achieved.

Table 5: Participation of 7-13 year olds in education institutions by gender, between 2002 and 2008

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

Source: Statistics South Africa, General Household Survey, 2002-2008

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

Parents are required by law to ensure that their children attend school from the first school day of the year they turn seven until the last school day of the year they turn 15, or the end of the ninth grade, whichever occurs first. According to the General Household Survey (2008), the South African education system made education accessible to a very high proportion of the 7-15 year old population between 2002 and 2008. The participation rate increased from 96.3% in 2002 to 97.9% in 2008.

The same GHS reports that the number of 7-15 year olds out of school decreased from over 300 000 in 2002 to less than 200 000 in 2007. However, Stats SA's 2007 Community Survey reported 405 000 7-15 year old children out of school. This is a worrying statistic. Although the South African Schools Act, 1996 (Act 84 of 1996) requires parents to enrol their children for the duration of the compulsory attendance period, provincial departments of education and social development do not have well developed systems for following up defaulters and ensuring compliance. It is also the case that a significant proportion of out of school children are likely to be homeless orphans who survive on the margins of society.

Many of the factors that affect school access and attendance lie outside the direct influence of the school. In an analysis of evidence from Stats SA's 2007 Community Survey, Fleisch et al. (2009) observe that "poverty and school fees are unlikely to be a sufficient explanation" of why children are not in school. They propose five other inter-related factors contributing to children's vulnerability:

- Disability
- Living apart from biological parents, or themselves being heads of the households
- Living in households that are eligible for social grants but not receiving them
- Being orphaned
- Living on farms and in small towns in the Southern Cape and central Karoo

Such children live "on the margins of society" and "on the fringes of households", "at the complex intersection of poverty and social exclusion" and require multi-faceted intervention by state and community agencies.

Dieltiens and Mary-Gibert's (2009) analysis of evidence from the Barriers to Education Project concludes that relative poverty (the damaging psychological effects of social inequality) and poor quality schooling are also important factors in influencing adolescent learners' willingness to persevere with school attendance.

4.2.3 Gross enrolment rate in primary education

The Gross Enrolment Rate (GER) is a commonly used indicator to measure access to primary education. For present purposes the GER relates the number of children enrolled in primary education to the age-appropriate population of children aged 7-13 years. An advantage of this indicator is that it reflects the dimensions of over- and under-age enrolment in schools.

Table 6: Gross enrolment Rate in primary schools by province, 2002-2008

Province	2002	2003	2004	2005	2006	2007	2008
Eastern Cape	117	118	114	120	116	120	119
Free State	102	99	94	91	92	91	90
Gauteng	101	100	104	99	99	90	87
KwaZulu-Natal	106	104	105	104	101	100	99
Limpopo	101	99	101	102	99	102	101
Mpumalanga	105	101	105	104	109	102	102
North West	101	98	99	92	97	91	94
Northern Cape	108	111	101	96	96	91	93
Western Cape	99	97	102	97	95	85	84
National	105	104	104	103	102	99	98

Source: DoE, Education Statistics in South Africa 2002-2007; DoE, School Realities, 2008.

Table 6 shows that the GER in primary schools (Grades 1-7) declined substantially between 2002 and 2008. The figure of 105% in 2002 possibly reflects under and over-age enrolment in Grade 1 and significant repetition. The GER of 98% in 2008 is probably a reasonably accurate reflection of the participation of appropriately aged children in primary grades, since the steady decline of the GER between 2002 and 2008 most likely reflects the successful implementation of admissions policy and age-grade norms from 2000 onwards. However, the significant provincial variation shown in Table 6 requires further investigation.

4.3 LANGUAGE OF LEARNING AND TEACHING (LOLT)

Language is a vital aspect of access to meaningful education, especially in early learning and in the Foundation Phase of primary schools. The acquisition of knowledge and the development of cognitive, affective and social skills occur primarily through a linguistic communication process, between learner, educator and learning materials. This linguistic communication is a high-level process presupposing abstract, objective and symbolic thought. Therefore, considerable language proficiency is required if learners are to realise their individual potential fully.

The South African Constitution (RSA, 1996a) provides for the right of children to receive education in the language of their choice where it is reasonably practicable.

The Department of Education's 1997 Language-in-Education Policy (LIEP) encourages learners to learn more than one language. It also encourages them to use the language that they best understand as the language of learning and teaching. The policy was conceived as an integral and necessary aspect of government's strategy of building a non-racial nation in South Africa. It is meant to facilitate communication across the barriers of colour, language and region, while at the same time creating an environment in which respect for languages other than one's own would be encouraged.

In terms of the 1997 LIEP each learner must, upon registration at a school, indicate the preferred language of learning and teaching. Any of South Africa's 11 languages may be indicated as the language of learning and teaching in a public school. Where there are more

than 30 children requesting a particular language, the school must make an effort to offer tuition in that language.

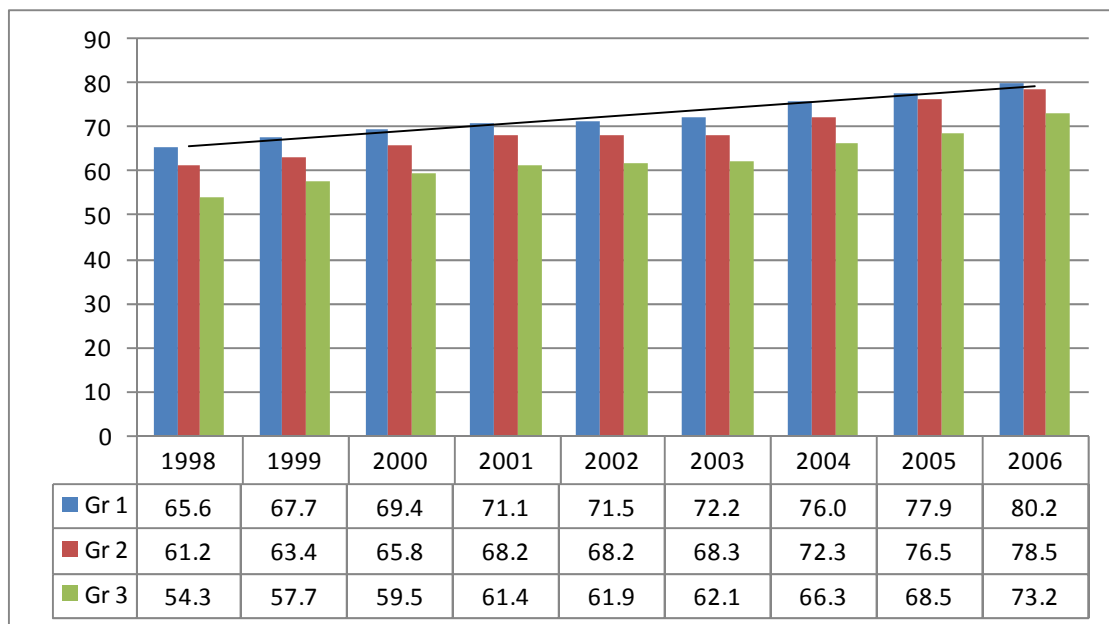
It is internationally recognised that learning through the home language during the first years of formal schooling ensures a solid foundation for future learning, as well as the acquisition of new or other languages (DoE, 2009c).

The South African Schools Act, 1996 empowers School Governing Bodies (SGBs) to decide on the language of learning and teaching to be used in schools. The language/s selected usually depends on the preference of the majority of learners in the school and the ability of the school to teach in the preferred language.

Information provided by school principals in the Department’s Annual School Survey points to a sizeable increase in the correspondence between the home language of learners and the language of teaching and learning, particularly in grades 1 to 3 (DoE, 2009c).

In Grades 1, 2 and 3 respectively the percentage of learners taught in their home language increased from 66%, 61% and 54% respectively in 1998 to 80%, 73% and 73% in 2006 (Figure 1).

Figure 1: Percentage of learners being taught in their home language from Grade 1 to 3, 1998-2006



Source: DoE, Language of Learning and Teaching (LOLT) Study, 2009.

4.4 FEE-FREE EDUCATION

Goal 1 of EFA calls for governments to provide access to free and compulsory primary education. While the South African Schools Act, 1996 (Act 84 of 1996) provides for compulsory attendance, school education is not free for all children.

When the racially segregated and highly unequal school systems of the apartheid regime were unified under the South African Schools Act in 1996 the government introduced a number of measures to promote equity in the system, including steeply progressive school funding norms that favoured public schools in poor communities and by implication required parents in more affluent school communities to supplement the state's provision. The nation's public schools were divided in quintiles based on an index reflecting the socio-economic characteristics of their surrounding communities, and non-personnel school funding was allocated accordingly.

The Act provide that each public school governing body (SGB) must present an annual budget to a general meeting of parents and seek their approval for raising revenue, including fee charges. In keeping with the country's massive differences in personal incomes between the poorest and most affluent school communities, parent bodies have approved fees that range from less than R100 per annum to as much as R15 000 per annum. The Act required that every SGB must grant fee exemption or partial exemption to a parent whose household income is below a prescribed level. A school may not refuse to admit a child on grounds of a parent's failure or inability to pay the fees.

These provisions were designed to mitigate the effects of South Africa's divided and grossly unequal legacy of school provision while recognising the reality of parents' income inequality. They have provided a measure of protection for poor parents but they have been correctly criticised on a number of grounds, including administrative complexity and inequitable application. The unanswerable criticism is that the Act's funding provisions are contrary to international conventions (to which South Africa is a party) requiring states to provide free and compulsory primary education. In this respect they are contrary to EFA Goal 2 (Lubisi, 2008; Motala et al., 2007).

In 2007, the government adopted a policy of "no fee" schools (DoE, 2003b). The aim of this policy is progressively to give effect to the constitutional imperative of the right to a basic education. It is a policy and budgetary response to the need to make education truly accessible by removing fees as a barrier. The South African Schools Act has been amended accordingly and schools in the lowest two quintiles have been declared "no fee" schools. In compensation, Government subsidises the schools' loss of fee income (see Table 7). The government is committed to extend the proportion of learners in "no fee" schools from 40% (Quintiles 1 and 2) to 60% (Quintiles 1-3) over the next Medium Term Expenditure Framework (MTEF) cycle. The Department of Education has also secured funding in the MTEF to compensate schools in the higher quintiles that provide fee exemptions for learners whose parents cannot afford to pay (DoE, 2008b).

In 2009, 55.2% of public schools covering 41.8 per cent of learners were classified as no-fee schools.

Table 7: Number of “no fee” school learners and budget allocation by province, 2009

Province	No. of Learners In No Fee Schools	No. of No Fee Schools	Per Learner Allocation Q1	Per Learner Allocation Q2	Total Spend On No Fee Learners (Q1 & Q2)	Voluntary Q3 No Fee Schools In PEDs	Voluntary Q3 No Fee Learners In PEDs	Per Learner Allocation Q3
EC	1,158,053	3,725	807	740	2,887,699	1,116	398,715	605
FS	502,674	1,202	807	740	956,733	184	138,468	605
GP	391,378	443	807	807	357,501	577	430,766	807
KZN	1,139,592	3,174	807	740	2,473,645	-	-	605
LP	1,106,681	2,836	807	740	2,206,175	944	467,462	605
MP	420,395	952	807	740	734,496	-	274,870	605
NC	143,160	395	807	740	308,849	95	-	740
NW	296,468	895	807	740	703,706	-	-	706
WC	136,109	407	807	740	320,208	249	213,058	605
Total	5,294,510	14,029	807	747	10,949,012	3,165	1,923,339	653.67

Source: DoE, 2008.

The Department intends to evaluate the impact of the no-fee schools policy in order to counter any unintended or perverse consequences for parents or for children’s access to meaningful learning in school.

While advances have been made towards EFA goal 2, it must be acknowledged that South Africa is still some distance from achieving free and compulsory primary education for all. The government is committed to the progressive achievement of free education not only at primary schools but well beyond, and it will continue to grapple with the fiscal, administrative and social implications of this goal.

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

5.1 ACCESS TO SECONDARY EDUCATION

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

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

5.1.1 Enrolment of 14-18 year old children in education institutions

General Household Survey data show that participation of 14-18 year olds in education institutions increased slightly from 88% in 2002 to 89% in 2008, with a slightly lower percentage of females than males (see Table 8). A very high proportion of these children are likely to have been enrolled in schools; the remainder are likely to have been enrolled in public further education and training colleges, private colleges or higher education institutions. Learner dropout as well as the fact that some learners complete school earlier than the specified age probably account for the estimated 11% of learners who were not attending an education institution in 2008. The government intends to ensure 100% access to education by this age group.

Table 8: Enrolment of 14-18 year olds in education institutions, 2002-2008

	2002	2003	2004	2005	2006	2007	2008
14-18 year old females (%)	85.9	86.5	87.2	86.6	87.1	88.8	88.7
14-18 year old males (%)	89.3	89.5	89.9	90.0	88.9	90.0	89.6
Total (%)	87.7	88.1	88.6	88.4	88.1	89.4	89.2

Source: Statistics South Africa, General Household Survey 2002-2008.

5.1.2 Gross Enrolment Rate (GER) in secondary levels

The gross enrolment rate in secondary education relates the number of children enrolled in Grades 8 to 12 to the 14 to 18 year old population (see Table 9 below). This data covers ordinary secondary schools only, and excludes enrolment of students in the same age group who were receiving a Grade 12-equivalent education in FET colleges, an option that expanded considerably in the late 1990s and early 2000s. The favourable upward trend from 2002 to 2006 appears to have suffered a sharp reverse in 2007 to 2009. The apparent 6% decline in secondary GER between 2006 and 2009 seems implausible and is being investigated by the Department.

Table 9 shows relatively low secondary GER figures in the W. Cape and E. Cape.

Table 9: Secondary Gross Enrolment Rate (GER), 2002-2009

Province	2002	2003	2004	2005	2006	2007	2008	2009
Eastern Cape	72	72	72	72	75	78	75	74.8
Free State	83	81	83	85	87	87	85	81.4
Gauteng	81	81	97	101	101	90	88	88.9
KwaZulu-Natal	81	80	91	90	91	88	83	87.3
Limpopo	91	90	100	100	102	107	102	100.9
Mpumalanga	88	87	97	94	103	97	95	93.1
North West	83	82	88	81	89	81	81	76.1
North Cape	76	79	82	85	85	79	76	80.8
Western Cape	72	71	86	87	86	74	71	72.1
National Average	81	80	89	89	91	88	85	85.3

Source: DoE, Education Statistics in South Africa 2002-2007; DoE, School Realities, 2008.

Although participation rates in primary and secondary schools are fairly high, relative to many other middle income countries, critics have pointed to the limits of using participation rates as a measure of real education access. Pendlebury et al. (2009) for example, observe that participation rates do not provide any information on how often children attend school. Nor do they tell us much about the quality of education received by children. They point out that “inadequate educator preparations, shortages of textbooks and other materials, language barriers and inadequate or poorly focused learning time all hinder meaningful access to education”.

The complex interaction of personal, family, social and school barriers affecting young people’s meaningful access to school is summarised by Motala et al.(2007, p. 96), but they emphasise the immense importance parents give to education:

Many parents, themselves of meagre means and even more miserable schooling, are so keen on education for their children that they are prepared to foster them to relatives in order to improve their chances of accessing school. Withdrawing learners from basic education appears to be a measure of last resort – even in the context of HIV/AIDS. Given the generally positive culture of school-going in South Africa, the poor quality of schools is a haunting worry.

5.2 FURTHER EDUCATION AND TRAINING COLLEGES

The FET college system is a vital resource in meeting the skilled labour demands of an increasingly competitive global economy. The recapitalisation of the FET colleges has included measures that have significantly changed the FET landscape. Among them is the merger of 152 technical colleges into 50 multi-campus FET colleges. Currently there are 237 sites of programme delivery.

The recapitalisation of the FET college sector began in 2005/06 with the introduction of the FET college recapitalisation conditional grants to PEDs. An amount of R2 billion was allocated to the 50 FET colleges across the country. In 2005/06, R50 million was allocated for the development of project plans. A further R470 million, R595 million and R795 million for the subsequent years up to 2008/09 was allocated for the actual refurbishment, equipping and upgrading of the facilities and lecturers’ qualifications, to

enable FET colleges to deliver the new programmes. The programme is further supported by a bursary scheme administered by the National Student Financial Aid Scheme (National Treasury, 2009).

Recapitalisation and reorganisation was accompanied by the phasing out and eventual replacement of national technical education (NATED) courses with the new national curriculum (vocational) (NC(V)) qualification. The NATED courses are viewed as outdated and inappropriate for producing the skills that the South African economy currently requires. As the NC(V) is a qualification equivalent to the National Senior Certificate, it is an alternative school leaving qualification. It also affords an opportunity for matriculants to pursue intermediate level vocational education, with the possibility of accessing higher education institutions. It has 14 new vocational programmes that have been designed in consultation with business and labour to ensure that the sector is responsive to the general needs of industry and the overarching goals of achieving accelerated growth. These include programmes for engineering, business, tourism and hospitality, IT and agriculture (National Treasury, 2009).

There is an expectation that the NC(V) will produce graduates who are better equipped to match the skills needed by the country's growing economy. However, student performance in these programmes in 2007 was very poor. Of the 25 000 students enrolled in 2007, 38% dropped out before completing the year and only 23% of the remainder passed all their subjects. This is a major concern because of the apparent unpreparedness of the students and the prevailing pressure to meet the nation's skills requirements.

The new FET vocational qualification was first introduced in 2007, thus the results may partly reflect teething problems. It may therefore be too early to draw conclusions about whether the recapitalisation of FET colleges and the introduction of the new curriculum will deliver on the government's expectations. Two key indicators of the success of the new programmes would be the fit between the qualifying students and the available jobs, and their preparedness to do the jobs for which they are employed. A proper assessment can therefore only be made after 2009, when the first NC(V) cohort qualifies (National Treasury, 2009).

The enrolment of learners in FET colleges declined significantly between 2005 and 2007 (Table 10). Taken together with the numbers of learners leaving school in the senior secondary grades this represents a particularly worrying phenomenon, especially given the country's massive skills needs, the relatively sparse alternative education or skills pathways available to young people, and the high levels of youth unemployment.

Table 10: Number of learners, educators and institutions in public FET colleges, by province, 2005 – 2007

Provinces	EC	FS	GP	KZN	LP	MP	NW	NC	WC	National	
2005	Learners	24 500	21 315	123 216	65 073	37 071	24 067	28 240	4 917	49 185	377 584
	Educators	726	524	1 866	1 095	555	265	379	168	329	6 407
	Institutions	8	4	8	9	7	3	3	2	6	50
2006	Learners	30 129	14 661	130 388	65 073	22 908	33 778	17 743	8 959	37 547	361 186
	Educators	890	510	1 752	1 095	619	685	397	141	1 007	7 096
	Institutions	8	3	9	9	7	3	3	2	6	50
2007	Learners	20 173	14 224	94 434	77 431	17 037	36 463	14 318	10 666	35 933	320 679
	Educators	837	400	1 927	579	524	712	323	186	499	5 987
	Institutions	8	3	9	9	7	3	3	2	6	50

Source: DoE, Education Statistics in South Africa, 2007.

The government expects the new Ministry of Higher Education and Training to address and reverse this negative trend.

5.3 YOUTH SKILLS DEVELOPMENT

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

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

The UYF was established in January 2001 with the R855 million generated from the demutualisation of Sanlam and Old Mutual insurance companies. The UYF's mandate was to create a platform for skills development and job creation for the South African youth between the ages of 18 and 35 years, and to provide entrepreneurship support for women of all ages. The UYF made strategic investments that facilitated opportunities for young people to acquire skills, access job opportunities and pursue meaningful self-employment opportunities through various enterprise initiatives. It executed its mandate by focusing on three programmatic areas. These are: information provision, skills development and transfer and entrepreneurship programmes. Some of UYF's achievements include:

- Being an innovative youth development agency in terms of its breadth of products and services, its holistic approach to addressing the needs of young people covering information and counselling, skills development and entrepreneurship.
- Training over 250 000 young people.

- Recruiting over 6 000 volunteers for the 2009 FIFA Confederations Cup football tournament hosted by South Africa.
- Supporting over 110 000 youth entrepreneurs including advancing R637 million Enterprise Finance (loans and investments) and Business Development Support Services valued at R300 million through the Business Consultancy Services Voucher Programme.
- Leveraging approximately R2 billion from the private sector including R240 million from First National Bank, R100 million from Old Mutual, R25 million from Business Partners; and from the public sector including the Expanded Public Works Programme under the Department of Public Works and various Sector Education and Training Authorities (SETAs).
- Creating a network of 121 Youth Advisory Centres visited by over 2.1 million youth.
- Being the first and only development funding institution in South Africa to receive ISO 9001:2000 certification.
- Creating over 126 000 jobs (The Teacher, 2009).

6. GOAL 4: ADULT LITERACY

6.1 MEASURING LITERACY

The measurement of adult illiteracy is notoriously difficult, so it is commonly done using proxy measures. No formal education is taken as a proxy measure for total illiteracy, while

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

the proxy measure for functional literacy is the completion of primary school which in South Africa is the attainment of a Grade 7 level of education. This report relies on data provided by Statistics South Africa's General Household Survey for assessing literacy rates, but in future account must be taken of the new data produced by the national Kha Ri Gude Adult Literacy Campaign which is described below.

Table 11 indicates that in 2008, 8.7% of the adult population (people aged 20 and above) was totally illiterate (that is, had received no education at all) and 13.7% of the adult population was, to varying degrees, functionally illiterate, as they had dropped out of school before completing Grade 7. This translates to 6.2 million adults that were either totally or functionally illiterate in 2008.

Table 11: Number and proportion of the population aged 20 and over by level of education, 1995-2008

Year		No schooling	Some primary schooling	Completed Grade 7 and higher	Total
1995	Number ('000)	2 864	3 789	15 219	21 872
	% of total	13.1	17.3	69.6	100
1997	Number ('000)	3 196	3 822	15 813	22 831
	% of total	14.0	16.7	69.3	100
1998	Number ('000)	3 261	3 973	15 880	23 114
	% of total	14.1	17.2	68.7	100
1999	Number ('000)	2 792	4 410	16 068	23 271
	% of total	12.0	19.0	69.0	100
2002	Number ('000)	3 016	4 487	18 140	25 643
	% of total	11.8	17.5	70.7	100
2003	Number ('000)	2 958	4 262	19 110	26 330
	% of total	11.2	16.2	72.6	100
2004	Number ('000)	2 820	4 178	19 215	26 213
	% of total	10.8	15.9	73.3	100
2005	Number ('000)	2 774	4 091	19 732	26 597
	% of total	10.4	15.4	74.2	100
2006	Number ('000)	2 816	3 921	20 201	26 938
	% of total	10.5	14.6	75.0	100
2007	Number ('000)	2 542	4 002	20 856	28 165
	% of total	9.0	14.2	74.1	100
2008	Number ('000)	2 417	3 828	21 360	27 862
	% of total	8.7	13.7	76.7	100

Source: Statistics South Africa, General Household Survey, 2007- 2008.

Note: Excludes unspecified or 'other' educational level.

As Table 11 shows the proportion of functionally literate adults increased from 70% in 1995 to 77% in 2008, and the proportion of totally illiterate adults decreased from 13% in 1995 to 9% in 2008. These trends represent the combined effects of mortality among older illiterates and improved school access and retention in the younger generations.

6.2 ADULT EDUCATION INITIATIVES

The history of adult education in South Africa, as with school education, has been disfigured by racial discrimination and strongly impacted by the struggle against injustice and the denial of life chances to the black majority. Work in adult education, in particular, has been sustained over the years by faith-based and community effort and the labours of non-governmental organisations, often working in defiance of rather than supported by the laws of the land. Educational opportunity was strongly linked to the struggle for the basic rights and liberties of citizenship. (Aitchison, 1993)

The achievement of democracy in 1994 heralded a new beginning for adult education. Adult basic education is enshrined as a fundamental right in the South African Constitution (RSA, 1996) and the DoE is tasked with ensuring the development of policy instruments and programmes to realise this right. The Department of Education has attempted to address its obligation through Adult Basic Education and Training (ABET) programmes and, more recently, its national Kha Ri Gude Mass Literacy Campaign. Advocacy initiatives such as National Adult Learners Week and International Literacy Day, are celebrated in September, recognising and honouring the achievements of learners and their educators.

Public provision of ABET has not received adequate budgetary or policy support in the face of the immense demands on government by the school system, the FET colleges and universities. Uptake and throughput of learners has been disappointing. The model of public adult education provision and regulation is again under serious review as part of the policy process of the new Department of Higher Education and Training. The association of adult education, FET colleges and skills development in the new Department offers the opportunity for the first time to assess adult learning needs in society and the economy in a comprehensive manner. This will involve evaluating provision by public institutions, private institutions, employers or NGOs in relation both to private demand and the needs of economic sectors, and devising a coherent and multi-faceted strategy to improve the quantity and quality of provision in communities, learning institutions and the workplace.

By contrast, the Kha Ri Gude basic literacy campaign, which has been an unqualified success, will continue under the Department of Basic Education until its ambitious targets have been realised.

6.3 ADULT BASIC EDUCATION AND TRAINING (ABET)

In 1996, an ABET Directorate was established in the DoE, a policy framework was developed and in 2000 the Adult Basic Education and Training Act, 2000 (No. 52 of 2000) was passed, which formalised and regulated the establishment of Public Adult Learning Centres (PALCs) as semi-autonomous bodies with their own governing bodies, but managed and staffed by provincial education departments. Funding norms for PALCs were gazetted in 2007, providing for consistent and predictable funding based on planning and

targeting at centre level, with a certification process to evaluate the capacity of centres to deliver ABET programmes in accordance with the allocated budget. PALCs use the facilities of schools, colleges and community centres all over the country.

The formal ABET programme comprises four levels, equivalent in standard to Grades R to 9 in the schools. Learners who succeed at the fourth level may enter programmes in further education and training. The ABET curriculum provides general education subjects including literacy, numeracy and life-skills (including HIV/AIDS training), as well as workplace learning of vocational skills through learnerships offered by the Sector Education and Training Authorities (SETAs).

Provincial education departments are empowered by the Adult Basic Education and Training Act, 2000 to register private adult learning centres to offer programmes accredited by Umalusi, the General and Further Education and Training Quality Assurance Council. Many more adult education programmes, accredited by SETAs, are offered in and for the workplace (SA Publishing, 2008).

However, since the introduction of ABET Level 4 examinations in 2001 (equivalent to Grade 9 in schools) only 8 152 adult learners have obtained the ABET qualification at NQF level 1. Of these adult learners, 5 507 obtained it at one sitting, while 2 645 achieved it by acquiring credits from 2001 to November 2006 (DoE, 2007).

Table 12: Number of learners, educators and institutions in ABET programme, by province, 2005-2006

Year	2005			2006		
	Learners	Educators	Institutions	Learners	Educators	Institutions
EC	45 783	4 610	307	45 354	4 080	299
FS	25 658	1 592	209	22 098	1 225	208
GP	61 311	2 876	53	62 917	3 391	50
KZN	12 002	943	139	12 002	943	139
LP	39 547	2 042	597	33 803	2 228	565
MP	21 790	1 845	272	22 583	4 133	297
NW	29 100	1 395	182	16 183	767	140
NC	6 200	279	136	5 532	342	153
WC	27 749	1 599	382	31 138	1 499	325
National	269 140	17 181	2 278	251 610	18 608	2 176

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

Enrolments in ABET centres across the country exceed 250 000 (Table 12 above), but the apparatus of public adult education governance, provision, curriculum and support has evidently proved unequal to the task of addressing the education needs of adults with little or no education. Increasingly the public centres are patronised by younger secondary school-leavers seeking a second-chance education leading to the National Senior Certificate or an opportunity to re-write the NSC. In recognition of this and other difficulties with the model, the Minister of Education in 2007 appointed a Ministerial Committee to reconceptualise adult education in South Africa and advise on a new approach and a new

system of provision. The Committee reported in mid-2008 (DoE, 2008b), but action on its proposals will now be the responsibility of the new Ministry of Higher Education and Training, as part of its proposals for a co-ordinated post-school learning system.

6.4 KHA RI GUDE MASS LITERACY CAMPAIGN

Meanwhile, the Kha Ri Gude (Tshivenda for 'let us learn') Mass Literacy Campaign embodies a totally new approach to the provision of adult literacy in South Africa. This campaign started on 14 April 2008 after a launch in February 2008. Kha Ri Gude intends to enable 4.7 million adults (aged 15 years and above) to become numerate and literate in one of the eleven official languages. Achieving this goal will enable South Africa to reach its Education for All target of halving the country's functional illiteracy rate by 2015. Kha Ri Gude is making significant strides, reaching 360 000 learners in 2008 and a further 613 637 in 2009.

Initiated and managed by the DoE, Kha Ri Gude delivers across all nine provinces in a massive logistical outreach. The campaign enables adult learners to read, write and calculate in their mother tongue in line with the unit standards for ABET level 1, and also to learn spoken English. The Kha Ri Gude materials are specifically designed materials (created from scratch in each language according to a common design template) to teach reading, writing and numeracy; integrating themes and life skills such as health, gender, the environment and civic education. These materials have been adapted for use in Braille as well as the eleven official languages and for use by the deaf. The campaign makes strategic efforts to target vulnerable groups, including the deaf and the blind. Currently 80% of the learners are women, 8% are disabled, 25% are youth, and 20% are above the age of 60.

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

Table 13 below shows that in 2009 the campaign had 195 co-ordinators, 3 604 supervisors, well over 36 000 educators, and over 600 000 learners. It has 88 blind Assistants who are supported by sighted Assistants who help with the administration and guidance of classes.

The campaign is changing the lives of illiterate adults and playing a significant role in the alleviation of poverty by providing volunteers from the poorest communities with a small income. Of Kha Ri Gude's R430 million allocation in 2009/10, 75% (or R325 million) was to be paid out in the form of stipends to volunteers between June and November 2009. In 2008/09, approximately R260 million was paid out to 35 000 volunteers. Aligned with the Extended Public Works Programme for the provision of short term jobs, the campaign hopes to expand its short term job possibilities.

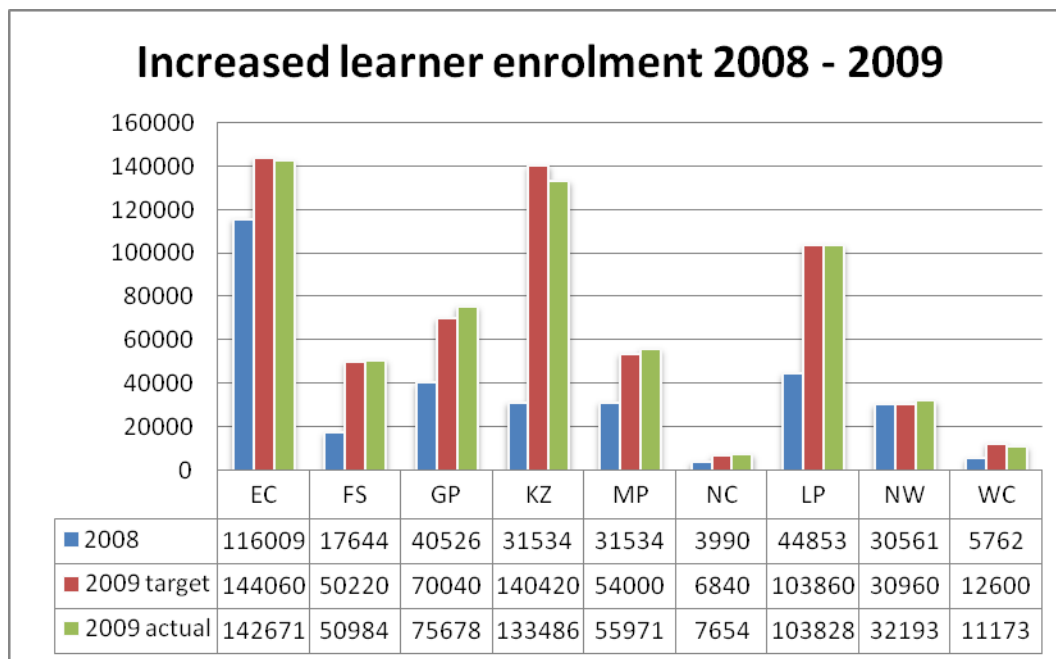
Table 13: Breakdown of Kha Ri Gude campaign participants by province, 2009

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

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

Figure 2 provides a breakdown of the Kha Ri Gude campaign learner enrolment in the 2008/09 financial year.

Figure 2: Kha Ri Gude learner enrolment, 2008-2009



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

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

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

7. GOAL 5: GENDER PARITY

7.1 GENDER PARITY INDEX (GPI)

The Gender Parity Index measures the proportion of females to males for a specific indicator, in this instances the proportion of females accessing education in relation to male learners. Parity is conventionally considered to have been achieved if the female-to-male ratio lies between 0.97 and 1.03 (UNESCO, 2000a).

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

7.1.1 Gender Parity in ECD

Table 14 shows the number and percentage of 5 year olds attending educational institutions. It is clear that in 2008, gender parity in ECD had been exceeded at 1.12.

Table 14: GPI of 5 year olds attending education institutions, 2008

	Total Population	Children Attending Education Institutions	% of 5 yrs Attending	GPI
Female	526 982	347 317	65.9	
Male	510 897	310 065	60.7	
Total	1 037 879	657 382	63.3	1.12

Source: Statistics South Africa, General Household Survey, 2008.

7.1.2 Gender parity in compulsory basic education

Table 15 indicates that participation by 7-15 year old females in education was slightly less than that of 7-15 year old males, despite a significant rise in the later years of the period 2002-2008.

Table 15: GPI of 7 to 15-year olds, 2002-2008

		Year						
		2002	2003	2004	2005	2006	2007	2008
ASER	%	96.3	97.1	98.1	97.9	97.7	97.8	97.9
GPI		0.92	0.90	0.89	0.90	0.92	0.95	0.96

Source: Statistics South Africa, General Household Survey 2002-2008.

7.1.3 Gender parity in school system according to GER

An analysis of the GER of the entire school system reveals that overall gender parity was achieved for the period 1997 to 2007 (Table 16). In all instances, the GPI was between 0.99 and 1.03. However, learner enrolment at the primary school level was only equitably distributed between female and male learners in the years 1997 to 1999, after which there was a male advantage. By contrast, throughout the reporting period the secondary-level GPI reflected a female advantage.

Table 16: Gross enrolment Rate (GER) of female and male learners in primary and secondary grades, 1997-2009

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

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

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

The apparent male advantage in primary enrolment may be misleading. It tends to reflect greater male repetition, which eventually contributes to greater male drop-out rates in secondary schools, which in turn may be why the GPI slightly favours females in secondary schools. However, as seen earlier in Table 9 it appears that a slightly lower percentage of females than males attend educational institutions of all types.

7.1.4 Gender parity in the National Senior Certificate (NSC)

Table 17: National Senior Certificate (NSC) pass rate by gender, 2008

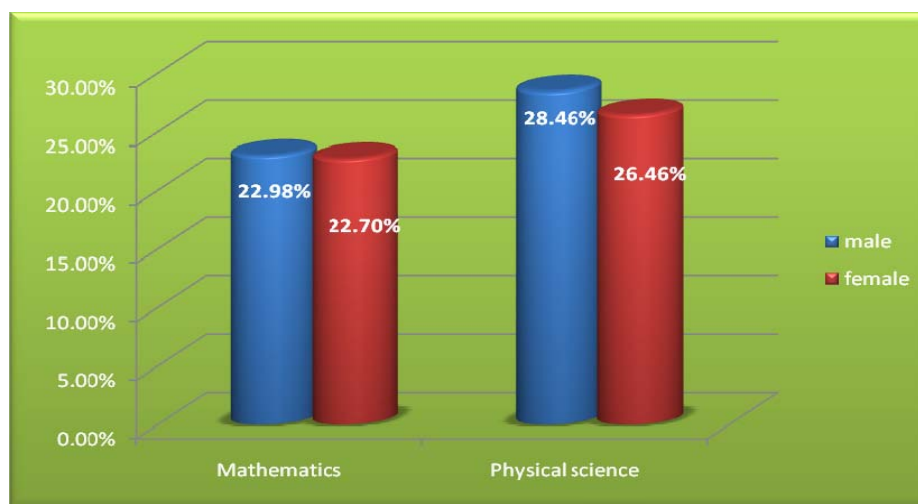
	Gender	
	Male	Female
Wrote	244 843	288 718
Not achieved	86 981	106 722
Qualified for Higher Certificate admission	46 887	55 126
Qualified for Diploma admission	60 703	63 548
Qualified for Bachelors admission	47 271	59 898

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

Table 17 shows that more female than male learners participated and succeeded in the 2008 National Senior Certificate (NSC) examination.

Figure 3 compares the mathematics and physical science performance of females and males in the 2008 National Senior Certificate examinations. Although males outperformed females in both subjects, the difference between males and females is not significant. The gender difference is far less striking than the very poor achievement levels of both boy and girl candidates.

Figure 3: Grade 12 pass rates in mathematics and physical science by gender, 2008



Source: Department of Education, National Senior Certificate, Technical Report on the National Examination Results, 2008.

7.1.5 Gender parity in adult literacy

A somewhat higher proportion of adult men (20 years old and older) compared to women are literate, assuming the attainment of a Grade 7 education as a proxy for functional

literacy (Table 18). South Africa therefore has not yet achieved gender parity in terms of literacy among adults, although the 2007 GHS figures suggest that the gap may be closing.

Table 18: Percentage of the population aged 20 and above who completed Grade 7 and above by gender, 1995-2009

Year	Male	Female	GPI
1995	72.2	67.2	0.93
1997	71.2	67.6	0.95
1998	70.4	67.2	0.96
1999	70.9	67.4	0.95
2002	72.4	69.4	0.96
2003	75.3	70.3	0.93
2004	75	71.8	0.96
2005	76.6	72.1	0.94
2006	78	73.3	0.95
2007	74.3	74.2	1.00
2008	78.8	74.8	0.95

Sources: Statistics South Africa, (1999, 2000a, 2000b, 2003b, 2004b, 2005, 2006).

Note: Excludes unspecified or “other” educational level.

8. GOAL 6: QUALITY EDUCATION

8.1 BACKGROUND

Quality is a multi-dimensional concept that varies from context to context and is difficult to measure. The assessment of quality is therefore usually based on proxy indicators. For purposes of this report the following quality indicators have been selected for reporting on progress towards the EFA goal of quality education:

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

- Educator qualifications
- Learner to educator ratios
- Learner achievement and outcomes

8.2 EDUCATOR QUALIFICATIONS

Educators in South Africa are considered to be appropriately qualified if they have obtained a Senior Certificate (now National Senior Certificate) at the end of Grade 12 and thereafter a minimum of three years' appropriate training³. Over the past twenty years the government, with the support of the ELRC, has invested heavily in teacher education in order to raise the qualification level of teachers. Table 19 indicates a rapid increase in the proportion of qualified educators since 1990.

Table 19: Percentage of qualified educators, 1990-2008

Year	Percentage of Qualified Educators
1990	53.0
1994	64.0
2005	91.6
2006	92.9
2007	93.8
2008	94.4

Source: 1990 data from Arnott & Bot, 1993. 1994 data from EduSource Data News No. 10/October 1995. 2005 date from Persal, July 2005. 2006 data from Persal, December 2006. 2007 data from Persal, 2007. 2008 data from Persal, January 2008.

Table 20 provides a breakdown by population group that shows the remarkable improvement in qualification levels among African and Coloured educators over the same period. (South Africa maintains public statistics by racial category in order to track the country's progress in eliminating the country's legacy of racial discrimination.)

³ According to the *Criteria for the Recognition and Evaluation of Qualifications for Employment in Education, Based on the Norms and Standards for Educators* (DoE 2000:1), a minimum of REQV 13 (which equates to a minimum of three years professional training) is required in order to be registered with the South African Council for Educators (SACE) as a professionally qualified educator. No person may be employed as an educator unless they are registered with SACE. 'REQV level' is the Relative Education Qualification Value level recognised by the Department of Education for salary grading purposes.

Table 20: Percentage of qualified educators by race, 1990, 1994 and 2005-2008

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

Sources: 1990 data from Arnott & Bot, 1993. 1994 data from EduSource Data News No. 10/October 1995. 2005 data from Persal, July 2005. 2006 data from Persal, December 2006. 2007 data from Persal, 2007. 2008 data from Persal, January 2008.

8.3 LEARNER TO EDUCATOR RATIO (LER)

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

In 2009 the national average LER was 30.6 to 1 (Table 21). This figure includes all teachers in public schools, both state employed and employed by school governing bodies (SGBs). When SGB-employed teachers are excluded, the LERs in Western Cape and Gauteng provinces (for example) rise to 35:1 and 37:7 respectively, which indicates that class sizes in the majority of schools in these provinces whose parents are unable to afford large school fees are typically well above the arithmetical average indicated in the table. The provincial averages thus tend to conceal as much as they reveal.

Table 21: Learner to educator ratio by province, 2002-2009

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

Source: DoE, School Realities, 2002-2009.

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

8.4 LEARNER ACHIEVEMENT AND OUTCOMES

Assessment outcomes are proxy indicators for describing the knowledge and skills a child acquires from the education system. In South Africa, the National Senior Certificate examination is the assessment that measures Grade 12 learners annually and it is used (with many caveats) to measure the quality of the school system. Since 1995 South Africa has also carried out a number of national learner achievement assessments through its programme of Systemic Evaluation at Grades 3 and 6, which also assesses school management capacity, the learning context of learners and the school community, and educator qualifications. The DoE has also participated in several international learner achievement studies, in particular the Southern and Eastern Africa Consortium for Monitoring Educational Quality (SACMEQ) and the Trends in International Mathematics and Science Study (TIMSS).

8.4.1 Grade 12 learner performance

The National Senior Certificate (NSC, or matric) examination results are an imperfect measure of the quality of teaching and learning due to a range of factors which affect learner performance. These include the level of education of parents of learners, the relative poverty and socioeconomic circumstances of learners, teacher qualifications, school facilities and so on. Nonetheless, it is still a reasonably credible measure of the education system as it comes at the end of 12 years of schooling and as an exit examination it allows for meaningful comparison among learners, schools, districts and provinces, as well as racial categories of learners as an indicator of redress.

Table 22: Senior Certificate and National Senior Certificate passes and pass rates, by province, 2006-2008

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

Source: DoE, Examinations Database, 2006-2008.

The NCS replaced the Senior Certificate in 2008. The 2008 Grade 12 examination results are therefore the first of a new series. The NCS did away with the previous higher and standard grades which were used to determine whether or not a candidate qualified for university entrance, and replaced them with a single grading system. To gain a full NSC certificate a candidate must offer seven subjects, including Mathematics or Mathematical Literacy, two South African languages and Life Skills (which is not examined nationally),

comply with all internal school assessment requirements, and pass six out of seven subjects. Three subjects, including “home language”, must be passed at the 40% level and another three at the 30% level. To obtain a certificate which allows learners to undertake Bachelors study (formerly university exemption) four 20-credit subjects from a list approved by the Minister and the universities must be passed at the 50% level.

As with the previous Senior Certificate, the NSC examinations are quality assured by Umalusi, the Quality Council for General and Further Education.

The results in Table 22 above show a decline in the overall pass rate and the number of passes in 2008. This is not unexpected considering that:

- This was the first exit examination for the NCS and thus unfamiliar to learners and educators;
- There was no longer a standard grade option for learners;
- Learners had to take either Mathematics or Mathematical Literacy; and
- Learners had to be examined in seven subjects, not six, and score a minimum of 30 per cent in their weakest subject.

However, the drop in the national pass rate continued the trend of the previous five years and was not reversed in 2009. Each year expressions of alarm and disappointment are voiced by political leaders, education specialists, media commentators and the general public throughout the country. University leaders and employers are dismayed by the small numbers of learners who qualify in the gateway mathematics and science subjects. The fact that around 40% of candidates do not achieve the relatively modest NSC pass levels is correctly taken to be a reflection of the poor state of learning and teaching experienced by the majority of learners in their earlier years, especially their foundation years at primary school. Such conclusions are borne out by all other learner assessment studies in which representative numbers of South African children have participated.

8.4.2 Systemic evaluation

This is a national learner assessment programme using standardised tests which is administered by the DoE to representative samples of Grade 3 and 6 learners. Grade 3 learners were assessed in 2001 in Literacy, Numeracy and Life Skills. In 2004 Grade 6 learners were assessed in Language, Mathematics and Science. Grade 3 learners were tested in Literacy and Numeracy in 2007. The instruments also assemble invaluable collateral data on learners’ personal, school and family circumstances.

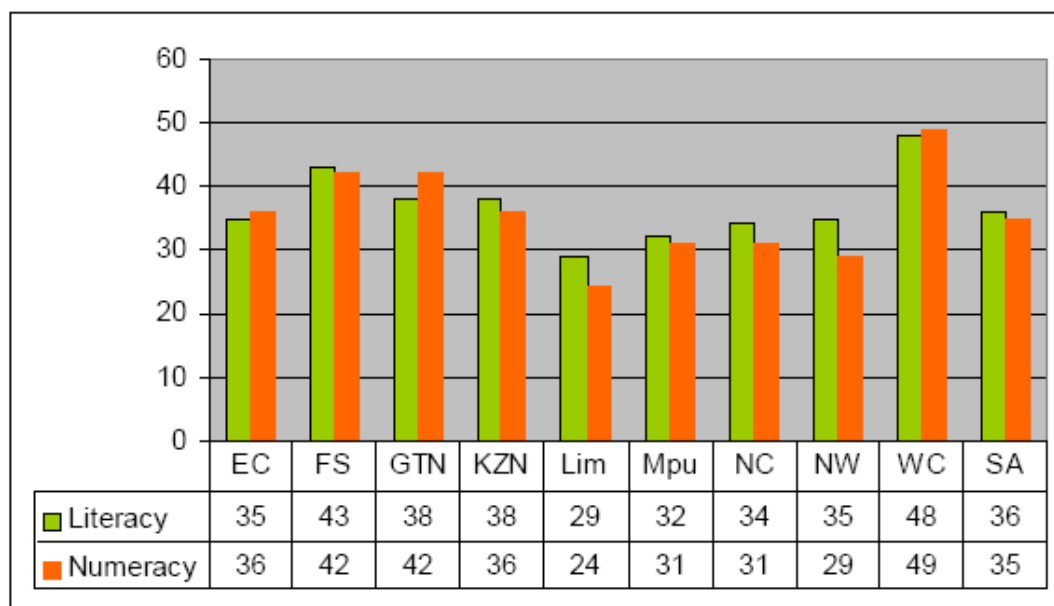
The results of the Grades 3 and 6 systemic evaluations are reflected in Table 23 and the overall achievement of Grade 3 learners in 2007 by province is summarized in Figure 4 below.

Table 23: 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.

Figure 4: Overall achievement of Grade 3 learners by province (%), 2007



Source: DoE, Systemic Evaluation database, 2009.

The learners' performance in 2001 and 2004 was poor enough, but the Literacy and Numeracy results in 2007 were worse, with highs of 48 and 49% in Western Cape and lows of 29 and 24% in Limpopo. The results shocked the nation and focused an unforgiving spotlight on the failure of the vast majority of South African primary schools to provide their learners with the fundamental learning skills in the earliest grades.

8.4.3 International evaluations

a) Monitoring Learning Achievement (MLA)

The Monitoring Learning Achievement (MLA) Project was conducted in 12 African countries in 1999. It measured the competencies of Grade 4 learners in Numeracy, Literacy

and Life Skills, and South African learners performed poorly in comparison with their peers. They scored the lowest average in Numeracy, the fifth lowest in Literacy and the third lowest in Life Skills (Strauss, 1999; Chinapah et al., 2000).

b) 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. South African learners achieved just under the mean SACMEQ score in both Reading and Mathematics, ranking eighth and ninth respectively (SACMEQ, 2005).

c) Trends in International Mathematics and Science Study (TIMSS,), Progress in International Reading Literacy Study (PIRLS)

TIMSS and PIRLS are international tests in learning achievement undertaken by the TIMSS and PIRLS Study Center at Boston College, Massachusetts, on behalf of the International Association for the Evaluation of Educational Achievement (IEA). The IEA's studies of student achievement in school studies are intended to guide educational policies and practices around the world.

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. South Africa did not participate in the 1995 study, but in both 1999 and 2003 studies South African learners fared worse than their counterparts in all other participating countries (Howie, undated; Human Sciences Research Council, 2005; Reddy, 2006).

The 2006 PIRLS was the first PIRLS study in which South Africa participated. 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 11 official languages. Learners were assessed in the language of learning 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 with the other international achievement studies, South African learners fared poorly, achieving the lowest score of all 45 participating education systems. South African Grade 4 learners achieved an average score of 253 and Grade 5 learners an average score of 302. While the difference between the Grade 4 and 5 scores indicated some improvement 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 internal systemic evaluation studies and international assessments involve the testing of a representative sample of learners in the relevant grade, unlike the NSC, which tests all learners who reach Grade 12 and sit for this examination. These studies provide 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 enable 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 international assessment studies has been disastrously poor and a cause for great concern.

9. SOME IMPORTANT INNOVATIONS AFFECTING EDUCATION QUALITY

The national focus on the need to uplift the education system has brought the education departments and education stakeholder bodies together in an unprecedented effort to address the system's problems. The Education Labour Relations Council (ELRC) has played an important role in assisting to broker agreements and provide a neutral professional space for stakeholder engagement.

9.1 QUALITY LEARNING AND TEACHING CAMPAIGN (QLTC)

The Minister of Education launched the Quality Learning and Teaching Campaign in October 2008 in Kliptown, Johannesburg, in the company of leaders of the national teachers' unions, departmental officials and community leaders. The campaign calls on all individuals and organisations to assume responsibility for improving the quality of education. The campaign will aim at informing citizens about the importance of education, and their roles, responsibilities and obligations towards education; mobilize communities to monitor and support schools, teachers and learners; and ensure that teachers, officials, learners and communities together improve the quality of education for all children, especially the poor, and demonstrate this improved quality through better learner achievements (ELRC, 2009a).

The partners in the campaign recognise that the achievement of quality education for all depends on the actions of department officials, school principals, teachers, learners, parents and community members. Each is called upon to make a commitment to a "Code for Quality Education" that describes the responsibilities and discipline required of them. The Code for Quality Education is reproduced in the appendix to this report.

The campaign was rolled out in 2009, spearheaded by the national and provincial stakeholders.

9.2 FOUNDATIONS FOR LEARNING CAMPAIGN

To adequately address the poor quality of literacy and numeracy in the nation's schools, the teaching and learning of these crucial competencies in the Foundation Phase must improve. The Foundations for Learning Campaign was thus introduced in April 2008, focusing specifically on Grades R to 3. It includes the provision of support material to educators and schools for use in the classroom as well as actual training and support for educators in Literacy and Numeracy development. A key focus of the campaign is a "back to basics" approach. Resources for the campaign are developed and delivered to the schools by the national DoE. Provincial departments ensure that the necessary support and development for schools and educators is provided so that the resources can be effectively used.

9.3 NATIONAL SCHOOL NUTRITION PROGRAMME (NSNP)

Many young children living in poverty are food-deprived and are therefore not able to participate fully in their own development. The national school nutrition programme aims to promote better quality education for the poorest learners by providing a meal to learners benefiting from the programme. The rationale of the NSNP is to actively enhance children's learning capacity. This is done by providing an incentive for children to

regularly and punctually attend school. Further, the programme addresses particular micro-nutrient deficiencies.

In 2008, the programme provided meals to learners at all Quintile 1, 2 and 3 primary schools, that is about 6 million learners in over 18 000 schools during the 156-day school year. During the period under review, National Treasury provided R200 million as additional funding to provincial education departments to improve food-related infrastructure at schools, such as kitchen equipment, garden tools, and eating and serving utensils. Many workshops were also conducted that provided information on food safety and hygiene, and food production.

Since its introduction, just under R5 billion has been spent by provinces and a further R10.6 billion is allocated for this programme over the 2008/09 MTEF period. The additional funds over the medium term will be used to improve the quality of meals and to extend the programme to Quintiles 1, 2 and 3 secondary school learners (National Treasury, 2009).

9.4 SAFETY AND ENRICHMENT

The Department has initiated several interventions to facilitate the creation of safe and caring education institutions across the country, including the formal abolition of corporal punishment (NEPA, 1996; SASA, 1996); advocacy about alternative forms of discipline; sponsorship of sport and cultural programmes; youth camps; and the prohibition of demeaning initiation rites for new students at colleges and universities.

9.4.1 School sport, arts and culture

The DoE is committed to ensuring learner participation in sports, arts and culture. The Department is collaborating with Sport and Recreation South Africa (SRSA) in the co-ordination and management of national programmes that promote mass participation and competitive school sport. The Department's School Enrichment Unit co-ordinates and strengthens the delivery of national extramural/extracurricular school-enrichment programmes, not only to promote mass participation in sport by young people, but also to promote social transformation and cohesion. Some of the arts and culture flagship programmes the department co-ordinates in collaboration with the Department of Arts and Culture include the South African Schools Choral Eisteddfod, the National Indigenous Games, the Music and Movement Festival and the National Language Festival and Concert.

9.4.2 Learner conduct and school safety measures

Section 8 of the South African Schools Act, 1996 (No. 84 of 1996) requires the governing body of a school to adopt a code of conduct for learners. In support of SGBs and educators, the Department in 2008/09 released examples of codes of conduct to schools and provided training and further guidance on alternative forms of discipline to corporal punishment, a much-needed programme that has been ongoing since the achievement of democracy in 1994.

Regulations for safety measures at public schools (DoE, 2001c) focus on the safety of learners within the schools' premises and on external school activities. To combat the

scourge of drug use at school the regulations also provide school principals with powers of search and seizure, and specify how schools should co-operate with law enforcement and community agencies.

The DoE, in collaboration with provincial school-safety co-ordinators, identified 585 schools with high levels of crime and violence. As part of a ministerial intervention project, nine schools (one in each province) have been identified for a pilot study. A minimum package of infrastructural changes has been compiled for schools to address incidents of crime and violence. The minimum package consisted of hand-held metal detectors, the appointment of security officers, installation of a security fence and appropriate lighting.

The impact of the department's intervention will be monitored over six months at each of the nine schools. In collaboration with provincial education departments, the remainder of the 576 schools with high levels of crime and violence will be targeted, with focused developmental programmes to curb incidents of crime and violence. An early warning system, "Be Aware–Take Care", has been developed and piloted in three provinces (Eastern Cape, Limpopo and the Western Cape) in partnership with the Centre for Justice and Crime Prevention. Further, partnerships have been strengthened with the Departments of Safety and Security and of Social Development; Business Against Crime; and the Centre for Justice and Crime.

9.5 TEACHER EDUCATION AND DEVELOPMENT PLAN

Teachers are a major contributor to the quality of learner performance. Initial teacher education provision is not meeting the demand for new teachers either numerically or by specialisation. Currently, provincial education departments attempt to provide teacher development or facilitate its provision in areas where a need is recognised, but teacher organisations have argued that the provision does not necessarily respond to priority needs, especially in the light of the country's history of unequal provision. Besides training in support of the new curriculum, teacher development is not well coordinated (both within and between provinces) and the quality of many programmes is questionable.

9.5.1 Teacher Development Summit and plan

Teacher education and development were robustly debated in the national Teacher Development Summit, hosted by the Education Labour Relations Council in June-July 2009, and sponsored by the Departments of Education, the South African Council for Educators (SACE), the national teacher unions and the Education, Training and Development Sector Education and Training Authority (ETDP-SETA), with support from the Education Deans Forum of Higher Education South Africa (HESA).

The summit was convened in order to address the serious needs of the profession for concerted action to overcome the remaining legacies of unequal training under the apartheid regime and address the multiple challenges of education in democratic, 21st century South Africa.

This four-day gathering, attended by the national and provincial leadership of the sponsoring bodies and by a contingent of teachers from the field, adopted a Summit Declaration which pledged the participants to develop a new, integrated plan for teacher development and report progress to the Minister (ELRC, 2009c). The declaration has been

vigorously acted upon. The Department of Education provides the secretariat for the plan development effort, which is overseen by a representative steering committee chaired by the Director-General, and advised by a representative advisory committee.

Four representative working groups are undertaking the technical work in the following areas:

1. Institutional arrangements for teacher education and development and the recapitalisation of teacher education to provide quality and relevant programmes. This includes an examination of the current institutions offering teacher education and development, and an investigation into the possibility of establishing colleges of education as additional providers of teacher education and development programmes.
2. Bringing coherence to the work on teacher appraisal, evaluation and recognition of professional competence, and specifically working on mechanisms to identify teachers' development needs. These are to be de-linked from performance evaluation for salary progression, and aimed at providing targeted continuing professional development programmes to improve teachers' classroom practices and ability to deliver the National Curriculum Statement.
3. Proposing streamlined support structures within the Department of Basic Education, provincial education departments and districts with the capacity to support teacher development.
4. Investigating existing funding arrangements for teacher development and proposing more effective arrangements that match the priorities for teacher education and development in the system.

A draft plan will be ready for broad consultation and budgetary submission by mid-2010. The plan will include all aspects of initial teacher education and professional development, the institutional structures that mentor and support teachers in the field, and the information systems required to analyse teacher demand, supply, appointment and utilisation of teachers.

Among other innovations the plan will incorporate two separate initiatives that promise to make lasting contributions to improving access to teaching and teacher quality.

9.5.2 Initial teacher education

Recognising the need to encourage more able students to consider the teaching profession, the DoE introduced Funza Lushaka (Teach the Nation) bursaries in 2007. Awarded on a "work back" basis, the full-cost bursary provides students of high ability with the opportunity to complete a full teacher education programme at a university of their choice, but obliges them on graduation to work back the number of years they received a full bursary by teaching in public schools in a provincial education department. Bursaries are specifically aimed at educators in scarce skill areas (particularly Mathematics, Science, Technology and Indigenous Languages for educators in the Foundation Phase). The bursary is administered by the National Student Financial Aid Scheme (NSFAS) on behalf of DoE. It is awarded for one academic year at a time and renewed on proof of academic success until the bursar has qualified as a teacher. The bursary must be repaid if the recipient fails to qualify or otherwise defaults on the bursary agreement (DoE, 2009d).

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

9.5.3 Continuing professional teacher development

A national continuing professional teacher development (CPTD) system is currently being designed and piloted by the South African Council for Educators (SACE) with support from the departments of education. The CPTD system, to be managed by SACE, will recognise professional development undertaken by teachers on their own initiative, as part of a school community, and in response to external provision by an employer, union or association. The system is based on the accrual of professional development points for SACE-endorsed activities, with SACE-registered educators being required to achieve a target number of points over three-year periods. The system will be electronically administered by the CPTD-IS system which has been developed and is ready to go live in the pilot. The pilot is being conducted in 144 schools in all nine provinces over at least 18 months. After modification the CPTD system is expected to begin progressive roll-out to the profession in 2011.

Considering the low skills levels of many educators, a well coordinated and quality CPTD system could impact positively on the quality of teaching, but it will need strong support by all concerned to ensure its success, including considerable strengthening of SACE's professional and management capacity. Teacher unions comprise an important constituency on the SACE Council and their advice, as well as that of all other stakeholders, is being sought at every stage of the design and piloting process. Another vital condition for success is the timely availability of teacher development programmes of high quality and relevance, and adequate funding by the departments of education and other employers of teachers to support the programmes that are most needed to improve teachers' knowledge, competence and confidence.

9.6 LEARNERS WITH SPECIAL EDUCATION NEEDS

The school system must facilitate access by, and be hospitable to all learners with special needs. White Paper 6 on Special Needs Education (DoE, 2001b) defines learners with special education needs as not only those with physical, mental or neurological impairments but also those experiencing learning difficulties because of socio-economic deprivation. The policy envisages an inclusive education and training system, providing support within public ordinary schools for learners with mild to moderate disabilities. Alongside this system are 'full service schools' – some 500 converted primary schools which are being phased in over time. They serve a dual purpose of catering for learners with severe disabilities and acting as a resource centre for educators and schools in the area. Professional support personnel to assist learners with special needs are appointed to the district and deployed from there, rather than being appointed to a specific school.

The number of learners with special support needs varies from 2 to 4% of the learner population. Of these, about 0.64% (88,000) learners attend 400 special schools.

In recognising the enormous challenges faced in this area, government has increased funding for inclusive education considerably over recent years, from R1.8 billion in 2004/05 to R2.2 billion in 2007/08 (DoE, 2008a).

Given the large gap between the numbers of learners with special education needs and the capacity of special schools to absorb them, it is evident that conditions have to be created in mainstream schools to ensure that learners with special education needs are well catered for. The establishment of full service schools attempts to deal with this problem at some level, however the challenges are great, and many schools limp along with whatever resources they have to cater for learners with special education needs.

Education White Paper 6 (DoE, 2001) envisages a chain of support to learners with special needs stretching from the professionals at national and provincial level to multi-disciplinary district-based support teams (DBSTs) that advise school-based support teams (SBSTs) comprising a group of teachers who volunteer for the task of supporting their colleagues in the classroom. School-based support teams are therefore the mechanism by which individual teachers are to be assisted to identify children who experience barriers to effective learning and plan appropriate interventions. Support teams can be highly effective when the members know their roles, are well informed, motivated and co-ordinated, and able to work collaboratively with frontline teachers. Mphahlele's (2005) case study of Foundation Phase teachers in Tshwane North demonstrates what is needed and what goes wrong when the conditions for successful SBST operations are not met.

9.7 HIV PREVALENCE IN EDUCATION

The rapid rise in the number of people infected with the HIV virus has a direct impact on education. Education is the government service that has the most sustained contact with a very high proportion of school-going age children over 12 years of their lives. The education system is also a very large employer, with over 340 000 teachers, and tens of thousands of officials in support roles. The prevalence of HIV infection among learners, teachers and officials is therefore of very great importance. The challenge is to ensure that the school system is a vehicle for information, communication, prevention, care and counselling especially for children and teachers who are particularly at risk by virtue of their age, gender, home and social circumstances. The impact of HIV and AIDS is manifested in high levels of anxiety and stress, exhaustion, lack of motivation and illness; increased absenteeism among learners or teachers who are care-givers to ill parents or siblings, or who are themselves heads of households. Some children are forced to look for work to supplement family income.

9.7.1 Learners and HIV

Table 24 below shows HIV prevalence by age group in South Africa in 2002, 2005, and 2008. Although the overall prevalence appears to have stabilised at around 11%, in children aged 2–14 years the prevalence decreased from 5.5% to 2.5% between 2002 and 2008, a most significant finding. Among young people aged 15–24 a welcome decline from 10.3% to 8.7% was observed between 2005 and 2008 and in adults aged 25+ years the increase has been marginal.

Table 24: HIV prevalence by age group, 2002, 2005 and 2008

Age	2002			2005			2008		
	n	%	95% CI	n	%	95% CI	n	%	95% CI
Children (2–14 years)	2 348	5.6	3.7–7.4	3 815	3.3	2.3–4.8	3 414	2.5	1.9–3.5
Youth (15–24 years)	2 099	9.3	7.3–11.2	4 120	10.3	8.7–12.0	3 617	8.7	7.2–10.4
Adults (≥25)	3 981	15.5	13.5–17.5	7 912	15.6	14.2–17.1	7 191	16.8	15.3–18.4
Total (≥2)	8 428	11.4	10.0–12.7	15 847	10.8	9.9–11.8	14 222	10.9	10.0–11.9
15–49 years	4 795	15.6	13.9–17.6	9 245	16.2	14.9–17.7	8 106	16.9	15.5–18.4

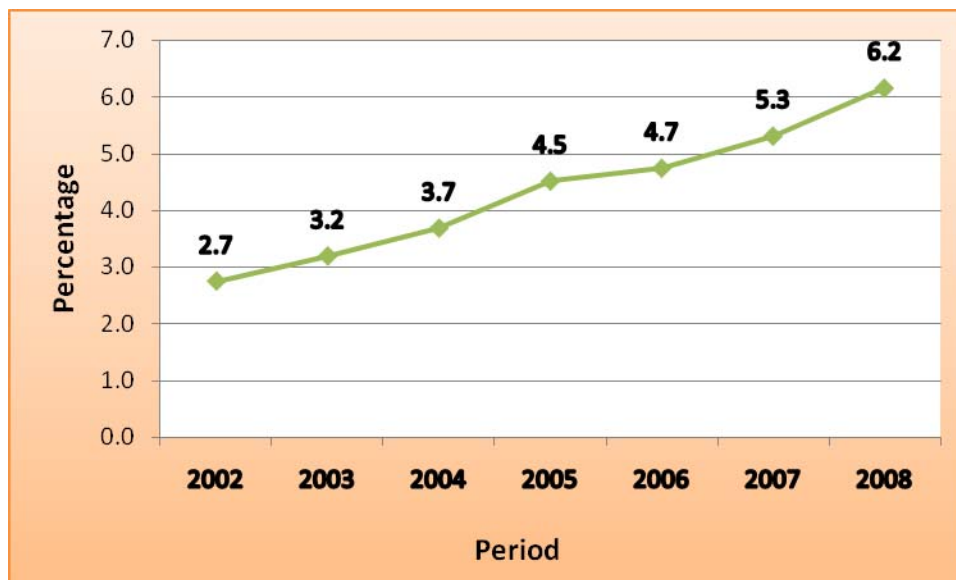
Source: Shisana et al., Human Sciences Research Council (HSRC), 2008.

Note: '95% CI' refers to the confidence interval within which the HIV prevalence parameter is likely to be found, and the level of reliability of the estimate.

The data confirms the combined beneficial effects of anti-retroviral (ARV) treatment, public information and advocacy campaigns, condom use and changing attitudes to risk. Nevertheless the number of learners who continue to be infected and affected is very large and it is essential for education departments and educational institutions to maintain the intensity of their interventions to ensure the necessary support and to reinforce the prevention messages in the government's nationwide drive against the pandemic.

The effects of the pandemic on families and children in particular are reflected in the rapid increase in the number of orphaned school children, defined as children who have lost one or both parents, which tripled between 2002 and 2008 and is expected to continue increasing as the number of adult deaths from AIDS-related illnesses rise (Figure 5).

Figure 5: Percentage of orphans enrolled in schools, 2002-2008



Source: Statistics South Africa, General Household Survey, 2002-2007.

There is a broader definition of orphans in South Africa, reflecting grave social conditions including the effect of epidemic illnesses like HIV and AIDS and tuberculosis. The broader definition includes a child who is neglected, destitute, or abandoned, has a terminally ill parent or guardian, is born of a teenage or single mother, is living with a parent or an adult who lacks income-generating opportunities, is abused or ill-treated by a step-parent or relatives and disabled (Smart, 2003).

Such orphans and vulnerable children (OVC) face many challenges, from the responsibility of caring for sick and dying parents to a lack of resources to meet basic needs such as food, shelter, education and health care. These challenges have an adverse impact on children's psychological and physical well being, school attendance and educational achievement, and on the development of knowledge, skills and values for constructive participation in society. The Department of Social Development is mandated to implement a comprehensive response to the needs of OVC (DSD, 2005). The potential for school-based care and support for OVC has been demonstrated by a project involving 100 urban and rural primary schools across four districts in the Eastern Cape, supported by DFID (MSP, 2008).

In 1998 the Minister of Education identified HIV and AIDS as one of the Department's nine priority areas of intervention. In August 1999 the *National Policy on HIV and AIDS for Learners and Educators in Schools* was approved and in 2000 Cabinet approved the National Integrated Plan (NIP) for Children and Youth infected and affected with HIV and AIDS. The NIP served to inform the intervention strategies implemented to mitigate the spread of HIV and AIDS. One of the main interventions identified through this process was the Life Skills: HIV and AIDS Sexuality Programme that has been implemented in public schools targeting learners in Grades 4-7.

Recent studies confirm that the lowest HIV infection rates are among children aged 2-14 (infection in this group is mainly through mother-to-child transmission). As such, prevention programmes are required to maintain and further reduce the low prevalence of

HIV in this age group. However, concerted effort is also required in the 15 year and older age group whose exposure to risk increases significantly as they make challenging decisions in their day-to-day lives. For this reason the programme has been extended to learners in Grades 8-12.

9.7.2 Educators and HIV

Prevention programmes are equally if not more important in the case of educators, among whom the prevalence rate is slightly higher than in the population at large (12.7%) according to a recently-reported study (Louw et al., 2009). In addition to those who are absent from school through illness, educators also spend time away from teaching while they attend funerals for colleagues, family members and members of their communities, all of which makes them feel depressed. Clearly these findings indicate that HIV and AIDS has an impact on the quality of education. There is a need to prevent new HIV infections and reduce morbidity through the implementation of comprehensive integrated prevention and treatment programmes targeted at educators. There is also a need to support educators in coping with the problem of HIV and AIDS at work and in the community.

In 2003 the ELRC commissioned the Human Sciences Research Council (HSRC) to undertake the first-ever comprehensive study on teachers' supply and demand, of which one of the components was the impact of HIV and AIDS on educators in South Africa, in 2003. Based on the findings of this report, the national teacher unions initiated the Prevention, Care and Treatment Access Project (PCTA) in the three South African provinces most impacted by HIV and AIDS. The project provided the first comprehensive effort to deliver HIV and AIDS programming dedicated exclusively to educators living with and affected by HIV and AIDS. Through this effort, teacher unions' capacity to engage with the pandemic was enhanced and many valuable lessons were learned.

The ELRC is implementing the next phase of PCTA through its national HIV/AIDS Intervention Programme, with technical assistance from the American Federation of Teachers and the Academy of Educational Development. The goal is to reduce the number of new HIV infections and mitigate the impact of HIV and AIDS among educators and their families by expanding access to voluntary counselling and testing, ARV therapy and care and support for those living with and affected by HIV/AIDS (ELRC, 2009b).

9.7.3 HIV in higher education and training

A Policy Framework on HIV and AIDS for Higher Education Institutions in South Africa was adopted by the Minister of Education and the 23 public sector higher education institutions in 2008. The document is a guide to higher education institutions as they operationalise their institutional strategies to mitigate the impact of HIV and AIDS in the higher education sector. It is a core component of the HEAIDS Programme, which is undertaken on behalf of the Department of Education by Higher Education South Africa (HESA) and sponsored by the European Union.

The policy framework was achieved after months of research, workshops and consultations with stakeholders across the sector. It is jointly owned by HESA and the Department of Education. The document recognises that collectively and individually higher education

institutions must act to prevent new HIV infections and to provide access to treatment, care and support for staff and students infected or affected by the pandemic.

Mobilisation of leadership across the sector to drive and sustain responses to HIV and AIDS is the first goal of the framework. Secondly, the framework affirms that an approach based on the defence of human rights is required to create healthy and safe environments for all members of the higher education community, staff and students alike. Thirdly, the framework is located within the broader national response to HIV and AIDS.

The framework acknowledges the existing prevention, treatment, care, support and research activities across the sector and provides a road map with adequate guidelines for institutions that are only now starting to consider and operationalise sustained HIV and AIDS programmes.

The HEAIDS programme has documented and costed the nature and scope of existing HEI programmes in HEIs and identified current funding sources. Norms and standards for HIV and AIDS programmes have been developed. The financial implication of programmes based on these norms and standards has been determined and funding mechanisms identified. Critical baseline data of the scale (prevalence) and drivers (Knowledge, Attitudes, Perceptions and Behaviour) of the epidemic at institutional and sector levels in 2008/2009 are now available. The data will guide the development of focused and targeted evidence based interventions for staff and students.

A Framework for Workplace Programmes has been developed in consultation with the sector. An Implementation Guide has been developed in order to support institutions in developing and implementing workplace programmes to address a critical area for intervention. National research into the roles of educators with respect to HIV and AIDS and that documents the personal and professional challenges faced by educators across all sectors in the face of the pandemic was completed and makes key recommendations to address these challenges. A teacher education HIV and AIDS module was extensively piloted (25 teacher education faculties/schools) and evaluated. Lecturer support materials were developed and disseminated. A rapid assessment of HIV and AIDS curriculum responses within other disciplines was completed. Research into the HIV and AIDS competency requirements of graduates was undertaken with implications for academic programmes

A study of HIV zero-prevalence, knowledge, attitude, practice and behaviour (KAPB), and risk assessment in the higher education sector will be a key output of the HEAIDS programme (Phase 2), scheduled for completion early in 2010. It is the first comprehensive attempt to survey the scope and impact of HIV and AIDS in the public higher education sector in South Africa.

The elements of the HEAIDS programme, including the zero-prevalence study, serve as a model for similar urgent initiatives in the FET college and skills training sectors.

9.8 NATIONAL QUALIFICATIONS FRAMEWORK

The new National Qualifications Framework Act, 2008 (Act 67 of 2008) has confirmed the importance of the NQF in ordering national qualifications and managing quality assurance of education and training provision. The South African Qualifications Authority remains

the apex oversight body reporting to the Minister of Higher Education and Training, but three Quality Councils (for Trades and Occupations, General and Further Education and Higher Education respectively) have responsibility for developing and managing sectoral sub-frameworks. This is a radically simpler NQF architecture that recognises the importance of sectoral learning cultures and needs, and has been widely welcomed.

10. CONCLUSION

Progress toward the goals

In conclusion, progress towards the achievement of EFA goals in South Africa can be summarised as follows:

Goal 1: Over the past 5 years, South Africa has considerably expanded access to ECD for 5 and 6 year old children, both boys and girls. However, while more children have had access to Grade R (in particular), many challenges remain in ensuring that the country's target for Grade R access for all 5 and 6 year old children is achieved by 2014. The project management team appointed by National Treasury to assist in developing strategies to support the implementation of White Paper 5 (on Early Childhood Development), as well as the Norms and Standards for the funding of Grade R to be implemented in January 2009, are 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 boys and girls. The challenge though is to reach out to the remaining 7 to 15 year old children who are still not in school. Efforts to increase the number of "no fee" schools, 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. The government's recent decision (October 2009) to extend the Child Support Grant for poor and vulnerable families from 15 to 18 years is expected to have a beneficial influence on young people's ability to complete their secondary school education.

Goal 3: The goal of ensuring that the learning needs of young people and adults are met through access to learning and life skills is addressed through the work of many different government departments and agencies, as well as the NGO and private sectors.

Secondary education has become almost universal, although too many drop out of school before completing Grade 12. The Further Education and Training Colleges recapitalisation programme has expanded access to this sector of provision, but neither the capacity nor the quality of learning performance in this sector are yet satisfactory.

The Umsobomvu Youth Fund (now part of the National Youth Development Agency) has made significant investments in skills development and entrepreneurship. The Department of Labour, in particular, through its Skills Development Act, 1998 and Skills Development Levies Act, 1999, the National Skills Authority and Sector Education and Training Authorities (SETAs) has done much to promote the acquisition of skills among youth and adults both in the workplace and among those seeking work.

The skills development function has now been assigned to the new Ministry of Higher Education and Training, which will also have responsibility for FET colleges and adult education in addition to Higher Education Institutions, and will provide the secretariat for government's Human Resource Development Strategy, which is managed by the Presidency. Government's Accelerated and Shared Growth Initiative of South Africa (AsgiSA) programme has brought together organised labour, organised business, government departments and parastatal companies to identify and address the binding constraints on South Africa's economic growth rate and ensure that co-ordinated action is taken to enhance the skills required by young people and adults for priority areas of the economy.

HIV and AIDS has taken a terrible toll on the lives and well-being of young people and adults and affected their educational progress, but prevention and treatment programmes are being vigorously expanded in the education sector as part of the government's national integrated strategy.

Goal 4: As of 2008, functional adult literacy in South Africa stands at 76%. This reflects an increase of 6% since 2002. It is evident that much work needs to be done to ensure that the goal of halving illiteracy by 2015 is met. The governments' Kha Ri Gude Campaign for adult literacy is fast-tracking the achievement of this goal and showing impressive coverage and results. Formal adult education provision is being reviewed as part of the strategic focus on the post-school sector under the new Ministry of Higher Education and Training.

Goal 5: Gender parity in access to primary and secondary education, including ECD, has almost been achieved. However, the proportion of males to females is marginally higher in primary school, and that of females to males is marginally higher in secondary school. This can be attributed, in the main, to higher levels of repetition among males as compared to females. Gender parity in adult literacy though remains a challenge.

Goal 6: The achievement of the goal of quality education and improved learning outcomes is the biggest challenge facing the education sector and a priority of the government at the highest levels. It is envisaged that the Quality Learning and Teaching Campaign, the Foundations for Learning Campaign, the new national integrated plan for teacher education and development, and the increased attention by the sector to the role of district monitoring and support for schools, among other initiatives, will contribute towards the achievement of this vital goal in the schools, and the new energy being infused into the post-school education and training system will do the same for young people and adults.

A new urgency and focus on delivery

There is deep dissatisfaction in all sectors of society with the performance of the education and training system, taken as a whole. Despite immense effort and many real achievements the system is not yet serving the needs of the majority of the poor and the vulnerable members of South African society in a convincing manner. The road to the goal may be long but the government is determined to accelerate the pace of progress towards a more equitable, efficient and high quality education for all.

After an initial period of investigation and reflection, the new Department of Basic Education is preparing a national basic education action plan, under the name Schooling 2025, which will be released for public comment. The plan will provide for the monitoring of progress towards key outcomes in all areas of the system against a set of measurable indicators, and will hold everyone in responsible positions accountable for achieving them, in both national and provincial departments of education (DBE, 2010).

Likewise, after a series of summits with stakeholders, the Department of Higher Education and Training is embarking on the preparation of a Green Paper which will survey the sectoral landscape and propose policy and legislative changes that will reshape the post school education and training system and catalyse the social and economic development of South Africa for generations to come (DHET, 2010).

APPENDIX

CODE FOR QUALITY EDUCATION

Adopted by stakeholders at the launch of the Quality Education and Teaching Campaign, Kliptown, Johannesburg, October 2008.

The power to improve education lies with all of us. We call on all department officials, teachers, students, parents and community members to make a commitment to a 'Code for Quality Education'.

As a DEPARTMENTAL OFFICIAL, I promise to:

- ensure all schools receive the necessary resources in time for teaching to commence;
- ensure all schools have their full staff allocation, and that any vacancies are filled without delay;
- improve my own knowledge and skills base to be more effective;
- always be available to assist schools, principals and teachers;
- respond to requests or concerns of education stakeholders;
- visit all schools within the district on a regular basis;
- monitor teacher and student attendance, and ensure no child is out of school;
- assist all schools to improve their performance, ensuring regular tests are conducted, and results are reported to parents.

As a TEACHER, in line with the SACE Code of Professional Ethics, I promise to:

- teach, to advance the education and the development of learners as individuals;
- respect the dignity and rights of all persons without prejudice;
- develop loyalty and respect for the profession;
- be punctual, enthusiastic, well prepared for lessons, and of sober mind and body;
- improve my own knowledge and skills base to be more effective;
- maintain good communication between teachers and students, among teachers themselves; and between teachers and parents;
- provide regular information to parents on their children's progress;
- eliminate unprofessional behaviour such as teacher-pupil relationships, drunkenness, drug use, assault, sexual harassment and others;
- make myself available to provide extra-mural activities.

As a LEARNER, I promise to:

- accept that the main reason for being in school is to learn and develop academically, socially and culturally;
- adhere to school rules;
- respect the legitimacy and authority of teachers;
- participate in Learner Representative Councils (LRCs) to safeguard my interests;
- show respect to other learners and not to discriminate;
- avoid anti-social behaviour like theft, vandalism, assault, sexual harassment, alcohol and drug use, and other activities that disrupt the learning process.

As a PARENT, I promise to:

- involve myself actively in school governance structures;
- have regular discussions with my children about general school matters;
- cultivate a healthy, open and cooperative relationship with my children's teachers;
- create a home environment conducive to study;
- assist in the protection of educational resources such as textbooks, chairs, tables and others.

As a COMMUNITY, we promise to:

- ensure that every school-going child is at school;
- ensure a safe and crime-free environment for schooling, and to protect the school and its assets from vandalism;
- monitor the performance of schools, and report problems to relevant authorities.

We pledge to undertake these responsibilities to ensure quality education for all.

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