

Education

Introduction

Responsibility for transforming and improving the school education system is a concurrent function, shared between national government and the provinces. The national Department of Education is responsible for overall policy, and monitoring and support related to general education and further education and training while the provinces are responsible for service delivery and financing. The national department is also responsible for policy, and for co-ordinating government financing for the higher education sector, which includes teacher training.

National and provincial governments share responsibility for education transformation

Under the post-apartheid democratic government, there has been a significant increase in the education budget, from R31,8 billion in 1994 to R69,1 billion (including higher education) in 2003. At almost 6 per cent of gross domestic product (GDP), South Africa has a comparatively high rate of government investment in education. According to the Constitution's Bill of Rights, everyone has the right to a basic education, including adult basic education and training, and further education and training, which the state, through reasonable measures, must make progressively available and accessible.

There have been significant increases in resources to education since 1994

Formal education is divided into three bands. The general education and training (GET) band consists of the reception year (Grade R) and learners up to Grade 9, as well as an equivalent adult basic education and training (ABET) qualification. The further education and training (FET) band consists of all education and training from national qualifications framework (NQF) levels 2 to 4 (equivalent to grades 10 to 12 in schools) and the national technical certificates 1 to 3 in FET colleges. The higher education (HE) band consists of a range of degrees, diplomas and certificates up to and including post-graduate degrees. These levels are integrated within the NQF, which was established through the South African Qualifications Authority (SAQA) Act (1995).

By mid-2003, the South African public education system accommodated more than 11,7 million school learners, 448 868 university students, 216 499 technikon students, and over 356 000 FET college students. There were 27 458 primary, secondary, combined and intermediate schools, with 354 201 educators.

The broad focus over the past three years has been to improve access, quality and equity in education. As part of improving systems for planning, budgeting and monitoring, the education sector implemented national school funding norms from January 2000. These are presently being amended to further improve the adequacy and equity of school allocations across the country. Targets will be set

The broad focus over the past three years has been to improve equity

for minimum funding per learner and for ensuring equitable spending on the poor between provinces.

Improved budgeting and planning framework enables cross-provincial analysis

A new budget programme structure and a generic planning framework for provincial education departments were implemented in 2003, to enable cross-provincial comparisons and more appropriate analysis of expenditure and service delivery. The monitoring of provincial budgets and expenditure is also being strengthened through a co-ordinated analysis and evaluation of provincial strategic plans and the establishment of a budget monitoring and support office in the national education department.

This chapter looks at:

- provincial expenditure trends; and
- recent outputs and quality issues.

Provincial expenditure trends

R7 billion increase in spending in 2003/04

Table 4.1 shows that provinces spent R60,3 billion on education in 2003/04. This represents a R7 billion increase in education expenditure as compared to 2002/03, a real increase of 7,5 per cent. Although education expenditure as a percentage of provincial expenditure shows a downward trend, moving from 39,7 per cent in 2000/01 to 35,2 per cent in 2003/04, provincial education expenditure has been growing at an annual average of 11,3 per cent a year (3,8 per cent in real terms) over the three years to 2003/04.

Provincial education expenditure is projected to grow at an average 6,9 per cent a year, or about 1,6 per cent a year in real terms, over the medium-term expenditure framework (MTEF) period. This sees budgets increasing from R64,8 billion in 2004/05 to R73,7 billion in 2006/07.

Table 4.1 Provincial education expenditure¹, 2000/01 to 2006/07

R million	2000/01	2001/02	2002/03	2003/04	2004/05	2005/06	2006/07
	Outcome			Preliminary outcome	Medium-term estimates		
Eastern Cape	7 282	7 948	9 268	10 308	10 858	11 820	12 663
Free State	3 025	3 201	3 551	4 087	4 512	4 848	5 145
Gauteng	6 856	7 314	8 129	9 519	9 457	10 044	10 556
KwaZulu-Natal	8 286	9 384	10 534	12 131	13 184	13 997	15 028
Limpopo	6 463	6 740	7 450	8 258	9 282	9 773	10 413
Mpumalanga	3 027	3 364	3 922	4 529	5 091	5 634	5 981
Northern Cape	974	1 031	1 181	1 305	1 435	1 586	1 668
North West	3 732	3 996	4 416	4 896	5 331	5 691	5 973
Western Cape	4 094	4 402	4 811	5 293	5 659	6 006	6 289
Total	43 739	47 380	53 261	60 326	64 809	69 399	73 714
Percentage growth (average annual)	2000/01 – 2003/04		2003/04 – 2006/07				
Eastern Cape	12,3%		7,1%				
Free State	10,6%		8,0%				
Gauteng	11,6%		3,5%				
KwaZulu-Natal	13,5%		7,4%				
Limpopo	8,5%		8,0%				
Mpumalanga	14,4%		9,7%				
Northern Cape	10,2%		8,5%				
North West	9,5%		6,8%				
Western Cape	8,9%		5,9%				
Total	11,3%		6,9%				

1. Includes primary school nutrition programme.

Source: National Treasury provincial database

Table 4.2 shows that while compensation of employees expenditure has been growing roughly in line with inflation over the past three years, capital expenditure has more than tripled, although this was from a low base. The increases in capital expenditure are mainly directed to reducing classroom backlogs. It is anticipated that all learners should be accommodated in classrooms in the current financial year. Spending on complementary inputs (textbooks, stationery, other materials) also grew strongly in real terms between 2000/01 and 2003/04, at about 20 per cent a year in real terms, although not as fast as capital spending.

These trends (stable salary costs with significant real growth in capital and other current expenditure) are set to continue over the next three years. This continues the trend of containing compensation of employees expenditure and strengthening key complementary inputs to improve education quality.

The rapid growth in capital expenditure and complementary inputs is set to continue

Table 4.2 Provincial education expenditure by economic classification, 2000/01 to 2006/07

R million	2000/01	2001/02	2002/03	2003/04	2004/05	2005/06	2006/07
	Outcome			Preliminary outcome	Medium-term estimates		
Current payments	41 938	44 693	49 471	54 806	59 076	62 989	66 774
Of which:							
Compensation of employees	39 381	41 602	45 558	49 607	53 228	55 937	58 962
Transfers and subsidies	1 248	1 719	2 239	3 057	2 698	3 111	3 439
Payments for capital assets	553	968	1 550	2 462	3 035	3 299	3 501
Total	43 739	47 380	53 261	60 326	64 809	69 399	73 714
Percentage change (average annual)	2000/01 – 2003/04			2003/04 – 2006/07			
Current payments	9,3%			6,8%			
Of which:							
Compensation of employees	8,0%			5,9%			
Transfers and subsidies	34,8%			4,0%			
Payments for capital assets	64,5%			12,4%			
Total	11,3%			6,9%			

Source: National Treasury provincial database

The share of education spending as a proportion of total spending is declining

Table 4.3 shows that for all provinces, in spite of real growth in education spending, the share of education expenditure as a proportion of provincial expenditure has been declining. This is because total provincial expenditure, and expenditure on social grants in particular, is growing faster in real terms than education spending. The relative reduction in the importance of education spending is projected to continue up to 2006/07, with education spending reaching 33,4 per cent of provincial expenditure. This ranges across provinces, from an expected 29,6 per cent in Western Cape to 37,6 per cent in Mpumalanga.

Table 4.3 Education expenditure as percentage of provincial expenditure, 2000/01 to 2006/07

	2000/01	2001/02	2002/03	2003/04	2004/05	2005/06	2006/07
	Outcome			Preliminary outcome	Medium-term estimates		
Eastern Cape	40,1%	40,6%	37,5%	34,7%	34,9%	35,1%	34,8%
Free State	40,8%	38,9%	36,7%	35,3%	36,0%	35,4%	35,0%
Gauteng	37,9%	36,0%	33,2%	33,6%	31,7%	30,7%	30,4%
KwaZulu-Natal	37,9%	37,3%	36,4%	35,5%	34,9%	33,4%	33,0%
Limpopo	44,6%	43,0%	39,7%	37,9%	38,2%	36,3%	35,5%
Mpumalanga	43,2%	39,9%	40,1%	39,2%	38,9%	38,7%	37,6%
Northern Cape	36,5%	34,7%	34,0%	31,4%	32,4%	32,9%	32,2%
North West	40,5%	40,4%	38,3%	36,6%	35,0%	33,6%	32,5%
Western Cape	35,6%	35,2%	33,2%	32,3%	30,8%	30,6%	29,6%
Total	39,7%	38,4%	36,6%	35,2%	34,8%	34,1%	33,4%

Source: National Treasury provincial database

Real per capita expenditure has grown and the gap between provinces has narrowed

Table 4.4 shows that expenditure per learner has increased substantially over the last three years, from R3 674 in 2000/01 to R5 011 in 2003/04, averaging 3,4 per cent growth a year in real terms. As a result of fairly rapid real per learner growth in some poor provinces, such as Eastern Cape, Free State, KwaZulu-Natal and Mpumalanga, the per capita spending differences between provinces have been narrowing. Continued real growth in spending in poor

provinces, somewhat slower growth in Western Cape and Gauteng, and fairly stable learner numbers, with some migration to Western Cape and Gauteng, should see a further narrowing of this gap.

Table 4.4 Number of learners and per capita expenditure by province, 2000/01 to 2003/04

	2000/01 Outcome		2001/02 Outcome		2002/03 Outcome		2003/04 Preliminary outcome	
	Learner numbers (thousands)	Rand per learner	Learner numbers (thousands)	Rand per learner	Learner numbers (thousands)	Rand per learner	Learner numbers (thousands)	Rand per learner
Eastern Cape	2 139	3 404	2 034	3 908	2 077	4 461	2 116	4 870
Free State	765	3 955	716	4 470	705	5 034	696	5 871
Gauteng	1 554	4 411	1 561	4 685	1 614	5 037	1 662	5 728
KwaZulu-Natal	2 663	3 111	2 698	3 478	2 757	3 820	2 783	4 359
Limpopo	1 845	3 503	1 816	3 711	1 839	4 051	1 817	4 545
Mpumalanga	912	3 320	904	3 721	914	4 289	915	4 951
Northern Cape	199	4 903	197	5 229	198	5 954	202	6 455
North West	910	4 102	893	4 474	916	4 819	891	5 498
Western Cape	916	4 467	918	4 795	945	5 089	957	5 532
Total/average	11 903	3 674	11 738	4 036	11 967	4 451	12 039	5 011

Sources: Learner numbers, EMIS, National Department of Education and National Treasury provincial database

Expenditure per learner takes into account the provision of learner support materials (LSM), which includes textbooks, stationery and teaching aids. Expenditure on LSM in 2003/04 amounted to a total of R1,5 billion for all nine provinces. The estimated expenditure per learner is approximately R126. The highest per learner expenditure on LSM is in Mpumalanga and the lowest is in North West at R70 per learner.

Table 4.5 shows that the public ordinary school education programme dominates provincial education expenditure. This programme funds primary and secondary schools providing compulsory education from grades 1 to 9, and non-compulsory education for grades 10 to 12. Expenditure on public ordinary schools amounted to R50,4 billion, or 83,5 per cent of total education expenditure, in 2003/04. It is set to grow to R61,0 billion in 2006/07. This growth is roughly in line with the overall growth in education expenditure.

Public ordinary school education dominates expenditure and grows in real terms

Table 4.5 Provincial education expenditure by programme, 2000/01 to 2006/07

R million	2000/01	2001/02	2002/03	2003/04	2004/05	2005/06	2006/07
	Outcome			Preliminary outcome	Medium-term estimates		
Administration	2 470	3 225	3 843	4 304	4 501	4 733	5 052
Public ordinary school education	37 410	39 880	44 672	50 371	53 959	57 684	61 030
<i>Of which:</i>							
<i>Primary schools</i>	20 073	21 604	23 733	27 793	29 914	31 679	33 143
<i>Secondary schools</i>	15 802	16 982	19 339	21 007	22 405	24 211	25 859
<i>Other</i>	1 535	1 294	1 600	1 572	1 640	1 794	2 028
Independent school subsidies	206	187	228	269	273	291	309
Public special school education	1 134	1 356	1 418	1 566	1 750	1 895	2 047
Further education and training	827	869	979	1 159	1 325	1 445	1 686
Adult basic education and training	410	401	512	536	600	639	678
Early childhood development	208	268	309	378	444	489	558
Auxiliary and associated services	918	989	1 044	1 438	1 620	1 871	1 979
Other programmes	157	205	257	306	338	351	377
Total expenditure	43 739	47 380	53 261	60 326	64 809	69 399	73 714
Economic classification							
Current payments	41 938	44 693	49 471	54 806	59 076	62 989	66 774
<i>Of which:</i>							
<i>Compensation of employees</i>	39 381	41 602	45 558	49 607	53 228	55 937	58 962
Transfers and subsidies	1 248	1 719	2 239	3 057	2 698	3 111	3 439
Payments for capital assets	553	968	1 550	2 462	3 035	3 299	3 501
Percentage of provincial education expenditure							
Administration	5,6%	6,8%	7,2%	7,1%	6,9%	6,8%	6,9%
Public ordinary school education	85,5%	84,2%	83,9%	83,5%	83,3%	83,1%	82,8%
<i>Of which:</i>							
<i>Primary schools</i>	53,7%	54,2%	53,1%	55,2%	55,4%	54,9%	54,3%
<i>Secondary schools</i>	42,2%	42,6%	43,3%	41,7%	41,5%	42,0%	42,4%
<i>Other</i>	4,1%	3,2%	3,6%	3,1%	3,0%	3,1%	3,3%
Independent school subsidies	0,5%	0,4%	0,4%	0,4%	0,4%	0,4%	0,4%
Public special school education	2,6%	2,9%	2,7%	2,6%	2,7%	2,7%	2,8%
Further education and training	1,9%	1,8%	1,8%	1,9%	2,0%	2,1%	2,3%
Adult basic education and training	0,9%	0,8%	1,0%	0,9%	0,9%	0,9%	0,9%
Early childhood development	0,5%	0,6%	0,6%	0,6%	0,7%	0,7%	0,8%
Auxiliary and associated services	2,1%	2,1%	2,0%	2,4%	2,5%	2,7%	2,7%
Other programmes	0,4%	0,4%	0,5%	0,5%	0,5%	0,5%	0,5%
Total expenditure	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%
Economic classification							
Current payments	95,9%	94,3%	92,9%	90,9%	91,2%	90,8%	90,6%
<i>Of which:</i>							
<i>Compensation of employees</i>	93,9%	93,1%	92,1%	90,5%	90,1%	88,8%	88,3%
Transfers and subsidies	2,9%	3,6%	4,2%	5,1%	4,2%	4,5%	4,7%
Payments for capital assets	1,3%	2,0%	2,9%	4,1%	4,7%	4,8%	4,7%

Source: National Treasury provincial database

Spending on early childhood development and further education and training is growing

From 2004/05, the budget allocated for early childhood development (ECD) has been phased into the equitable share and will no longer be funded as a conditional grant. Although it amounted to only 0,6 per cent of provincial expenditure in 2003/04, ECD grows faster than overall education expenditure over the medium term, at just more than 8 per cent a year in real terms. This is set to take ECD

expenditure from R378 million in 2003/04 to R558 million in 2006/07. Spending on further education and training is also projected to grow faster than overall education expenditure, while spending on adult basic education and training is projected to grow more modestly.

Compensation of employees

Table 4.6 shows that on average provinces spent 81,8 per cent of their budgets on compensation of employees in 2003/04. This is a significant reduction from 89,3 per cent in 2000/01. Scaling down the proportion of the budget absorbed by compensation of employees has been particularly strong in Eastern Cape and KwaZulu-Natal. The declining relative importance of compensation of employees spending is projected to continue over the MTEF period.

Relative spending on compensation of employees declines

Table 4.6 Provincial education compensation of employees expenditure, 2000/01 to 2006/07

	2000/01	2001/02 Outcome	2002/03	2003/04 Preliminary outcome	2004/05	2005/06	2006/07
R million					Medium-term estimates		
Eastern Cape	6 772	7 166	8 037	8 758	9 223	9 567	9 923
Free State	2 659	2 784	3 022	3 392	3 643	3 956	4 166
Gauteng	5 894	6 137	6 657	7 145	7 298	7 619	8 008
KwaZulu-Natal	7 612	8 250	9 193	10 090	10 844	11 462	12 120
Limpopo	5 871	6 124	6 608	7 090	7 867	8 243	8 671
Mpumalanga	2 788	2 960	3 243	3 567	4 013	4 226	4 700
Northern Cape	812	857	915	1 012	1 114	1 196	1 242
North West	3 405	3 609	3 924	4 238	4 599	4 811	5 069
Western Cape	3 567	3 716	3 960	4 316	4 626	4 857	5 063
Total	39 381	41 602	45 558	49 607	53 228	55 937	58 962
Percentage of provincial education expenditure							
Eastern Cape	93,0%	90,2%	86,7%	85,0%	84,9%	80,9%	78,4%
Free State	87,9%	87,0%	85,1%	83,0%	80,8%	81,6%	81,0%
Gauteng	86,0%	83,9%	81,9%	75,1%	77,2%	75,9%	75,9%
KwaZulu-Natal	91,9%	87,9%	87,3%	83,2%	82,3%	81,9%	80,7%
Limpopo	90,8%	90,9%	88,7%	85,9%	84,8%	84,3%	83,3%
Mpumalanga	92,1%	88,0%	82,7%	78,8%	78,8%	75,0%	78,6%
Northern Cape	83,3%	83,1%	77,5%	77,6%	77,6%	75,4%	74,5%
North West	91,2%	90,3%	88,9%	86,5%	86,3%	84,5%	84,9%
Western Cape	87,1%	84,4%	82,3%	81,6%	81,8%	80,9%	80,5%
Total	89,3%	87,3%	84,6%	81,8%	81,6%	80,1%	79,7%

Source: National Treasury provincial database

Payments for capital assets

Payments for capital assets has grown by an average of more than 50 per cent a year since 2000/01, increasing from 1,2 per cent of education expenditure in 2000/01 to 3,7 per cent in 2003/04, as illustrated in table 4.7. It is projected to increase further to 4,3 per cent of expenditure in the outer year of the MTEF period.

There has been rapid growth in payments for capital assets, albeit off a low base

Table 4.7 Provincial education payments for capital assets¹, 2000/01 to 2006/07

	2000/01	2001/02	2002/03	2003/04	2004/05	2005/06	2006/07
		Outcome		Preliminary outcome	Medium-term estimates		
R million							
Eastern Cape	62	31	124	33	376	449	452
Free State	48	96	125	150	182	190	190
Gauteng	170	191	323	870	806	828	846
KwaZulu-Natal	78	339	393	557	770	838	910
Limpopo	54	96	207	326	349	382	420
Mpumalanga	33	76	119	237	190	252	294
Northern Cape	0	1	20	18	27	39	41
North West	54	53	136	140	177	196	214
Western Cape	53	86	104	130	159	125	132
Total	553	968	1 550	2 462	3 035	3 299	3 501
Percentage of provincial education expenditure							
Eastern Cape	0,9%	0,4%	1,3%	0,3%	3,5%	3,8%	3,6%
Free State	1,6%	3,0%	3,5%	3,7%	4,0%	3,9%	3,7%
Gauteng	2,5%	2,6%	4,0%	9,1%	8,5%	8,2%	8,0%
KwaZulu-Natal	0,9%	3,6%	3,7%	4,6%	5,8%	6,0%	6,1%
Limpopo	0,8%	1,4%	2,8%	4,0%	3,8%	3,9%	4,0%
Mpumalanga	1,1%	2,3%	3,0%	5,2%	3,7%	4,5%	4,9%
Northern Cape	0,0%	0,1%	1,7%	1,4%	1,9%	2,4%	2,5%
North West	1,5%	1,3%	3,1%	2,9%	3,3%	3,4%	3,6%
Western Cape	1,3%	1,9%	2,2%	2,5%	2,8%	2,1%	2,1%
Total	1,2%	1,9%	2,8%	3,7%	4,2%	4,3%	4,3%

1. Excludes capital transfers.

The relative importance of capital expenditure varies across provinces, ranging from 9,1 per cent in Gauteng to 0,3 per cent in Eastern Cape in 2003/04. Strong growth is, however, projected for the Eastern Cape over the MTEF period.

Non-compensation of employees recurrent

Substantial growth in recurrent expenditure is evident

Recurrent expenditure excluding compensation of employees caters for the various complementary inputs such as textbooks and other learner support materials. Table 4.8 indicates that this expenditure in 2003/04 was R8,3 billion, increasing to R11,3 billion over the MTEF period. After growing in real terms at an annual average rate of nearly 21 per cent between 2000/01 to 2003/04, growth over the MTEF period moderates to 5,4 per cent a year. The slowdown in the growth of expenditure on compensation of employees and strong growth in provincial budgets has created space for increases in other non-compensation of employees expenditure.

Table 4.8 Provincial education non-compensation of employees expenditure¹, 2000/01 to 2006/07

R million	2000/01	2001/02	2002/03	2003/04	2004/05	2005/06	2006/07
	Outcome			Preliminary outcome	Medium-term estimates		
Eastern Cape	448	751	1 107	1 517	1 259	1 804	2 287
Free State	317	321	404	545	686	702	788
Gauteng	793	987	1 148	1 504	1 353	1 596	1 702
KwaZulu-Natal	595	795	948	1 484	1 571	1 697	1 998
Limpopo	538	520	634	841	1 067	1 148	1 323
Mpumalanga	206	328	561	726	888	1 156	986
Northern Cape	162	173	246	274	295	351	385
North West	273	334	356	519	555	685	690
Western Cape	473	601	747	846	873	1 025	1 093
Total	3 806	4 810	6 152	8 256	8 546	10 164	11 251
Percentage of provincial education expenditure							
Eastern Cape	6,2%	9,4%	11,9%	14,7%	11,6%	15,3%	18,1%
Free State	10,5%	10,0%	11,4%	13,3%	15,2%	14,5%	15,3%
Gauteng	11,6%	13,5%	14,1%	15,8%	14,3%	15,9%	16,1%
KwaZulu-Natal	7,2%	8,5%	9,0%	12,2%	11,9%	12,1%	13,3%
Limpopo	8,3%	7,7%	8,5%	10,2%	11,5%	11,8%	12,7%
Mpumalanga	6,8%	9,8%	14,3%	16,0%	17,4%	20,5%	16,5%
Northern Cape	16,7%	16,7%	20,9%	21,0%	20,5%	22,1%	23,1%
North West	7,3%	8,4%	8,1%	10,6%	10,4%	12,0%	11,5%
Western Cape	11,6%	13,7%	15,5%	16,0%	15,4%	17,1%	17,4%
Total	9,6%	10,9%	12,6%	14,4%	14,3%	15,7%	16,0%

1. Includes primary school nutrition programme.

Source: National Treasury provincial database

Non-compensation of employees recurrent expenditure remains low as a proportion of total expenditure in KwaZulu-Natal, Limpopo and North West.

Education outputs and quality

While it is clear that expenditure on education continues to grow in real terms and key inputs such as personnel have stabilised in recent years, it is more difficult to assess progress in terms of outputs and quality. While developments in access and enrolment have been positive, little systematic analysis exists of progression through the system and quality at the different levels. To date, matriculation results are the only generally available indication of quality, but they only come in at the end of the cycle and do not provide information that could lead to corrective action in earlier phases.

The monitoring of output and quality has been inadequate

Since 1998 there has been a continuing improvement in matriculation pass rates. After increasing from 49 per cent in 1998 to 71,2 per cent in 2002, it improved further to 73,2 per cent in 2003. Strongest improvements have been in Limpopo, Free State and KwaZulu-Natal. The biggest challenges remain in Eastern Cape and Mpumalanga, where pass rates are still below 70 per cent. The total number of matriculation passes increased, although as a proportion of the 18-year old cohort, passes remain low.

The rate of matriculation passes continues to improve

Table 4.9 Number of matric passes and pass rate, 2002 and 2003

	2002		2003	
	Number	Percentage	Number	Percentage
Eastern Cape	33 286	51,8%	37 468	60,0%
Free State	17 777	70,7%	18 916	80,0%
Gauteng	50 941	78,1%	55 621	81,5%
KwaZulu-Natal	68 973	70,7%	75 077	77,1%
Limpopo	49 644	69,5%	48 219	70,0%
Mpumalanga	22 222	55,8%	22 700	58,2%
Northern Cape	5 309	89,9%	5 667	90,7%
North West	24 637	67,8%	25 055	70,4%
Western Cape	32 985	86,5%	33 769	87,1%
Total	305 774	68,9%	322 492	73,2%

Source: Report on the Senior Certificate Examination, (EMIS, National Department of Education).

Table 4.10 Number of matric endorsements, 2002 and 2003

	2002		2003	
	Learners	Endorsement as a % of matric passes	Learners	Endorsement as a % of matric passes
Eastern Cape	5 189	15,6%	5 953	15,9%
Free State	4 733	26,6%	5 398	28,5%
Gauteng	14 172	27,8%	15 922	28,6%
KwaZulu-Natal	17 636	25,6%	19 887	26,5%
Limpopo	12 517	25,2%	13 021	27,0%
Mpumalanga	4 317	19,4%	4 840	21,3%
Northern Cape	1 081	20,4%	1 227	21,7%
North West	5 285	21,5%	5 439	21,7%
Western Cape	10 118	30,7%	10 323	30,6%
Total	75 048	24,5%	82 010	25,4%

Source: Report on the Senior Certificate Examination, (EMIS, National Department of Education)

The low number of matriculation endorsement raises concerns about quality of education

Although the number of matriculation endorsements (securing access to the higher education system) has increased in recent years, it remains low, as is evident in table 4.10. The small percentage of learners writing mathematics and physical science as matriculation examination subjects also raises concern about quality. Table 4.11 shows that, of the 258 352 learners who wrote mathematics in 2003, only 9,1 per cent passed on the higher grade, while table 4.12 shows that 17,2 per cent of the 151 808 learners that wrote physical science passed on the higher grade.

Table 4.11 Number of matric learners and pass rates in mathematics, 2003

Province	Learners passing HG	Learners passing HG as % of those that wrote	Learners passing SG	Learners passing SG as % of those that wrote	Learners passing LG	Learners passing LG as % of those that wrote	Learners who wrote exam	% who wrote and passed
Eastern Cape	1 496	3,9%	15 076	39,2%	4 609	12,0%	38 473	55,1%
Free State	1 346	10,8%	6 503	52,3%	1 106	8,9%	12 423	72,1%
Gauteng	6 710	15,7%	19 262	45,0%	3 357	7,8%	42 852	68,4%
KwaZulu-Natal	5 205	7,9%	26 386	39,9%	6 536	9,9%	66 068	57,7%
Limpopo	1 768	5,1%	10 878	31,7%	2 686	7,8%	34 359	44,6%
Mpumalanga	1 226	6,2%	6 570	33,2%	1 746	8,8%	19 760	48,3%
Northern Cape	395	14,8%	1 682	62,9%	201	7,5%	2 676	85,1%
North West	1 328	6,7%	6 916	34,9%	1 818	9,2%	19 791	50,8%
Western Cape	3 938	17,9%	11 433	52,1%	1 749	8,0%	21 950	78,0%
Total	23 412	9,1%	104 706	40,5%	23 808	9,2%	258 352	58,8%

Source: Report on the Senior Certificate Examination, (EMIS, national Department of Education)

A lack of correlation between education expenditure and matriculation passes is noteworthy. In Limpopo, where expenditure per learner is R4 545, there is a higher percentage of matriculation endorsements (27 per cent) compared to Mpumalanga (21,3 per cent), where the expenditure per learner is R4 951.

There is a lack of correlation between expenditure and matriculation passes

Table 4.12 Number of matric learners and pass rates in physical science, 2003

Province	Learners passing HG	Learners passing HG as % of those that wrote	Learners passing SG	Learners passing SG as % of those that wrote	Learners passing LG	Learners passing LG as % of those that wrote	Learners who wrote exam	% who wrote and passed
Eastern Cape	1 487	6,5%	11 970	52,3%	4 749	20,7%	22 893	79,5%
Free State	1 688	20,7%	4 450	54,7%	953	11,7%	8 139	87,1%
Gauteng	7 070	25,5%	13 952	50,3%	3 047	11,0%	27 733	86,8%
KwaZulu-Natal	6 124	17,8%	17 052	49,5%	4 415	12,8%	34 472	80,0%
Limpopo	2 522	13,3%	8 258	43,4%	1 681	8,8%	19 017	65,5%
Mpumalanga	1 459	10,8%	6 166	45,6%	2 202	16,3%	13 513	72,7%
Northern Cape	375	23,1%	1 047	64,5%	118	7,3%	1 623	94,9%
North West	1 451	11,8%	6 377	51,8%	1 900	15,4%	12 308	79,0%
Western Cape	3 892	32,1%	6 418	53,0%	1 139	9,4%	12 110	94,5%
Total	26 068	17,2%	75 690	49,9%	20 204	13,3%	151 808	80,3%

Source: Report on the Senior Certificate Examination, (EMIS, national Department of Education)

Conclusion

This chapter confirms the stabilisation of funding and inputs into education, as also reported in the *2003 Intergovernmental Fiscal Review*. Growing real allocations, increasing spending on infrastructure and learner support materials, and a continuing closing of the spending gap between provinces, must, however, be contrasted with the declining share of education in provincial budgets and as a proportion of GDP.

Funding and inputs are stabilising

More comprehensive monitoring of quality is required

After the massive expansion of the school education system in terms of numbers of learners in the 1970s and 1980s and continuing into the early 1990s, the key challenge remains the quality of education. While matric results provide some indication of positive changes, more comprehensive monitoring of quality at different phases of the education system is required.

Some components of the provincial education system need to expand

In addition to quality issues, there is a need to expand some of the components of the provincial education system, partly to address the efficiency of the system, but also to ensure appropriate life chances and to provide skills for growing the economy. This is particularly true of early childhood development, further education and training colleges, and adult basic education and training.