

CHAPTER 2

FULFILLING THE MANDATE OF THE CHE

1. PROGRESS TOWARDS THE MANDATE

As has been noted, the responsibilities allocated to the CHE are extensive and varied. Table 1 below indicates the CHE's responsibilities and its progress and activities over the past five years, and especially in the past year, towards their fulfilment.

Table 1: Progress towards fulfilling the mandate of the CHE.

RESPONSIBILITY	PERFORMANCE TO DATE
<p>1. Advising the Minister on all HE issues on which the CHE's advice is sought</p>	<ul style="list-style-type: none"> • Advice on <ul style="list-style-type: none"> - HE amendment Bills of 1999, 2000, 2001 and 2002 - 1999 National Student Financial Aid Scheme (NSFAS) Bill - Shape and size of HE (2000) - 2002 Regulations for the registration of private providers of HE - New Academic Policy for HE (2001) - Proposed new funding framework (2001) - Criteria and process for determining proposed programme mix and niches of institutions (2002) - Co-operative Governance (2002) - Ministry's proposals on institutional restructuring (2002) - Nomenclature of comprehensive institutions (2002) • Performance during 2003-2004 <ul style="list-style-type: none"> - Conditions and criteria for the use of the designations 'university', 'technikon' etc. and for offering/awarding degrees and post graduate qualifications (2003) - Proposed new funding framework (2003) - Distance higher education (2004)
<p>2. Advising the Minister on its own initiative on HE issues which the CHE regards as important</p>	<ul style="list-style-type: none"> • Advice on <ul style="list-style-type: none"> - Private HE (2000) - Weighting of student subsidy and earmarking funds for Black students for academic development - National Qualifications Framework (NQF) Study Team report (2002) • Performance during 2003-2004 <ul style="list-style-type: none"> - Institutional redress policy, strategy and funding (2003) - NQF Consultative Document (2003) - New Academic Policy process (2003) - Undertaking of investigation and preparation of draft advice on General Agreement on Trade in Services (GATS) and its implications for HE

3. Designing and implementing a system for QA in HE and establishing the HEQC

- **Establishment of the HEQC**
 - Established an interim HEQC in June 2000
 - Extensive and ongoing consultations with all key stakeholders
 - Applied to South African Qualifications Authority (SAQA) and received accreditation as an Education and Training Quality Assurer (ETQA) in 2001
 - Released for public comment draft *Founding Document* for HEQC
 - Produced *Founding Document* for HEQC
 - Called for nominations and constituted the HEQC in 2001
 - Publicly launched HEQC in May 2001
- **Research and Development**
 - Extensive research on various aspects of QA as part of developing programme accreditation and institutional audit policies and systems
 - Held national conference on QA with international participants in May 2001
 - Conducted evaluation of Quality Promotion Unit (of the Committee of University Principals) (QPU) and Certification Council for Technikon Education (SERTEC) and produced a publication
 - Conducted research on QA systems of professional councils and Sector Education and Training Authorities (SETAs) and produced publication
 - Commissioned a report on quality assurance terminology
 - Produced *SERTEC Transition Plan, 2001-2002*
- **Performance during 2003-2004**
 - Produced a directory of ETQAs and Professional Bodies (August 2003)
 - Commissioned research on short courses
 - Commissioned research on Recognition of Prior Learning (RPL)
 - Commissioned research on and held workshop on vocational education
 - Commissioned research on NQF Consultative Document proposals
- **Programme Accreditation & Co-ordination**
 - Established and convened Interim Joint Committee (IJC) and manual to process accreditation of programmes of public providers (with DoE and SAQA)
 - Undertaken accreditation of hundreds of new programmes of public Higher Education Institutions (HEIs)
 - Took over from SERTEC and delegated to Committee of Technikon Principals (CTP) (with HEQC participation) until end of 2003 quality assurance visits to technikons, agricultural colleges and polytechnics in neighbouring countries
 - Took over from the SAQA the accreditation of programmes of private providers
 - Produced new draft manual and piloted the accreditation of programmes of private providers
 - Undertook accreditation of hundreds of new programmes of private HEIs
 - Undertook re-accreditation of scores of existing programmes of private providers

- **Performance during 2003-2004**
 - Undertook accreditation of 285 new programmes of public HEIs
 - Undertook accreditation of 255 new programmes of private HEIs
 - Undertook re-accreditation of 138 existing programmes of private providers
 - Undertook re-accreditation of all MBA programmes
 - Released discussion document on proposed new accreditation framework
 - Undertook finalisation of new accreditation policies and framework
 - Prepared regulations for accreditation
 - Extensive investigation into various aspects of co-ordination of HE QA
 - Publication of a directory of ETQAs and professional bodies arising from investigation into co-ordination of HE QA
 - Various meetings with SAQA and HEIs on issues related to co-ordination of HE QA
 - Extensive and ongoing consultations with all key stakeholders
- **Institutional Audits**
 - Undertook research and development of institutional audit framework
 - Released discussion document on proposed new audit framework
 - Conducted one-day visits to all public and a selection of private institutions
- **Performance during 2003-2004**
 - Undertook three pilot audits of HEIs
 - Undertook finalisation of new audit policies and framework
 - Prepared regulations for institutional audits
 - Extensive and ongoing consultations with all key stakeholders
 - Meetings with institutions selected for institutional audits
- **Quality Promotion & Capacity Development**
 - Initiated Teaching and Learning Project
 - Produced resources for Teaching and Learning Project
 - Established HEQC national forum of QA managers at HEIs
- **Performance during 2003-2004**
 - Held numerous workshops on Teaching and Learning resources
 - Convened HEQC national forum of QA managers at HEIs
 - Organised numerous conferences, seminars and training workshops
 - Provided support to Namibian and Mozambican Ministries

	<ul style="list-style-type: none"> - Began preparation of framework document for Quality Promotion and Capacity Development - Prepared regulations for Quality Promotion and Capacity Development - Extensive and ongoing consultations with all key stakeholders • NQF implementation <ul style="list-style-type: none"> - Meetings with SAQA regarding aspects of NQF and its implementation in HE - Meetings with DoE on aspects of NQF and its implementation in HE - Convened Joint Implementation Plan (JIP) Committee for implementation of NQF within HE - Commented and advised on reviews of the NQF • Performance during 2003-2004 <ul style="list-style-type: none"> - Commented and proactively advised on NQF Consultative Document (2003)
<p>4. Advising the Minister on the appropriate shape and size of the HE system, including its desired institutional configuration</p>	<ul style="list-style-type: none"> - Produced Memorandum and met with the Minister (December 1999) - Established Task Team and produced Shape and Size Report (July 2000) - Extensive engagements with HEIs and stakeholders around Shape and Size Report - Obtained and analysed stakeholder submissions on Shape and Size Report in preparation for <i>National Plan</i> - Discussions with Minister and DoE around <i>National Plan</i> - Established standing Committee on Shape and Size - Commented on National Working Group Report on Restructuring - Advised on criteria and process for determining proposed programme mix and institutional niches - Advised on the Ministry's final restructuring proposals • Performance during 2003-2004 <ul style="list-style-type: none"> - Advised Minister on conditions and criteria for the use of the designations 'university', 'technikon' etc. and for offering/awarding degrees and postgraduate qualifications (2003)
<p>5. Advising the Minister in particular on the new funding arrangements for HE</p>	<ul style="list-style-type: none"> - Established CHE Financing and Funding Task Team - Advised Minister on weighting of student subsidy and earmarking funds for Black students for academic development - Produced draft document on proposed funding framework (2001) - Obtained and analysed stakeholder submissions - Advised on proposed new funding framework (2001) - Public release of CHE advice to the Minister (2002) - Established Task Team on Institutional Redress Policy, Strategy and Funding - Established Standing Committee on Financing and Funding • Performance during 2003-2004 <ul style="list-style-type: none"> - Advised on Institutional Redress Policy, Strategy and Funding (2003) - Advised on proposed new funding framework (2003)

<p>6. Advising the Minister in particular on language policy in HE</p>	<ul style="list-style-type: none"> - Established CHE Language Policy Task Team - Task Team reported on language policy framework for HE - Discussed and finalised report of Language Policy Task Team - Advised and reported to Minister on language policy - Preliminary interaction with Minister around advice - Minister's language policy on HE draws substantially on CHE advice <p>• Performance during 2003-2004</p> <ul style="list-style-type: none"> - Public release of CHE advice to the Minister (2003)
<p>7. Developing a means for monitoring and evaluating whether, how, to the extent to which and the consequences the vision, policy goals and objectives for HE defined in the <i>White Paper</i> on HE are being realised</p>	<ul style="list-style-type: none"> - Task Team on Achievement of Policy Objectives established - Activities of the Task Team suspended due to Shape and Size activity - Monitoring and evaluation re-established as Project of Secretariat - Project and funding proposal produced and submitted to donor - R 2.4 million funding received from Ford Foundation towards building a monitoring and evaluation system - State of HE Reports of 1998/1999 and 2000/2001 provided as detailed an analysis as feasible of progress towards policy goals <p>• Performance during 2003-2004</p> <ul style="list-style-type: none"> - Established Reference Group to guide development of a conceptual framework and system for Monitoring and Evaluation - Production of numerous drafts of framework document on Monitoring and Evaluation - Finalisation of a Discussion Document: <i>Towards a Framework for the Monitoring and Evaluation of South African Higher Education</i> - Preparations for release for public comment of Discussion Document
<p>8. Promoting the access of students to HE</p>	<p>• The Shape and Size Report</p> <ul style="list-style-type: none"> - Motivated increasing the participation rate from about 15% to 20% - Called for increased and widened access - especially for historically disadvantaged - Called for increased support for the NSFAS and increasing size of grants - Engagements around RPL and monitoring of developments in this area <p>• Performance during 2003-2004</p> <ul style="list-style-type: none"> - Commissioned research on RPL and short courses - CHE decision to commission work on the barriers to equity of access, opportunity and outcomes in HE
<p>9. Providing advice to the Minister on the proposed new Education Management Information System for HE</p>	<ul style="list-style-type: none"> - Recommendations made to DoE following presentation on Higher Education Management Information System (HEMIS) in 1999 - Ongoing communication with DoE and SAQA regarding HEMIS and NLRD in relation to CHE databases for monitoring and QA

<p>10. Formulating advice for the Minister on a new academic policy for HE, including a diploma/degree structure which would advance the policy objectives of the <i>White Paper</i></p>	<ul style="list-style-type: none"> - Academic Policy Task Team with representatives from key constituencies established to undertake work for the DoE - Work suspended for decisions related to Shape and Size; reactivation of work during late 2000 - CHE convened Joint Implementation Committee and the Interim Joint Committee (IJC) fed into work of the Academic Policy Task Team - Report on New Academic Policy (NAP) approved as discussion document by the CHE (2001) - Report handed over to the DoE in late 2001 for public comment process and finalisation • Performance during 2003-2004 - Ongoing communication with Ministry regarding NAP and also with SAQA - Awaited final document from the DoE for advice
<p>11. Formulating advice for the Minister on stimulating greater institutional responsiveness to societal needs, especially those linked to stimulating South Africa's economy, such as greater HE-industry partnerships</p>	<ul style="list-style-type: none"> - Project established in 2001 - Project proposal developed and submitted to donor and donor funding secured - Meeting with the Minister and discussions with other government ministers and departments and prospective partners - Studies and papers commissioned and published - National colloquium held on 27-28 June 2002 - Publication on commissioned research and colloquium • Performance during 2003-2004 - Colloquium on HE responsiveness at local government level (2003) - Facilitated process to develop a Memorandum of Understanding (MoU) between HEIs in Johannesburg and Johannesburg Metropolitan Council - MoU between HEIs in Johannesburg and Johannesburg Metropolitan Council signed in 2003 - Advice and recommendations to Minister to be finalised in late 2004
<p>12. Appointing an independent assessment panel from which the Minister is able to appoint assessors to conduct investigations into particular issues at public HEIs</p>	<ul style="list-style-type: none"> - An initial panel established in 1998 - Panel supplemented with new members during 2000 - Panel supplemented with new members during 2001 - Minister has utilised panel members for investigations at a number of institutions • Performance during 2003-2004 - Panel supplemented with new members during 2003 - Minister utilised panel member for investigation at the University of Durban-Westville

<p>13. Establishing healthy interactions with HE stakeholders on the CHE's work</p>	<ul style="list-style-type: none"> - Bilateral meetings with CTP and South African Universities Vice-Chancellors Association (SAUVCA) during 1999 - Bilateral meetings with South African Student Congress (SASCO) and CTP during 2000 - Bilateral meetings with all national stakeholders during 2002 - Consultative Conference serves as major forum for interaction - National stakeholders and individual HEIs contribute to the work of the CHE in various ways - Extensive engagements with national stakeholders and HEIs around Shape and Size during 2000 - Extensive contact with DoE and joint activities in some areas • Performance during 2003-2004 - Bilateral meetings with various national stakeholders - Extensive engagements with national stakeholders and HEIs around QA issues
<p>14. Producing reports on the state of HE</p>	<ul style="list-style-type: none"> - Produced a State of HE report for 1998/1999 - extensive report on the state of HE and the work of the CHE - Produced a State of HE report for 2000/2001- extensive report on the state of HE and the work of the CHE - Framework developed for producing ever more comprehensive and analytical reports on the state of HE - Future State of HE reports will be facilitated by: <ul style="list-style-type: none"> - CHE Monitoring and Evaluation activities - Protocols with institutions and organisations on data collection and sharing - CHE Triennial Review of HE project - Effective HEMIS system of DoE - NLRD of SAQA
<p>15. Convening an annual consultative conference of HE stakeholders</p>	<ul style="list-style-type: none"> - Convened <ul style="list-style-type: none"> 1st Consultative conference in November 1999 2nd Consultative conference in November 2000 3rd Consultative conference in November 2001 4th Consultative conference in November 2002 • Performance during 2003-2004 5th Consultative conference in November 2003
<p>16. Participating in the development of a coherent HR development framework for South Africa in concert with other organisations</p>	<ul style="list-style-type: none"> - Contributions through attendance of workshops - Informal contributions through Human Resource Development (HRD) discussions in context of NQF - Key issue for Responsiveness of HE project and of HE colloquium of 27-28 June 2002

17. Contributing to the development of HE through publications and conferences

- Initiated a range of publications: Policy Reports, Research Reports, Occasional Papers, Higher Education Monitor, Newsletters and *Kagisano* – a HE Discussion Series to stimulate discussion and debate around important issues related to HE.
- Initiated a *CHE Discussion Forum* - five held thus far:
 1. *Key Global and International Trends in Higher Education: Challenges for South Africa and Developing Countries* (Prof. Philip Altbach)
 2. *Globalisation, National Development and Higher Education* (Prof. Manuel Castells)
 3. *A Decade of Higher Education Reform in Argentina* (Dr Marcela Mollis)
- **Performance during 2003-2004**
 4. *Tertiary Education in the New South Africa: A Lover's Complaint* (Prof. Bob Wolff)
 5. A Conceptual Critique of the *Consultative Document, 'An Interdependent National Qualifications Framework System'* (Prof. Michael Young)
 6. Numerous conferences, seminars and workshops convened by the HEQC to promote quality and build institutional and individual capabilities.

Overall, within the constraints of human and financial resources, the major task of establishing the CHE and HEQC infrastructure and Secretariat, and various pressures and demands on a fledgling organisation, good progress has been registered with respect to the execution of responsibilities during the past five years, including during the past year.

2. INTERACTION WITH THE MINISTER/MINISTRY OF EDUCATION

The CHE meets with the Minister of Education on a needs basis and on request. In 2003-2004, the CHE met formally with the Minister on two occasions and the Chief Executive Officer (CEO) met informally with the Minister on a few occasions. There was also various written correspondence between the Minister and the CHE.

The practice of monthly meetings between senior CHE staff and senior officials of the Higher Education Branch of the MoE has continued and provides an important mechanism for addressing various matters.

Requests for advice from the Minister of Education

During the past year the Minister requested the CHE to advise him on the following:

- a) The role of distance education in the development of the HE system and specifically:
 - The conditions and criteria that should govern the provision of distance education programmes by traditionally contact institutions given the concerns raised in the *National Plan*
 - The broader role of distance education in HE in the light of current and future international trends and the changes in Information and Communication Technology (ICT) so as to ensure that distance education is well placed to contribute to the development and transformation of the HE system and its role in social and economic development
 - The role of a single distance education institution in South Africa and in particular, the role the latter could play in the development of a 'national network of centres of innovation in course design and development, as this would enable the development and franchising of

well-designed, quality and cost-effective learning resources and courses, building on the expertise and experience of top quality scholars and educators in different parts of the country' (*White Paper*, 2.61)

The CHE provided advice in March 2004.

- b) The criteria to be used to assess the ability of a HEI to offer degrees and postgraduate qualifications.

In writing to the CHE in late 2002 to request advice on the nomenclature of comprehensive institutions, the Minister of Education indicated that **'the CHE could extend its advice to the nomenclature of HEIs more generally'**. He also indicated that he would furthermore **'appreciate the advice of the CHE on a related matter, that is the criteria to be used to assess the ability of a higher education institution to offer degrees and postgraduate qualifications'**.

The CHE provided advice in September 2003.

- c) The Ministry of Education's proposed new higher education funding framework.

The CHE provided advice in November 2003.

Proactive Advice to the Minister of Education

The CHE has also sought to provide proactive advice to the Minister on a number of issues:

- a) Prior to the Minister of Education requesting advice, the CHE identified the necessity of investigating the issues of the nomenclature of HEIs and the criteria and mechanisms and procedures to be used to assess the ability of a HEI to offer degrees and post-graduate qualifications. However, due to the difficulty of securing appropriate consultants, the investigation only began in August 2002 (see below, under the report on the Shape and Size Standing Committee). The Minister's request confirmed the importance of this investigation.

The CHE provided advice in September 2003.

- b) The CHE has since late 2001 been investigating the matter of *Institutional Redress Policy and Strategy*.

In the course of engagements around the 2000 Shape and Size Report, one of the key issues raised by some national stakeholders and institutions was the lack of any substantive *Institutional Redress Policy and Strategy*. Accordingly, the CHE placed this matter on the agenda of its November 2000 Consultative Conference and made the issue the subject of one of the commissions at the conference.

At the same Consultative Conference the Minister of Education indicated that he would welcome advice around redress policy, a view that was reiterated at a meeting with the CHE in May 2001. Subsequently, the CHE requested its Financing and Funding Task Team to investigate *Institutional Redress Policy and Strategy and Funding* as part of creating a new HE landscape and building institutions of excellence.

While it took the CHE a considerable amount of time to formulate its advice on *Institutional Redress Policy, Strategy and Funding*, it was fortuitous that this advice was being finalised at the same time that the proposed new funding framework was being considered. As a result the CHE's advice on *Institutional Redress Policy, Strategy and Funding* was able to draw on and make reference to the Ministry's proposed new funding framework.

The CHE's *Policy Advice Report*:

- Sets out and motivates in detail the need for an Institutional Redress Policy to address the historical disadvantage experienced by black HEIs under apartheid. The CHE argues that *Institutional Redress Policy and Funding* is a necessary condition of the successful transformation of South African HE. It is necessary because, first, the legacies of historical inequities and disadvantage that persist cannot be allowed to fester indefinitely and bedevil social and institutional relations in HE. Second, *Institutional Redress Policy and Funding* is also necessary because the HDIs have an important part to play in meeting the national development challenges that face South Africa and they must be supported and equipped to play their roles.

Institutional disadvantage is not only historical but has contemporary meaning. Institutional Redress therefore has contemporary relevance. It is also feasible because various policy instruments have been developed that make possible giving effect to redress relatively immediately, without placing a major administrative burden on the Minister of Education.

- Advances, proposals and recommendations for institutional redress policy, strategy and funding and for operationalising Institutional Redress.

The CHE provided advice in November 2003.

- c) Drawing on its 'Responsiveness' project (see below, under Projects) and the Colloquium that it held in late June 2002, the CHE will advise the Minister on stimulating HE responsiveness to the knowledge and person-power needs of the private and public sectors and the building of strong relationships between HE and these sectors.
- d) The NQF Consultative Document of the Ministries of Education and Labour.

The CHE provided advice in November 2003.

New subjects of advice

In addition, the CHE has identified new issues that should be the subjects of advice to the Minister. These include:

- a) Barriers (educational, financial, institutional, etc.) to equity of student access and especially opportunity and outcomes in HE
- b) The macro implementation of institutional restructuring and its impact, outcomes and consequences
- c) South African government involvement and regulation of HE, institutional autonomy and academic freedom
- d) Undertaking of an investigation and preparation of advice on GATS and its implications for HE

These issues will be taken up through Task Teams, individual Projects or/and through the CHE Monitoring and Triennial Review projects (see Chapter 2, under Projects).

3. CHE STANDING COMMITTEES, TASK TEAMS AND PROJECTS

Initially, CHE activities were undertaken through Task Teams and Projects. Subsequently, it was decided that three different kinds of structures were necessary for CHE activities – CHE Standing Committees, Task Teams and Projects.

3.1 STANDING COMMITTEES

Standing committees are devoted to key HE policy areas and issues that require the ongoing attention of the CHE. The Chair and members of Standing Committees are appointed by the CHE. Provision is made for the participation of non-CHE members with the approval of the Council. While Standing Committees are directed and supervised by CHE members, the CHE Secretariat handles their management and administration. Four Standing Committees have been established: Higher Education Legislation, Shape and Size, Funding and Financing, and Monitoring and Evaluation.

Higher Education Legislation

This Standing Committee attends to the preparation, tabling for discussion and eventual adoption, at the full committee meeting of the CHE, of all CHE advice on proposed HE legislation. Such legislation may take the form of new Acts on or related to HE, amendments to the existing *Higher Education Act* and legislation related to HE and all HE regulations.

The Chair of the Standing Committee is Prof. GJ Gerwel, with Ms JA Glennie, Dr MC Koorts and Prof. S Badat as members.

Shape and Size

The Shape and Size Standing Committee deals with the issues of the overall capacity (size in terms of number of institutions, enrolments and participation rate) of the HE system in relation to the need to develop the high level and varied intellectual and conceptual knowledge, abilities and skills to meet the local, regional, national and international requirements of a developing democracy. This standing committee also deals with the development of intellectual and conceptual knowledge and skills as well as ongoing development of professionals at different levels, for different economic and social sectors, in different fields and disciplines and through different types and kinds of HEIs and educational and pedagogic modes (*shape*).

The Standing Committee is headed by Dr K Mokhele and comprises the following members: Ms T January-McLean, Prof. MF Ramashala, Mr J Mamabolo, Prof. SF Coetzee, Mr SBA Isaacs and Prof. S Badat.

A key task of the Standing Committee was to produce a policy report that would assist the CHE to advise the Minister of Education on the conditions and criteria under which (private) HEIs may be recognised as:

- Universities or Technikons or Institutes of Technology, etc. and/or
- Undergraduate degree offering and/or awarding institutions, and/or
- Postgraduate degree, diploma or certificate offering and/or awarding institutions.

This in turn would assist the HEQC to formulate policy and practice around the specific accreditation requirements that institutions need to meet in order to be permitted to provide Undergraduate degree programmes or/and Postgraduate degree, diploma and certificate programmes (as opposed to only Undergraduate certificates and diplomas).

The rationale for the project was that, increasingly, private HEIs are seeking to offer undergraduate degree programmes, as well as postgraduate programmes up to the level of the doctoral degree. There are also private HE providers that are seeking to use the designation 'University'. In this regard, concerns have been expressed around the need to protect and regulate the use by HEIs of the designations 'University', 'Technikon', 'Institute of Technology', etc., and ensure that private providers of HE and training have the requisite capabilities and capacities to offer undergraduate degree programmes and postgraduate degree, diploma and certificate programmes that 'are not inferior to standards at a comparable public higher education institution' (*Higher Education Act, 1997*).

The specific aims of the project were to:

- a) Identify and analyse the possible substantive criteria and conditions in terms of which (private) HE and training institutions may be recognised as Universities, Technikons, Institutes of Technology, etc. and to make recommendations in this regard.
- b) Identify and analyse the possible processes and procedures in terms of which (private) HE and training institutions may be recognised as Universities, Technikons, Institutes of Technology, etc. and to make recommendations in this regard.
- c) Identify and analyse the possible mechanisms through which (private) higher education and training institutions may be recognised as Universities, Technikons, Institutes of Technology, etc. and to make recommendations in this regard.
- d) Identify and analyse the possible substantive criteria and conditions in terms of which (private) HE and training institutions may be recognised as Undergraduate degree offering and/or awarding institutions or/and Postgraduate degree, diploma or certificate offering and/or awarding institutions and to make recommendations in this regard.
- e) Identify and analyse the possible processes and procedures in terms of which (private) HE and training institutions may be recognised as Undergraduate degree offering and/or awarding institutions or/and Postgraduate degree, diploma or certificate offering and/or awarding institutions and to make recommendations in this regard.
- f) Identify and analyse the possible mechanisms through which (private) HE and training institutions may be recognised as Undergraduate degree offering and/or awarding institutions

or/and Postgraduate degree, diploma or certificate offering and/or awarding institutions and to make recommendations in this regard.

The investigation:

- Surveyed the South African HE legislation and policy documents with reference to the aims of the project
- Reviewed the literature on HE policy and practice related to the usage of the designations 'University' and 'University of Technology' or 'Institute of Technology' in select countries
- Reviewed the literature on HE policy and practice related to the offering of Undergraduate degree programmes and Postgraduate degrees, diploma and certificate programmes in select countries
- Invited submissions from such organisations as SAUVCA, CTP, APPETD, HEIs, student organisations, etc. around the aims of the project
- Interviewed select officials, if necessary, from organisations such as DoE, CHE, SAUVCA, CTP, APPETD, professional councils and SETAs, HEIs, student organisations, etc. around the aims of the project.

The recommendations that are advanced around the criteria and conditions that private institutions should satisfy to be permitted recognition as 'Universities' and 'Technikons' and to be permitted to offer Undergraduate degree programmes and Postgraduate degrees, diploma and certificate programmes must be equitable. That is, public HEIs, notwithstanding their status as 'Universities' and 'Technikons' and as degree offering institutions, must equally meet the criteria and conditions. They should not apply to private institutions alone.

The CHE provided advice to the Minister in September 2003.

Funding and Financing

The CHE Funding and Financing Standing Committee deals with all aspects of the funding and financing of HE. The *HE Act* and the *White Paper* allocate specific responsibilities to the CHE in this regard, such as advising on 'the policies, principles and criteria that should govern the allocation of public funds among higher education providers', 'a mechanism for the allocation of public funds', 'student financial aid', 'policy regarding public and private financing and provision, the level and distribution of public subsidies to higher education' and 'forms of student financial assistance'.

Prof. SJ Saunders chairs the Standing Committee and its members are Prof. B Figaji, Prof. MF Ramashala, Prof. S Badat and Prof. RH Stumpf (invited non-CHE member).

- Funding is viewed by the *National Plan* as a crucial steering mechanism in the transformation of the HE system and in mid-2003 the DoE released its proposed new funding framework for discussion. The CHE's advice to the Minister was submitted in late 2003.

The CHE's Policy Advice Report to the Minister is an extensive document that sets out how the CHE's advice was developed, the basic propositions that inform the CHE's advice, the CHE's general comments, the CHE's specific comments in detail, and the **way forward proposed by the CHE, which includes its key proposals and recommendations.**

The Funding and Financing Standing Committee has also been involved in initiating and supervising an investigation into Institutional Redress Policy and Strategy as well as the planning, implementation and funding of such a policy and strategy for the purpose of advising the Minister in this regard.

The specific aims of the project were to:

- a) Conceptualise the meaning that should be attached to 'Institutional Redress' in the context of creating a new HE landscape
- b) Analyse the pace of 'Institutional Redress' policy in an overall policy of redress and equity
- c) Analyse Institutional Redress Policy and Strategy in the context of proposed mergers between HDIs and HAIs;

- d) Identify and discuss the strategies that could contribute effectively to Institutional Redress in the context of creating a new HE landscape
- e) Analyse issues related to financing effective Institutional Redress strategies - the duration of strategies, required budgets, possible sources of finances, etc.
- f) Analyse issues related to the planning and implementation of redress strategies and funding - determination of areas for Institutional Redress, the basis of redress allocations; the required infrastructure; the monitoring of implementation, etc.
- g) Advance specific recommendations on *Institutional Redress Policy and Strategy* and its planning, implementation and funding.

The CHE provided advice in November 2003.

Monitoring and Evaluation

The *White Paper* refers to the CHE advising the MoE on:

The performance of the system, having regard to available performance indicators. The progress being made towards achieving national equity and HRD goals and measures to overcome impediments to achieving transformation goals (Section 3.25i & j).

The CHE's monitoring and evaluation activities are located in the Directorate: Monitoring and Evaluation and guided and supervised by the Monitoring and Evaluation Standing Committee.

Prof. AM Perez chairs the Standing Committee and its members include Prof. MF Ramashala Prof. SJ Saunders, and Dr L Lange. The Ford Foundation has provided a three-year grant to undertake research and development of the monitoring and evaluation system.

The CHE has undertaken work on a proposed Monitoring and Evaluation Framework for the HE system, which:

- Generates knowledge on HE transformation
- Enables a dialogue among key actors around progress towards policy goals and objectives
- Assists the CHE in discharging its responsibilities to provide advice to the Minister of Education effectively and produce reports on the state of South African HE that are increasingly more comprehensive and analytical
- Generates information and analysis that is of use for the effective steering by government of HE
- Strengthens democracy as far as the dissemination of the analysis and interpretation of data generates the public space for the critical interrogation of policy development and implementation.

During the past year, the following was undertaken:

- a) Building a Monitoring and Evaluation System for South African HE
 - Development and implementation of a system to monitor the achievement of HE policy goals, the efficacy of policy instruments and mechanisms, and policy processes
- Work was focused on developing a framework for the monitoring and evaluation of HE. The resultant framework, *Towards a Framework for the Monitoring and Evaluation of South African Higher Education: A Discussion Document*, was the product of extensive intense work by the CHE aided by a reference group. The framework explicates the CHE's conceptualisation of the meanings and methodologies of monitoring and evaluation for HE.
- Conducting and commissioning research on HE issues that emerged from the implementation of policy reform at a systemic and institutional level.

In association with the Inclusive Education Directorate of the DoE the CHE undertook and managed a research project focused on the implementation of *White Paper 6 (Special Needs Education)* at HE level. The Research Report based on the project, which was undertaken by the Centre for the Study of Higher Education at the University of the Western Cape, will be finalised in late 2004.

The CHE has also entered into a partnership with the HSRC to conduct a series of studies on the transition of students from high school, to HE and the labour market. The first study will commence in mid-2004.

- Production of research reports, institutional profiles, and system data analysis in support of the work of the HEQC directorates.

The CHE/HEQC produced, under the series *Higher Education Monitor*, a joint report *'The State of Private Higher Education in South Africa'*. This focused on the analysis of private provision in South Africa through the data generated by the accreditation of programmes undertaken by the HEQC.

3.2 TASK TEAMS

Task Teams are focused on systemic or major HE policy issues on which the Minister has requested the CHE's advice or that the CHE wishes to provide proactively. They are established according to need. The members of Task Teams, including the Chair, are appointed by the CHE and non-CHE members may participate with the approval of the Council. CHE members direct and supervise Task Teams with the CHE Secretariat responsible for their management and administration.

Distance Education

An extensive investigation was prompted by a request to the CHE in late 2002 from the MoE for advice on 'the role of distance education in the development of the higher education system'.

The Minister of Education expressed concerns around 'the unanticipated consequences of the proliferation of distance education programmes offered by contact institutions in the absence of a clear policy framework' on the emerging single dedicated distance education institution (University of South Africa – UNISA); and also around the relevance and quality of the distance education programmes offered by contact institutions, 'especially as the introduction of the programmes appeared to have been driven by financial gain, in particular, with respect to programmes offered in partnership with private providers'. In these regards, the Minister of Education requested the CHE to advise him on:

- The conditions and criteria which should govern the provision of distance education programmes by traditionally contact institutions given the concerns raised in the *National Plan*
- The broader role of distance education in HE in the light of current and future international trends and the changes in information and communication technology. This would ensure that distance education is well placed to contribute to the development and transformation of the HE system and its role in social and economic development
- The role of a single distance education institution in South Africa, and in particular, the role the latter could play, as the *White Paper* suggests, in the development of a 'national network of centres of innovation in course design and development, as this would enable the development and franchising of well-designed, quality and cost-effective learning resources and courses, building on the expertise and experience of top quality scholars and educators in different parts of the country' (*White Paper*, 1997: 2.61).

It subsequently became clear that the Minister also sought advice on the funding of distance education.

The investigation of the CHE was undertaken in a complex context in which the Ministry acknowledged in both the 1997 *White Paper* and the 2001 *National Plan for Higher Education* that the 'traditional distinction between contact and distance institutions and modes of delivery is becoming increasingly blurred' (MoE, 2001: 60). It also accepted the CHE's suggestion in its *Towards a New Higher Education Landscape* that HE programmes existed on a continuum running from 'provision purely at a distance to provision that is purely face-to-face' (CHE, 2000:44). This implied that it was extremely difficult to identify at which point of the continuum many programmes sat, and hence how they might be categorised. Furthermore, other research had identified the ever-growing diversity of education practices, from distributed lecturing systems using video-conferencing to systems using well-designed study guides and decentralised tutorial support, being clustered under the 'catch-all' phrase of distance education.

Within this complex terrain, and taking the Minister of Education's request as the point of departure, the specific aims of the CHE investigation were to:

1. Develop a shared understanding of the changing nature of distance education and its costs and role in HE, and attempt to circumscribe what is being referred to as 'distance education'
2. Develop guidelines for role differentiation in the distance education sector
3. Recommend defensible and durable conditions and criteria relating to distance education provision for the Ministry to use in guiding the programme mix at South African public HEIs. This will be based in part on an agreement with the HEQC on criteria for quality distance education provision and their role in assuring these
4. Propose ways in which distance education might be funded
5. Recommend mechanisms to harness the best expertise in the country to develop high quality learning resources for widespread use in the HE sector.

The investigation took as its points of departure the vision and goals for HE expressed in the *White Paper* and the *National Plan* and the key values and principles that are intended to guide the process of transformation and development in HE. The investigation concentrated on distance education in the public HE sector as the issues on which the Minister requested advice pertained primarily to this sector.

The CHE provided advice to the Minister of Education in March 2004. A comprehensive Research Report on distance education will be released in late 2004.

3.3 PROJECTS

Issues that are not related to the immediate policy advice responsibilities of the CHE are, with the approval and guidance of the CHE, directed, supervised and managed by the CHE Secretariat as Projects. These include:

- Research and investigations that give effect to and/or inform the diverse work of the CHE. The results of these may, following discussion by the Council, lead to advice to the Minister
- Reporting on the state of South African HE
- The annual Consultative Conference
- CHE conferences and discussion forums
- CHE publications and other media
- The production of the Annual Report to parliament.

The projects of the CHE seek to give effect to the responsibilities that have been accorded to the CHE. The requirement to contribute to the development of HE provides considerable leeway for the CHE to identify systemic and national HE issues that deserve critical reflection and to initiate projects in this regard. The privileged vantage point that the CHE enjoys with respect to national HE and HE-related developments also facilitates identifying issues for investigation.

The CHE is convinced that its own ability to provide considered, independent and especially proactive advice is dependent on promoting and helping to sustain high quality critical scholarship on South African HE and HE in general. In the South African context this requires encouraging and helping to develop and nurture a community of HE scholars and policy analysts within and outside HEIs. Through a number of its projects - monitoring and evaluation, critical triennial review of HE, the role of HE in social transformation to mention just a few - the CHE seeks to involve established and emerging academics and researchers and to contribute towards building institutional capacity for HE studies.

Building Relationships between Higher Education and the Private and Public Sectors to respond to Knowledge and High-Level Human Resource Needs in the context of Inequality and Unemployment.

The purpose of the 'responsiveness' project was to give effect to the CHE's statutory responsibility 'to formulate advice to the Minister on stimulating greater institutional responsiveness to societal needs, especially those linked to stimulating the South African economy such as greater HE-industry partnerships'.

The project aimed to understand labour market needs, the fit between graduates' skills, competencies and attributes and employers' needs while reviewing the theoretical and methodological approaches that underpin the issue of responsiveness. In addition, the project was intended to bring together leaders of HE and leaders from the private and public sector and labour unions to talk about expectations, needs, and, especially, the possibility of relationships that were not only beneficial for HE and employers, but also appropriate for the economic and social needs of the country.

This project, which was funded by a grant from Department for International Development (DFID), has entered into a second phase of actual development of collaborative partnerships between HE and different private and public stakeholders. During this financial year the CHE was instrumental in facilitating the signing of a Memorandum of Co-operation between the City of Johannesburg and the public HEIs that operate within the city: University of the Witwatersrand, Rand Afrikaans University, Technikon Witwatersrand; Vista Soweto, Vista East Rand, and UNISA (as part of the new institutional configuration). The agreement was signed at a ceremony at the Johannesburg City Council in November 2003.

The project will be finalised next year with the presentation of a Policy Advice Report to the Minister of Education.

Triennial Review of HE

This project, funded by the Rockefeller Foundation, entails the production of a research-based publication called *Triennial Review of South African Higher Education*. The purpose of this publication is to gather specialist research on issues on HE that are of local importance but have at the same time international resonance. The publication has as its main purposes to reflect on emergent trends and issues in South Africa and to advance new ways of thinking about and understanding HE. At the same time the commissioning of research papers for the Review from research groups around the country is seen as an ideal opportunity to encourage the involvement of young South African researchers, especially black and female researchers, in a research-based publication.

The following are the topics on which research has been commissioned:

- The Role of Technology in South African HE
- Equity of Access in HE in Developing Countries and South Africa
- The Impact of Changing Funding Sources on the HEIs
- Transformation of Institutional Cultures
- Change and the Analysis and Theorising of Change in South African HE

HE and Social Transformation

The general aim of the project, initiated in 2001, was to understand the roles played by HE in radical or large-scale social, economic and political change through a number of country case studies, including South Africa. The Centre for Higher Education Research and Information (CHERI) at the British Open University and the Association of Commonwealth Universities spearheaded the project internationally and made funds available for the South African investigation.

The CHE hosted the final international seminar on 9-11 October 2003 on *The Role of Higher Education in the Transformation of Societies*. The seminar brought together thirty participants from South America, Asia, Western, Central and Eastern Europe, South Africa and other parts of Africa. The South African case study can be accessed on the CHE website.

GATS and its Implication for South African HE

The aims of this project are to:

1. Identify the critical issues and key challenges of principle, strategy, policy and practice that GATS raises in relation to HE and the implications it has for South African HE policymakers, regulators (Ministry and the CHE as far as quality assurance is concerned) and providers (public and private HEIs)
2. Describe and analyse the claims being made in the context of GATS at the World Trade Organisation (WTO) by a small number of countries on the South African government with

respect to HE

3. Advance approaches and strategies and possible policy options and recommendations with regard to 1 above
4. Advance approaches and strategies and possible policy options and recommendations with regard to 2 above.

To date, a third draft report has been produced. The CHE is targeting early 2005 to provide advice to the Minister on this matter.

The CHE will partner the Association of African Universities (AAU), Council for the Development of Social Science Research in Africa (CODESRIA) and United Nations Educational, Scientific and Cultural Organisation (UNESCO) in a conference on 27-29 April 2004 in Accra, Ghana, on GATS and the WTO and HE. Thereafter work will be conducted to improve and expand the present third draft report, based on ideas and issues that emerge at the Accra conference.

Research for the Fifth Consultative Conference: “How much have we achieved?”

The CHE commissioned a small-scale survey amongst key role players in the HE policy environment, including Vice-Chancellors, Chairs, CEOs of sectoral bodies, a President of a national stakeholder organisation, policy analysts and researchers, to gather their perceptions on significant changes and developments in the last five years (1997-2003) and forecasts for the next five years. Based on the survey, the CHE produced a report and made a presentation at the 5th Consultative Conference.