



**COUNCIL ON HIGHER EDUCATION**

**THE PROGRAMME  
(GOALS, STRATEGY AND PLAN)  
OF THE CHE, 2006 - 2009**

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Didacta Building, 211 Skinner Street, Pretoria, 0002  
PO Box 13354, The Tramshed, 0126  
Tel: +27 12 392 9119; Fax: +27 12 392 9110; E-mail: [ceo@che.ac.za](mailto:ceo@che.ac.za)  
Visit our website at <http://www.che.ac.za>

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## ABBREVIATIONS AND ACRONYMS USED

Act (The)	-	Higher Education Act, No 101 of 1997
ANC	-	African National Congress
APPETD	-	Association of Private Providers of Education, Training and Development
CD	-	Consultative Document
CEO	-	Chief Executive Officer
CHE	-	Council on Higher Education
CTP	-	Committee of Technikon Principals
DoE	-	Department of Education
DoL	-	Department of Labour
DST	-	Department of Science and Technology
ED	-	Executive Director
EXCO	-	Executive Committee
FEST	-	Foundation for Education, Science and Technology
GATS	-	General Agreement on Trade in Services
HE	-	Higher Education
HEI	-	Higher Education Institution
HEMIS	-	Higher Education Management Information System
HEQC	-	Higher Education Quality Committee
HSRC	-	Human Sciences Research Council
ICT	-	Information and Communication Technology
IJC	-	Interim Joint Committee
IT	-	Information Technology
M&E	-	Monitoring and Evaluation
MIS	-	Management Information System
MOU	-	Memorandum of Understanding
NACI	-	National Advisory Council on Innovation
NAP	-	New Academic Policy
NCHE	-	National Commission on Higher Education
NLRD	-	National Learner Records Database
NQF	-	National Qualifications Framework
NRF	-	National Research Foundation
NSB	-	National Standard Bodies
NSFAS	-	National Student Financial Aid Scheme
NSI	-	National System of Innovation
NWG	-	National Working Group
PFMA	-	Public Finance Management Act
QA	-	Quality Assurance
QPU	-	Quality Promotion Unit (of the Committee of University Principals)
SAQA	-	South African Qualifications Authority
SASCO	-	South African Student Congress
SAUVCA	-	South African University Vice-Chancellors Association
SERTEC	-	Certification Council for Technikons
SETAs	-	Services Sector Education and Training Authority
SGB	-	Standard Generating Bodies
USAID	-	United States Agency for International Development
White Paper	-	Education White Paper 3, A Programme for the Transformation of Higher Education, of 1997

## INTRODUCTION

The Council on Higher Education (CHE) was established as an independent statutory body in May 1998 in terms of the *Higher Education Act*, No 101 of 1997. The *Higher Education Act* and Education White Paper 3 of 1997: *A Programme for the Transformation of Higher Education* explicate the mandate and responsibilities of the CHE. The Secretariat of the CHE began to be established after June 1999 when the first CHE Chief Executive Officer took office.

This ***CHE 2006-2009 Programme*** (Goals, Strategy and Plan) sets out the overall direction to be adopted by the Council on Higher Education (CHE) in pursuance of its statutory mandate and responsibilities as outlined in the *Higher Education Act*, No 101 of 1997 and given further expression in the *Education White Paper 3, A Programme for the Transformation of Higher Education*, of 1997.

The ***CHE 2006-2009 Programme*** is regarded as a dynamic framework of activities that can be further developed in accordance with changing conditions and through interaction with key higher education stakeholders.

# THE CONTEXT OF HIGHER EDUCATION TRANSFORMATION

## INTRODUCTION

In South Africa, social inequalities were and are deeply embedded in and reflected in all spheres of social life. The higher education system was and is no exception. Social, political and economic inequalities of a class, race, gender, institutional and spatial nature that were generated during the apartheid period profoundly shaped, and continue to shape South African higher education.

The attempts at transforming South African higher education, including policy formation and implementation, are therefore necessarily framed by the overall social goal of transcending the inherited apartheid social structure with its deep social inequalities and of institutionalising a new social order. However, the transformation initiatives are also conditioned by changing local economic and social policies and conditions and global conditions and developments and the paradoxes, ambiguities, contradictions, possibilities and constraints of these conditions. Equally, the transformation efforts occur on a higher education terrain that is characterised by a specific historical structure, nature and orientation and their associated strengths, weaknesses, problems and constraints.

### 1.1 THE APARTHEID LEGACY

There are three key characteristics of the apartheid legacy, which in turn generate three major challenges.

1. First, the inherited higher education system was designed, in the main, to reproduce, through teaching and research, white and male privilege and black and female subordination in all spheres of society. All higher institutions were, in differing ways and to differing extents, deeply implicated in this.

The higher education 'system' was fragmented and institutions were differentiated along the lines of race and ethnicity. This was accompanied by the advantage of 'historically white institutions' and the disadvantage of 'historically black institutions', in terms of the financial resources that were made available and the social and academic roles that were allocated to each. This disadvantage, however, is not just historical. It is also related to the current capacities of the historically black institutions to pursue excellence and provide quality experiences and outcomes, and to contribute to economic and social reconstruction and development.

The serious contemporary under-representation of black and women students in particular fields and at postgraduate level and the domination of the academic labour force and knowledge production and of high level occupations and professions by white and male South Africans are eloquent testimony to this past.

Thus, one key policy imperative and challenge is to transform higher education so that it becomes more socially equitable internally and promotes social equity more generally by providing opportunity for social advancement through equity of access and opportunity.

2. Previously, research and teaching were extensively shaped by the socio-economic and political priorities of the apartheid separate development programme. Instead, higher education is now called on to address and become responsive to the development needs of a democratic South Africa. These needs are crystallised in the *Reconstruction and Development Programme*<sup>1</sup> of 1994 as a fourfold commitment. First is 'meeting basic needs of people. Second is 'developing our human resources'. Third is 'building the economy', and finally is the task of 'democratising the state and society'.
3. Finally, South Africa's transition occurs in a context of globalisation and a global economy in which economic growth is increasingly dependent on knowledge and information. It will depend on how South Africa engages with globalisation and integrates in to the global economy whether it will achieve 'political democratisation, economic reconstruction and development, and redistributive social policies aimed at equity' (*Education White Paper 3, 1997*)<sup>2</sup>.

The challenge for higher education is to produce, through research and teaching and learning programmes, the knowledge and personpower that will enable South Africa to engage proactively, critically and creatively with globalisation and participate in a highly competitive global economy.

The transformation of higher education occurs within the context of an overall challenge for South Africa that is well captured by the Economic Commission for Latin America and the Caribbean:

Environmentally sustainable growth with equity, in a democracy, is not only desirable but possible. Indeed, just as social equity cannot be attained in the absence of strong, sustained growth, such growth likewise calls for a reasonable degree of social and political stability, and this in turn means meeting certain minimum requisites of equity. It is clear from this interdependence between growth and equity that it is necessary to advance towards these two objectives simultaneously rather than sequentially, and this represents an unprecedented challenge<sup>3</sup> (1992:1).

In the case of South Africa, this already unprecedented challenge is further intensified in that growth and equity must not only be pursued simultaneously, they must also be advanced within a democratic framework and the consolidation of a fledgling democracy - a triple challenge.

For good political and social reasons it is not an option to postpone one or other elements of the triple challenge or to tackle them in sequence. They have to be confronted, by and large, simultaneously. The 1997 *Education White Paper 3* captures the challenges confronting South Africa well:

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<sup>1</sup> *White Paper on Reconstruction and Development*, 23 November 1994, Government Gazette, Vol. 353, No. 16085

<sup>2</sup> Department of Education (1997) *Education White Paper 3: A Programme for the Transformation of Higher Education*. Pretoria

<sup>3</sup> Economic Commission for Latin American and the Caribbean (1992) *Social Equity and Changing Production Patterns: An Integrated Approach*. Santiago: ECLAC

(The) South African economy is confronted with the formidable challenge of integrating itself into the competitive arena of international production and finance....

*Simultaneously*, the nation is confronted with the challenge of reconstructing domestic social and economic relations to eradicate and redress the inequitable patterns of ownership, wealth and social and economic practices that were shaped by segregation and apartheid (emphasis added).

## 1.2 INSTITUTIONAL STRUCTURE

The 1996 *Constitution for the Republic of South Africa* defines higher education as a national government competency, as opposed to a provincial competency. As a result, higher education provision falls under the jurisdiction of the national Ministry of Education. The *Higher Education Act* of 1997 provides the legislative basis and framework for South African higher education.

The higher education sector comprises of public institutions - universities, technikons, colleges of education, and agricultural and nursing colleges - as well as numerous generally small private providers of higher education. A programme based definition of higher education rather than a purely institutional definition means that higher education programmes may also be offered by further education institutions. The *White Paper 3* of 1997 stated that colleges would be incorporated into the higher education sector in phases, beginning with the colleges of education.

Until very recently, there were 21 public universities and 15 public technikons, whose student enrolments during 2000 were 386 000 and 199 000 respectively. During the pre-1994 apartheid period there were 120 colleges of education. Their numbers have been gradually reduced and during 2001 all the colleges of education were incorporated into universities and technikons. There are also 24 nursing colleges (6 647 students in 2000) and 11 agricultural colleges (2033 students in 1999), which presently exist under provincial rather than national jurisdiction.

Alongside the public higher education sector exists a small but growing private higher education sector. The 1996 *Constitution* provides for such institutions on condition that they do not discriminate on the grounds of race, register with the state, and maintain standards that are not inferior to those at comparable public educational institutions. The *Higher Education Act* stipulates the legal conditions for the registration of private higher education institutions and imposes various obligations. A regulatory framework has been created to ensure that only those private institutions with the necessary infrastructure and resources to provide and sustain quality higher education will be registered.

There is a diverse range of key national actors in higher education and higher education policy-making. The national Ministry and Department of Education regulate higher education provision and attempt to steer higher education to contribute to national policy goals through the instruments of national planning and public funding. The Council on Higher Education (CHE) serves as the statutory and independent advisory body to the Minister of Education. It is also responsible for monitoring the achievement of policy goals, reporting to parliament on the state of higher education, convening an annual consultative forum of all key national higher education stakeholders and contributing to the development of higher education generally. Finally, a key function of the CHE is quality assurance (programme accreditation, programme reviews, institutional audits and quality promotion) through its Higher Education Quality Committee. Umbrella interest groups such as the South African University Vice-Chancellor's Association, the Committee of Technikon Principals, the Association of Principals of Agricultural Colleges and the Alliance of Private Providers of Education, Training and Development exist alongside



numerous national student organisations, labour unions and research and development agencies. The existence of a relatively large number of national, regional and institutional level organisations means that there tends to be considerable inputs into policy making and extensive policy debates and occasionally strong contestation around policy issues.

### **1.3 TRANSFORMING HIGHER EDUCATION: PRINCIPLES, PURPOSES AND KEY GOALS**

The *White Paper 3* of 1997 specifically identifies the various, and indeed diverse, social purposes that higher education must serve:

- Attention to the pressing local, regional and national needs of the South African society and to the problems and challenges of the broader African context
- The mobilisation of human talent and potential through lifelong learning to contribute to the social, economic, cultural and intellectual life of a rapidly changing society
- Laying the foundations of a critical civil society, with a culture of public debate and tolerance which accommodates differences and competing interests
- The training and provision of personpower to strengthen this country's enterprises, services and infrastructure. This requires the development of professionals and knowledge workers with globally equivalent skills, but who are socially responsible and conscious of their role in contributing to the national development effort and social transformation
- The production, acquisition and application of new knowledge: ...a well-organised, vibrant research and development system which integrates the research and training capacity of higher education with the needs of industry and of social reconstruction

In giving effect to the defined social purposes the *White Paper* is clear and explicit about the *principles* and *values* that must characterise higher education and that higher education should promote. These are:

- Equity and redress
- Quality
- Development
- Democratisation
- Academic freedom
- Institutional autonomy
- Effectiveness and efficiency
- Public accountability.

The *White Paper* also sets various objectives for the higher education system and for institutions.

These include:

1. Increased and broadened participation within higher education to meet personpower needs and advance social equity – crucial given the history of disadvantage of black and women South Africans, especially of working class and rural poor origins and the disabled
2. The establishment of a national, integrated, co-ordinated and differentiated higher education system and extensive academic and other collaboration especially between institutions in close geographical proximity. This is vital if the inherited racially structured higher education landscape and institutional configuration - more the product of the 'geopolitical imagination of apartheid planners' that any rational planning - is to be transcended
3. Improved national steering and institutional planning and management, including the development of three-year institutional plans
4. Promotion of quality and quality assurance through the accreditation of programmes, programme evaluations and institutional audits by the HEQC of the CHE
5. A new framework for the funding of public higher education that is directed towards the achievement of the new policy goals and objectives
6. Good governance and effective management and administration of higher education through co-operative governance of the system and institutions, partnerships and capacity building initiatives
7. A new academic policy framework for the offering of qualifications, programmes, including their incorporation within a National Qualifications Framework designed to promote articulation, mobility and transferability
8. Curriculum restructuring and knowledge production which is responsive to societal interests and needs

The overall goal is the development of a higher education system characterised by quality and excellence, equity, responsiveness and effective and efficient provision, governance and management.

Many of the goals and initiatives advanced are, of course, not unique to South African higher education. However, taken together and the fact of their being part of a period of political and social transition and a societal reconstruction and development programme to which higher education is required to make a significant contribution means that the higher education transformation agenda is necessarily comprehensive and of a fundamental nature.

Of course, such a higher education transformation agenda has considerable financial and human resource implications. These must unavoidably shape the trajectory, dynamism and pace of the implementation and the achievement of policy goals and objectives.

## 1.4 TRANSFORMING HIGHER EDUCATION: KEY POLICY INITIATIVES, PRODUCTS AND OUTCOMES

The key policy initiatives and processes, policy events, activities and products and their outcomes during the period 1990 – 2005 are illustrated in the Table below.

INITIATIVE/PROCESS	EVENT/ACTIVITY/PRODUCT	OUTCOME/S
African National Congress (ANC) aligned mass movement, the National Education Co-ordinating Committee initiates development of policy proposals	Establishment of a 'civil society' initiative – the National Education Policy Investigation (1990 -1992).  Publication of a Framework and Post-Secondary Education report	Feeds into ANC policy initiatives and policy statements
Policy development by the ANC and ANC supporting formations	Policy proposals developed by the Union of Democratic University Staff Associations, Education Policy Unit (University of Western Cape) and other formations  ANC 1994 policy statement on higher education	Feed into ANC policy development  Establishes principles and values for further policy development
Establishment in 1995 of National Commission on Higher Education (NCHE) to investigate all aspects of HE and make policy recommendations	Publication in 1996 of report, ' <i>A Framework for Transformation</i> '	NCHE report feeds into Ministry of Education policy and legislative development processes
Ministry initiatives in 1997 to develop <i>Green Paper</i> on HE, <i>White Paper</i> on HE and legislation	Release of <i>Green Paper</i>  Release and adoption of <i>Education White Paper 3: A Programme for the Transformation Of Higher Education</i>  Release of a <i>Bill</i> on Higher Education and eventual adoption of the <i>Higher Education Act</i> , No. 101 of 1997	<i>Green Paper</i> feeds into <i>White Paper</i>  <i>White Paper</i> feeds into the <i>Higher Education Act</i>  New legal framework for HE and <i>Act</i> shapes Ministry regulations
Public call for nominations to the Council on Higher Education (CHE) (1998)	Establishment of the CHE to advise the Minister on all matters related to HE, to undertake quality assurance activities through the Higher Education Quality Committee (HEQC), to report annually to Parliament on the state of HE, to monitor achievement of policy goals, to convene an annual consultative conference of national stakeholders and to contribute to HE development through publications and conferences	CHE undertakes an expanding range of activities related to its mandate through a Secretariat of 35 persons
National and institutional initiatives around planning (1998 onwards)	Development by Ministry of institutional planning guidelines	Development by institutions of strategic and three-year institutional plans
Ministry initiative to develop new goal-oriented funding policy framework (1998 onwards)	Development by Ministry of draft funding policy framework documents  Publication by Ministry in 2001 of	CHE advice and public

INITIATIVE/PROCESS	EVENT/ACTIVITY/PRODUCT	OUTCOME/S
	<p>Discussion Document, <i>Funding of Public Higher Education: A New Framework</i></p> <p>Ministry seeks advice from CHE on equalisation of C values in subsidy formula</p> <p>Publication by Ministry in 2003 of proposed funding policy and framework</p>	<p>response and work towards a final funding policy</p> <p>CHE advises to equalise and Ministry accepts advice</p> <p>CHE advice and public response and Ministry work towards finalisation of funding policy</p>
<p>Requirement for HE qualifications to be registered on National Qualifications Framework (NQF), and for programmes to be restructured in outcomes based format (1997 onwards)</p>	<p>Extensive curriculum and programme restructuring</p>	<p>All HE qualifications interim registered on NQF and developed in outcomes based format</p>
<p>Ministry initiatives around private higher education (1998 onwards)</p>	<p>Development of guidelines and manuals for registration of private HE providers Amendment in 2000 and 2001 to the <i>Higher Education Act</i></p> <p>Development of draft regulations for registration of private HE providers</p>	<p>Registration of all private providers of HE</p> <p>New regulatory framework for private HE through regulation of April 2003</p>
<p>Requirement that all new HE programmes be accredited as condition of provision and public funding support (1998 onwards)</p>	<p>Development of interim frameworks, processes, criteria and structures for the accreditation of programmes</p>	<p>Processing of and decision making on new programmes by HEQC</p> <p>Processing of and decision making on re-accreditation of conditionally registered programmes of private HE institutions</p>
<p>Initiative to institute national quality assurance (1999 onwards)</p>	<p>Work towards establishment of infrastructure for HEQC and the launch of HEQC</p> <p>Development of policy framework for quality assurance in HE</p> <p>Work towards new system, criteria, processes, guidelines and manuals for programme accreditation in consultation with stakeholders</p> <p>Work to establish system of self-evaluations and institutional audits in consultation with stakeholders</p>	<p>HEQC formally launched in 2000</p> <p>Release of draft and final policy <i>Founding Document</i> on quality assurance</p> <p>Release of <i>Accreditation Framework Discussion Document</i> and thereafter finalisation of a new accreditation system for implementation in 2004</p> <p>Release of <i>Institutional Audit Framework Discussion Document</i> &amp; thereafter criteria for Institutional Audits</p>

INITIATIVE/PROCESS	EVENT/ACTIVITY/PRODUCT	OUTCOME/S
	<p>Initiation of quality promotion and capacity building initiatives and move to establish a Quality Assurance Innovation and Development Fund</p> <p>Project established to develop processes and criteria for reviewing and re-accrediting all Master of Business Administration (MBA) programmes in consultation with MBA providers</p> <p>Project on quality assurance of research</p>	<p>Institution of pilot audits of two public and one private institution in late 2003 with audits to begin in late 2004</p> <p>One day visits by HEQC to all public HE institutions and a sample of private institutions around work of the HEQC and internal quality management systems of institutions</p> <p>Formation of national HEQC Quality Assurance Managers Forum</p> <p>Establishment of a Teaching and Learning project to promote quality through developing good practice guides on a range of issues</p> <p>Training of audit chairs and panel members, programme evaluators and HEQC staff</p> <p>Undertaking of re-accreditation of some 38 MBA programmes at over 20 institutions using panels of specialist local and international evaluators</p> <p>Development of frameworks and criteria for quality assurance of research</p>
<p>Initiative in 1998 to consolidate and extend student financial aid to needy students</p>	<p>Passing of the <i>National Students Financial Aid Scheme Act</i> of 1999</p>	<p>Creation of a body to implement support for needy students</p> <p>Funds enlarged annually and support about 200 000 needy undergraduate students</p>

<p>Initiative in 1999 to develop new academic policy for the structure, duration and nomenclature of qualifications and programmes</p>	<p>Production in 2001 by CHE of <i>A New Academic Policy for Programmes and Qualifications in Higher Education</i> Discussion Document</p> <p>Ministry release of Discussion Document for public comment</p>	<p>Public comment and steps towards Ministry production of final draft New Academic Policy in 2004</p>
<p>Initiatives to bring colleges (education, agricultural and nursing) into the national higher education system (1998 onwards)</p>	<p>Task Team to effect incorporation of all education colleges into universities and technikons</p> <p>Task Teams to examine agricultural and nursing colleges</p>	<p>No more independent colleges of education - incorporated into universities and technikons</p> <p>Reports produced - no final decisions on future</p>
<p>Initiatives on restructuring the HE institutional landscape (1999 onwards)</p>	<p>Ministry request to CHE to provide advice on restructuring the HE institutional landscape</p> <p>Release of CHE report: <i>Towards a New Higher Education Landscape: Meeting the Equity, Quality and Social Development Imperatives of South Africa in the Twenty-First Century</i> (2000)</p> <p>Bill to amend <i>Higher Education Act</i> in 2001 to give the Minister power to set scope of provision by public and private institutions</p> <p>NWG releases its report (2002) <i>The Restructuring of the Higher Education System in South Africa</i> - proposes to reduce current 36 institutions to 21 through mergers, though with no loss of sites of provision</p>	<p>Extensive debate generated around proposals and restructuring</p> <p>Ministry response to CHE through its <i>National Plan for Higher Education</i> (2001), which initiates mergers of some institutions and establishes a National Working Group (NWG) to investigate and advise on appropriate arrangements to consolidate the provision of higher education on a regional basis through establishing new institutional and organisational forms, including the feasibility of reducing a number of higher education institutions.</p> <p>Amendment approved by Parliament</p> <p>Ministry releases its own slightly modified proposals on institutional restructuring and requests advice from CHE and public comments</p>

	<p>Ministry considers public submissions and CHE advice and submits proposals on institutional restructuring for Cabinet approval</p> <p>Ministry creates a Merger Unit and releases 'Guidelines' for merging institutions (early 2003)</p> <p>Ministry requests institutions to submit their proposed programme and qualification mixes and niche areas</p>	<p>Government approves in late 2002 Ministry proposals to reduce the 36 public institutions to 21 through mergers and incorporations.</p> <p>New 'comprehensive' institution created through the mergers of a university and technikon</p> <p>First mergers occur in early 2004 with remainder scheduled for early 2005</p> <p>Ministry processes submissions and releases for comment its proposed qualification and programme mixes and niche areas for institutions</p>
Initiative in 2000 around language policy for HE with request from Ministry for CHE advice	<p>CHE produces policy advice report for Minister in 2001</p> <p>Minister appoints a group to report specifically on the Afrikaans language in higher education</p>	Ministry releases Language Policy for Higher Education in late 2002, based essentially on the CHE advice
Initiative around reviewing the NQF in HE (2001)	<p>Ministries of Education and Labour establish a Study Team to review the NQF in education</p> <p>CHE and various HE actors motivate for major changes in the implementation of the NQF in HE</p> <p><i>Report of the Study Team on the Implementation of the NQF</i> released in April 2002 advocating various changes</p> <p>Stakeholder and public responses to Consultative Document</p>	<p>Ministries response to proposals of the Study Team tabled in 2003 Consultative Document: <i>An Interdependent National Qualifications Framework System.</i></p> <p>Final response of Ministries of Education and Labour awaited.</p>
Initiative to review co-operative governance in HE (2001)	<p>CHE Task Team conducts investigation in light of various problems at numerous institutions</p> <p>CHE releases Research Report and Policy Report with some 20 recommendations for comment</p>	<p>Amendment to <i>Higher Education Act</i> in 2002 to reduce the size of Council's of institutions</p> <p>CHE advice to the Ministry in mid-2003</p>

Ministry request to CHE in late 2002 for advice on various aspects of the provision of distance education in HE	CHE establishes a Task Team comprising national and international specialists which conducts investigations on a range of issues and calls for representations from all stakeholders	CHE advice to the Ministry in March 2004
Ministry request in late 2002 to CHE for advice on the nomenclature of proposed comprehensive institutions	CHE advises Minister in November 2002 on the nomenclature of proposed comprehensive institutions	Ministry accepts advice that all comprehensive institutions should provisionally be called universities and that final decisions should await the results of its investigation
Ministry request in late 2002 to CHE for advice on the criteria and conditions for institutions to use the terms 'university', 'technikon', 'college' and to offer/award degrees and postgraduate qualifications	CHE establishes investigation under auspices of its Shape and Size Standing Committee	CHE advice to the Ministry in late 2003
Ministry request to CHE for advice on the General Agreement on Trade and Services and HE and claims made on South Africa by four countries	CHE initiates debate through its journal, <i>Kagisano</i> , commissions work and co-hosts a seminar with the Association of African Universities and others in Ghana	CHE advises the Ministry in 2004

It is clear that over the past fourteen years there has been intense activity over a wide front, as is to be expected of a government that has established a comprehensive agenda of higher education transformation and seeks to urgently transform higher education to serve new social goals and imperatives. Policy activity has covered

- The generation of values and principles to serve as criteria for policy formulation and adoption and the production of a democratic consensus on these
- The development and adoption of frameworks in the forms of legislation, regulations based on legislation and various policy texts
- The formulation and adoption of policies of different kinds – symbolic, substantive, procedural, material, etc. – that have sought to address different objects (institutional structure, access and opportunity, governance, financing, learning and teaching, etc.)
- The establishment of governmental and non-governmental infrastructure for policy implementation and further policy planning and development
- The planning and the implementation of policies
- The evaluation and review of policy.

Three periods of policy activity can be roughly identified on the basis of the nature of policymaking, the principal policy actors and the outcomes of policy activity.

The first is the 1990-1994 period. This can be characterised as a period in which the predominant concern was the questions of principles, values and vision and goals relatively



unconstrained by issues of financial and human resources and policy planning and implementation to effect the transformation of the inherited system. There was also considerable attention focused on the role of the state in higher education transformation, the relationship between the state and civil society in transformation and high degrees of participation by mass movements and civil society in general in policy debate and policymaking. This was congruent with the general high levels of political mobilisation of mass movements and civil society formations in the context of political and constitutional negotiations. The outcomes of the policy activity of this period were a general agreement on the values and principles that should guide policymaking, should serve as criteria for policy formulation and adoption, and the formation of policies of an essentially symbolic nature.

A second period began in 1995 and lasted until 1998. The African National Congress (ANC) as the new government began to come to the fore in policy-making. From the National Commission on Higher Education to the development of the *Education White Paper 3* and the *Higher Education Act* of 1997, the concern now became elaborating in greater detail an overall policy framework for higher education transformation, and the more extensive and sharper definition of goals, strategies and structures and instruments for the pursuit of these goals. Attention was also focused on marrying values, principles and goals and strategies in concrete domain such as governance, financing and funding, the shape and size of higher education and learning and teaching.

Whereas in the previous period much policymaking was essentially concerned with defining a higher education transformation agenda, and with values and principles and symbolic goals, policymaking of a substantive nature began to emerge and decisions began to be made around key policy choices. Certain matters that had tended to be subordinate concerns in the previous period, such as the availability of financial and human resources to effect transformation and the tensions between certain goals began to be given closer attention. While participation in policy making on the part of mass organisations continued to be relatively high, it was no longer at the level that existed in the previous period. This matched what was occurring in other areas of society and may also be related to the changing nature of policymaking from symbolic policy signalling on the part of civil society to more substantive policy choices on the part of government. The principal outcome of this period was a legislative and policy framework, the formulation and adoption of a number of substantive policies and the establishment of an embryonic governmental infrastructure for policy implementation and further policy planning and policy development.

A new period began in 1999 that continues today. It has been characterised by the attempt on the part of the Ministry to make decisive choices and take tough decisions in crucial areas that hitherto had not seen much progress through a relatively hands-off approach or inadequate governmental steering or by leaving it essentially to individual higher education institutions to take the lead. The most crucial of these areas is that of creating a national, integrated and co-ordinated yet differentiated higher education system that transcends the apartheid legacy. Simultaneously, areas such as governance and the National Qualification Framework in higher education have required review in the light of various problems. Since particularistic stakeholder interests generally tend to make difficult any substantive consensus on tough choices and decisions that must be made in crucial areas, the role of the Ministry in policymaking has begun to predominate with a trend towards lower levels of substantive involvement by stakeholders. Concomitantly, there is an accelerated shift towards further substantive policymaking and also policymaking of a distributive, redistributive and material nature.

## 1.5 TRANSFORMING HIGHER EDUCATION: CRITICAL ISSUES AND KEY CHALLENGES

South African higher education has considerable strengths. In a number of areas of learning and teaching, its institutions offer academic programmes that produce high quality graduates with knowledge, competencies and skills to practice occupations and professions anywhere in the world. Various areas of research are characterised by excellence and the generation of high quality fundamental and applied knowledge for scientific publishing in local and international publications, and for economic and social development and innovation and public policy. In a variety of areas, there are also important and innovative community service initiatives that link academics and students and communities. The extent and pace of the deracialisation of the student body and of many institutions must be a source of pride and celebrated as a considerable achievement, as must be the extent of internationalisation of the student body's and activities of some institutions. To address changing economic and social and educational needs there have been considerable efforts on the part of various institutions to be more developmentally responsive and build a greater outward focus. In the face of declining levels of public subsidies, some institutions have embarked on a range of innovative and entrepreneurial activities to tap new sources of income for financial sustainability. Overall, to the extent that it faces up to the critical issues and challenges that are discussed below, South African higher education has great promise to contribute to the economic and social development needs of South Africa, the Southern African region and the African continent.

Notwithstanding its various strengths and achievements, there are a number of conditions internal and external to South African higher education that are major obstacles to the achievement of key national goals. They raise critical issues and represent fundamental challenges for government, the Ministry of Education, higher education institutions and key national organisations.

### *Values, goals and policy*

1. A number of the principles and goals of higher education, and/or strategies related to goals, stand in a relationship of intractable tension in so far as government or other progressive higher education actors seek to pursue them simultaneously.

For example, to the extent that one seeks to pursue both equity and redress and quality in higher education simultaneously, this establishes difficult political and social dilemmas and choices and decisions and raises the question of trade-offs between principles, goals and strategies.

An exclusive concentration on equity/redress can lead to the unadulterated privileging of equity/redress at the expense of quality, which could result in the goal of producing high quality graduates with the requisite knowledge, competencies and skills being compromised. Conversely, an exclusive focus on quality and 'standards' can result in equity being retarded or delayed and therefore no or limited erosion of the racial and gender character of the high level occupational structure. The concentration on either equity/redress alone or quality alone leads to the formulation of policies that are abstracted from the conditions in which the policies must be applied and constrains the formulation of policies appropriate to the contemporary situation in South Africa.

To take another example: given the policy goals and challenges of both global competitiveness and redistributive reconstruction and development, a crucial question is posed for higher education. How does South African higher education orient itself towards

both these imperatives? How are the differing needs of both these two poles to be satisfied simultaneously? More specifically, what does this mean for individual higher education institutions or for groupings of higher education institutions – the historically advantaged and disadvantaged universities and technikons? Are all higher education institutions to be oriented towards both poles or is there to be a functional differentiation with respect to the two poles? Are these to be choices that are to be left to higher education institutions themselves or is the state to actively steer in this regard?

As a result the transformation agenda in higher education, as in South Africa more generally, is riddled with paradoxes. That is to say, government and progressive social forces are impelled to pursue *simultaneously*, a number of goals and strategies that stand in severe tension with one another. This in turn establishes difficult political and social dilemmas and choices and decisions.

Paradoxes have to be creatively addressed and policies and strategies devised that can satisfy multiple imperatives, *balance* competing goals and enable the pursuit of equally desirable goals. Trade-offs become inevitable. The fact of trade-offs being made should not be hidden. Instead, there has to be a consciousness that trade-offs are being made and what they mean for goals and visions must be confronted.

2. The *White Paper* on higher education was the outcome of a highly participatory and democratic process that succeeded in forging a national democratic consensus on the principles and goals of higher education.

However, the extent to which a substantive national democratic consensus still exists with respect to the direction of higher education transformation is called into question by the recent history of contestation around institutional restructuring and the creation of a new higher education landscape. It is clear that a national democratic consensus is not a once-off activity but has to be renewed from time to time.

It is also clear that while the goals of transformation may perhaps not be in question, the strategies for achieving the goals or the application of agreed on strategies may be sources of policy contestation, conflict and resistance.

Government, therefore, faces a major challenge in mediating diverse social and institutional interests and making difficult yet decisive choices.

3. The apartheid legacy imposes extremely onerous conditions on the process of transformation. The challenges have to be met without becoming paralysed by the legacy of the past.

Apartheid planning resulted in considerable overlap and duplication of functions between English-medium and Afrikaans-medium historically white institutions, as well, in certain respects, as between historically white institutions and historically black institutions. As noted by the USAID Tertiary Education Sector Assessment<sup>4</sup>, this led to distortions in planning for the higher education needs of the country and to considerable duplication of institutions and programs, particularly in the urban areas (USAID, 1992:6-21).

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<sup>4</sup> USAID (1992) South Africa: *Tertiary Education Sector Assessment*. Cape Town

Despite opposition at various times and in different forms from some historically white institutions and the historically black institutions, both are products of apartheid planning and were functionally differentiated to serve the development and reproduction of the apartheid order. This racially structured differentiation was accompanied by a set of conditions, pertaining to funding, geographical location, staff qualifications, student quality and so forth which further disadvantaged the historically black institutions with respect even to the narrow range of teaching and research functions they were shaped to carry out.

Hence, all institutions need to be liberated from such a past to enable them to meet new societal goals. Planning must take cognisance of the institutional inequities and the distortions of the past, but it is vital to look to the future. A key challenge is for all the inherited public higher education institutions to be recognised as *South African* institutions, to be embraced as such, transformed where necessary and put to work for and on behalf of all South Africans.

Claims for *institutional redress* on the part of historically black institutions are legitimate but must take into account the new social purposes and goals defined for higher education. A simple equity conception of redress that assumes that what is primarily needed is the investment of funds to raise the quality of staff, permit academic development and support programmes to raise student achievement levels, enhance management and administrative capacity and so forth is entirely inadequate on its own. While all these measures to overcome the legacy of disadvantage are necessary and important they must also be linked to the functional redefinition of institutions in relation to the transformation of the social order. Otherwise redress could result in 'improvements' to serve old social purposes and goals instead of new ones.

4. The difficult choices and decisions include the place and role of private higher education in a historically and still predominantly public higher education environment. The issues here include the precise place and roles envisaged for private institutions (foreign public institutions are treated as 'private'); whether and how public institutions should be protected from the exclusive or predominant concentration of private providers on particular programmes, and whether the same obligations should be imposed on private, principally for-profit higher education institutions as those imposed on public institutions

### *System and structures*

5. In South Africa, there has been a field of higher education made up of a collection of different kinds of institutions, rather than in any strict sense a *system* of higher education. The imperative is to create a *system* that will have a spectrum of institutions that are *differentiated* in terms of their missions, qualifications and programmes, kinds of research, entrance requirements etc. However, a system also implies a measure of unification, integration, co-ordination and national planning. It also requires *articulation* between the different institutions to enable student and academic staff mobility and transferability.
6. The needs of South Africa are highly diverse and a responsive higher education system requires a diverse spectrum of institutions. There is no virtue in homogeneity where every higher education institution seeks to do the same thing and all aspire to be a (research) university. Certainly in South Africa, differentiation has been either along socially unacceptable lines of 'race' and 'ethnic' origins or along essentially horizontal lines. Differentiation has also been accompanied by disadvantage and used to maintain white domination and privilege. However, this history should not obscure the immense

contribution that a differentiated and diverse higher education system can make to the new socio-economic and educational goals and objectives.

### *Equity*

7. There has been tremendous progress towards equity in student enrolments in a relatively short period, achievements whose extent must not be minimised. Concomitantly, distortions continue to prevail.

Gender equity improved in higher education enrolments between 1993 (605 000 students) and 2001 (652 975 students). Whereas in 1993, 43% (202 000) of students were female, their proportion increased to 53% (349 000) in 2001. This change, however, masks inequities in the distribution of female students across academic programmes as well as at higher levels of post-graduate training. Female students tend to be clustered in the humanities and, in particular, teacher education programmes. They remain seriously under-represented in programmes in science, engineering and technology and in business and management.

Black, and in particular African, student enrolments also increased rapidly between 1993 and 2001. Compared to 40% (191 000) in 1993, 60% (395 000) of all students in universities and technikons in 2001 were African. Concomitantly, the representation of white students in the higher education system fell from 47% in 1993 to 28% in 2000. The rapid increase in African students, however, again masks an inequity that is similar to that of female students. Large proportions of African students are enrolled in distance education programmes, most of which were humanities and teacher-upgrade programmes. The numbers and proportions of African students in programmes in science, engineering and technology and in business/management remain low. Post-graduate enrolments across most fields are also extremely low.

Turning to academic and administrative personnel, while there has been significant progress in the deracialisation of the leadership of institutions, academic and administrative staff overall, at senior levels and especially at the historically white institutions continue to be overwhelmingly white and male.

More generally, the achievement of equity is being compromised by inefficiencies, the lack of effectiveness, and shortcomings in quality. Major inefficiencies exist related to student throughput rates and graduation rates, student drop-outs, student repetition and the retention of failing students. South African universities and technikons produced about 75 000 graduates and diplomates in 1998; had there been reasonable throughput rates then at least 100 000 graduates/diplomates should have been produced. While there has been some progress in terms of equity of access, much remains to be achieved in term of equity of opportunity. Environments need to be built in which especially historically disadvantaged learners can, through academic support, excellent teaching and mentoring and other initiatives, genuinely have every chance of succeeding and graduating with the relevant knowledge, competencies, skills and attributes that are required for any occupation and profession and for productive citizenship.

It is clear that there continue to be major equity challenges in higher education. Given government's commitment to increasing enrolments and the participation rate in higher education to address high level personpower needs, there must be concern whether enough is being done by government and other institutions to enhance equitable access, opportunity and outcomes for historically disadvantaged social groups and individuals.

## *Quality*

8. The centrality of quality in higher education must be fully grasped and prioritised. If there is not equity *with quality*, then equity will become rhetoric and a distorted equity could be promoted that does not in any substantive and meaningful way erode the domination of high level occupations and knowledge production by particular social groups in South Africa

Government, employers, parents and the public must be assured that graduates are able to fulfil the requirements of the various professions and the labour market, to be life-long learners and able to function as critical, culturally enriched and tolerant citizens.

'Quality' and 'standards' are, of course, not timeless and invariant. It is unwise and inappropriate to conceive of quality as being attached to a single, a-historical and therefore universal model of a higher education institution. Quality and standards are historically specific and must be related to the objectives of higher education institutions and to educational and broader social purposes. A differentiated system in which institutions have different objectives and which caters for different social and educational purposes will necessarily have a variety of standards requirements which are appropriate to specified objectives and purposes.

Over the past three years the foundations have been laid for a national quality assurance system comprising programme accreditation and re-accreditation, institutional audits and the development and promotion of quality. Alongside work around the accreditation and re-accreditation of academic programmes planning has begun around the implementation of a new accreditation regime, of institutional audits and a range of quality promotion activities. In addition, regulations are being produced to give the new quality assurance and promotion system the force of law.

It is crucial that the emerging national quality assurance system adds real value to the core business of higher education: learning, teaching, research and knowledge based community service and that it yields substantial and continuous improvements in learning and teaching without unduly placing onerous burdens on institutions and academics.

Its success will depend on a principled partnership between the CHE (HEQC), stakeholders, institutions, academics and students that is underpinned by a common commitment to high quality and excellence.

## *Responsiveness*

9. There is much emphasis on higher education institutions being responsive to the needs of economy and society. Documents emanating from the Ministries of Education, Labour, and Trade and Industry express concern around the shortage of high-level personpower in the South African labour market. There are two dimensions to this personpower shortage. On the one hand, there is a structural personpower shortage due to the small intake of students in a number of important fields. On the other, is the inadequacy of new and existing employed graduates to respond to the demands of a changing economy and society. Government, the public service and the private sector are increasingly questioning the quality of recruits from universities and technikons, the nature and appropriateness of their qualifications and training, and the international competitiveness of graduates in some fields.

There has been extensive restructuring of qualifications and programmes to make curricula more congruent with the knowledge and skills needs of a changing economy, the labour

market and the world of work. There is greater consciousness about the need to forge higher education-industry partnerships and there have been a number of successes in this regard. Still, it is clear that not enough is known about employers' needs and that in many cases, they themselves are not entirely clear about short and long term workplace needs. A large project to facilitate building strong relationships between higher education and the public and private sectors around South Africa's high level personpower and knowledge needs has been initiated by the CHE.

While the contribution of higher education to the needs of the economy must be built, it is also important to guard against a number of dangers. On the one hand, there seems to be a thrust from certain sectors towards higher education qualifications and programmes that are focused on a narrow skilling and excessive vocationalism. The appropriateness of such an approach must be questioned on a number of grounds, including that the prospects of social advancement for those who are narrowly skilled may be unwittingly limited.

The second danger is to analyse labour market demand in a way that focuses on quantitative issues alone. A key issue is the changing nature of the jobs held by higher education graduates today. With reference to government's Human resource development strategy and a higher education response to labour market needs, what is important to investigate is what are the knowledge, skills, competencies, capacities and attitudes required by the South African economy and society generally and by its different constituent parts specifically.

Finally, it is necessary to signal concern about the disjuncture between the *White Paper's* notion of responsiveness and that which seems to have emerged since and seems to be emphasised today. The *White Paper*, clearly, advances an extensive, broad and 'thick' notion of the social responsiveness of higher education. However, as has been noted 'social responsiveness in the discourse on higher education transformation is being thinned down and reduced to the terms of market responsiveness'<sup>5</sup> (Kagisano, No 1, 2001). Further, 'the traditional knowledge responsibilities of universities (research as the production of new knowledge, teaching as the dissemination of knowledge, and community service as the applied use of knowledge for social development) are increasingly being located within the demands of economic productivity and its requirements for particular kinds of knowledge and skills' (ibid.). The danger, of course, is that the 'the notion of responsiveness (could become) emptied of most of its content except for that which advances individual, organisational or national economic competitiveness' (ibid.).

Higher education is, of course, crucial for the production of skilled and trained personpower and for the production of knowledge for economic growth and development. However, the function of higher education cannot be reduced to the production of graduates and/or research related to the needs of the labour market and business alone. It is vital that in a country like South Africa, where higher education transformation is part of a larger process of democratic reconstruction and development, that social responsiveness is not entirely subsumed to economic responsiveness. The consequences of such a one-dimensional approach to higher education responsiveness could be greatly impoverishing for the broader social role of higher education.

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<sup>5</sup> Singh, M (2001) *Reinserting the public good in higher education transformation*. Kagisano, CHE Higher Education Discussion Series, No. 1, November

## *Institutional Restructuring*

10. The need to transform the higher education system through institutional restructuring and other key levers such as planning, funding and quality assurance and to create a new institutional landscape that is better placed to meet the economic, social and educational goals of a democratic South Africa has been part of the South African higher education policy discourse since the report of the NCHE in 1996.

The *White Paper 3*, noting the shortcomings of the structure of the present system, was emphatic that ‘the system has no alternative but to re-make itself in order to realise the vision and achieve the goals set out’ for higher education. It also signalled that

A vital task is to assess the optimal number and type of institutions needed to meet the goals of a transformed higher education system. Many institutions either require consolidation or retooling for new missions and goals. Narrow self-interest cannot be allowed to preclude planning which may lead to institutional mergers and closures, and the development of new institutional forms where these are necessary.

The process of deciding on ‘the optimal number and type of institutions ultimately culminated in a government decision to reduce through mergers and incorporations the inherited 36 higher education to 22 institutions, including two new national higher education institutes in provinces without a higher education institution. While the proposed restructuring will certainly mark a radical break with the apartheid institutional landscape, government and institutions face major challenges.

First, successful restructuring must respond to and promote the principal goals and key objectives of higher education transformation such as providing a full spectrum of advanced educational opportunities for an expanding range of population; ensuring student and staff equity and access, achieving diversity in the system in terms of institutional missions and programme mix to meet national needs and promoting high level research and research capacity for intellectual enquiry, application, and for social development. Ultimately, the institutional restructuring of higher education and a new landscape must ‘lay the foundation for an equitable, sustainable and productive higher education system that will be of high quality and contribute effectively and efficiently to the human resource, skills, knowledge and research needs of South Africa’ (NWG: 16) and ensure that higher education makes an effective contribution to democracy, social justice and the economic and social development of South Africa.

Second, the reconfiguration of the higher education system and institutions is a necessary condition of a transformed higher education system. It can lead to a more rational landscape for the investment of resources to pursue excellence and equity. This includes a much more clearly specified range of institutional missions that encourages institutions to have coherent and more defined purposes with respect to the production of knowledge and graduates.

Institutional restructuring and a new higher education landscape, however, are not ends in themselves and will not of themselves solve all the problems associated with the present higher education system. In other words, while institutional restructuring is a *necessary* condition of the transformation of South African higher education it is not a *sufficient* condition. Other strategies will also be required to give effect to the comprehensive transformation of higher education and realise its contribution to social equity and the economic, social, cultural and intellectual development needs and goals of South Africa. The Ministry itself appears well aware ‘of the dangers inherent in focusing on structural changes, which become an end in themselves rather than a means to achieve the broader goals and



objectives of restructuring, that is, to create a high quality higher education system that contributes to the development of the high-level skills and knowledge and research needs of South Africa' <sup>6</sup>(p 23).

Third, the creation of a new institutional landscape has to proceed at two levels simultaneously: On the one hand, new institutional identities and cultures must be forged through the development of new institutional missions, social and educational roles, academic qualification and programme mixes for institutions and through the new organisational forms, structures and practices that are appropriate for different institutions. On the other hand, the complexity of the restructuring does not end with the issue of the identity and culture of the new institutions. It also needs to take into account the historical burden of the South African higher education system – the apartheid institutionalised inequities among higher education institutions that resulted in a system divided along advantage and disadvantage at the financial, educational, and geographical levels.

No restructuring of the higher education system will succeed unless these issues are taken on seriously. In this regard it is fundamental to create the conditions, opportunities and to provide the necessary resources for developmental trajectories for all higher education institutions, especially the historically disadvantaged, taking into account their history as well as their envisaged new social and educational roles.

Fourth, whether mergers in general and specific mergers in particular will indeed create equitable, productive and sustainable institutions and contribute to the effective and efficient achievement of wider national goals and institutionally specific goals cannot be answered a priori. Only the passage of time and the initiative of key actors will provide an answer to the success or otherwise of institutional restructuring and mergers.

Strong and effective national shaping and steering of the system and appropriate and timely interventions will be required, as well as creative thinking and change management at national and institutional levels. The past decade of policy formation and implementation shows that it is short-sighted to pursue policy goals without strong attention to the requisite human and financial resources for their achievement. From this perspective, a critical issue is the extent to which the Ministry of Education mobilizes the necessary human and financial resources to put into place the institutional arrangements, policies and practices that will be essential to steer the process of restructuring while also lending effective support to that process at the level of each individual institution and region.

Finally, the question of the incorporation of the colleges of agriculture and nursing through agreements with the Ministries of Agriculture and Health respectively remains to be settled.

Notwithstanding the huge challenges and tasks presented by institutional restructuring, there is also a historic opportunity to reconfigure the higher education system in a principled and imaginative way, more suited to the needs of a democracy and all its citizens in contrast to the irrational and exclusionary imperatives that shaped large parts of the current system.

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<sup>6</sup> Department of Education (2002) *Transformation and Restructuring: A New Institutional Landscape for Higher Education*. Government Gazette No. 23459, Pretoria

## *Planning and implementation*

11. The strengths of South Africa in policy formation have not necessarily been matched in the crucial arenas of the planning of policy implementation and actual policy implementation. Creative change management is, of course, critical to successful transformation.

On the one hand the weakness around strategies of change may be a symptom of the under-theorisation of or difficulty in theorising change under new conditions. The key issues here include the roles of state and higher education institutions and organisations; possibly differing conceptions of co-operative governance; notions of autonomy and accountability in a post-apartheid democracy; the appropriate balance in specific areas between institutional self-regulation and central prescription, the differing preoccupations, exigencies and capacities of key actors and institutional mechanisms for ongoing consensus-building and policy engagement within stipulated timeframes. On the other hand, it could also be related to the dearth of personpower with the requisite specialist expertise and experience of initiating and managing system and institutional change.

12. Conceptualising, managing, legislating, planning and implementing a comprehensive transformation agenda is a massive undertaking. At the same time that institutional restructuring and transformation is undertaken various other aspects of the higher education system have to continue to be steered, supported and maintained. In short, the Ministry of Education has to address system restructuring, the introduction of other system innovations and system maintenance simultaneously (not consecutively). If not managed effectively and efficiently, parts and areas of the higher education system that are functioning relatively well at present could also become dysfunctional, creating new problems for an already comprehensive and demanding transformation agenda. All of this places huge pressures and demands on the Ministry, the CHE, higher education organisations and institutions and on the need for financial and expert human resources.

## *Human resources*

13. Not infrequently, the lack of expert and specialist personpower at all levels of the higher education system has perhaps been a greater constraint on change than the limitations of financial resources. There is a dearth of intellectually capable and organisationally skilled personnel - leaders, managers, and administrators, planners, policy researchers, analysts and evaluators with knowledge, expertise and experience of higher education policy and planning.

Developing the institutional and individual capacities with respect to the range of tasks and activities related to transforming and thereafter consolidating and organically developing higher education is an urgent and major priority and will necessarily shape the nature, pace and outcomes of higher education change.

14. If a new higher education landscape is to be sustainable, serious and immediate attention also needs to be given to reproducing the next generation of scholars and researchers, who are the core elements of higher education institutions and also an indispensable component of any democratic and cultured society.

The data on the social composition of the academic workforce is a matter of grave worrying. It is well known South African academics are largely white and male. It has recently become clear that the academic workforce is also an aging one with research increasingly produced by academics that on average are much older than previously.

From one angle, that of the social composition of the academic labour force there is a serious and immediate ‘crisis’, the root of which lies in the apartheid past. From the angle of the age profile of the academic labour force, the crisis is not immediate but looming. However, over time it will become more immediate unless something is done soon.

### ***Monitoring***

15. In the undertaking of the transformation agenda it is essential that there is effective monitoring and evaluation. Such monitoring and evaluation should encompass the achievement of progress towards defined goals, the efficacy of instruments and mechanisms of change and the processes of change.

Effective monitoring and evaluation, however, is of course dependent on the existence of effective higher education management and information systems that regularly record, analyse and present data and information on a variety of issues and areas.

### ***Wider government policies***

16. Much is expected and required of higher education. Certainly, higher education can contribute to social transformation, and to do so requires that it become a well-governed, equitable, high quality, dynamic and economically and socially responsive ensemble of learning and teaching, research and community service.

However, higher education cannot on its own transform the economic and social structures and practices of wider South African society. This requires other and simultaneous economic, political and social interventions.

An enabling higher education policy framework that includes thoughtful state supervision, effective steering, predictability in policy and adequate public funding is a corollary for optimising the contribution of higher education. However, while hugely important, it must be supported and reinforced by facilitative economic and social policy frameworks.

## **CONCLUSION**

It is clear that South Africa has over the past decade radically re-defined its higher education values, goals and policies and has elaborated a comprehensive transformation agenda. This agenda is a response simultaneously to its apartheid past, new economic and social goals and a globalisation. Numerous initiatives – legislative change, new regulatory frameworks, policy formation, adoption, implementation and review - have been undertaken in a large number of domains. New institutional structures have been created to steer higher education and new forms and modes of provision have emerged.

The higher education ‘system’ continues to be in flux, to test the capabilities and capacities of national bodies and individual institutions and actors, and to face major challenges. The priorities are to purposefully effect the restructuring that is necessary and to build and consolidate the *system* through planning, funding and quality assurance activities.

There is considerable stress, strain and anxiety within higher education and a further and urgent priority is to work diligently to create system and institutional stability. The system, institutions and actors are at the limits of their capacities to absorb in terms policy changes. It would be prudent not to make any further major demands on institutions and actors beyond the current

structural changes, institutionalization of a new funding and academic policy system and the consolidation and enhancement of quality. The overall approach of the CHE takes this as its frame of reference.

## THE MANDATE OF THE CHE

### 2.1 STATUS

The CHE exists as an independent statutory body in terms of the *Higher Education Act*, No 101 of 1997. It operates in adherence with the prevailing legislative and regulatory frameworks of the Republic of South Africa and with due cognisance of its obligations and responsibilities in terms of such laws and regulations.

### 2.2 VISION

The vision of the CHE is a transformed, equitable, high quality, economically and socially responsive, productive and sustainable higher education system in a transformed, equitable, just, humane and democratic South Africa based on the principles and values of non-racialism, non-sexism, freedom of expression and other basic human and social rights.

### 2.3 MISSION

The mission of the CHE is to contribute to the development of a higher education system that is characterised by quality and excellence, equity, responsiveness to economic and social development needs and effective and efficient provision, governance and management.

More specifically, the CHE seeks to contribute to the achievement of a higher education of a system that, in the words of the White Paper on higher education,

- Promotes equity of access and fair chances of success to all who are seeking to realise their potential through higher education, while eradicating all forms of unfair discrimination and advancing redress for past inequalities
- Meets, through well-planned and co-ordinated teaching, learning and research programmes, national development needs, including the high skilled employment needs presented by a growing economy operating in a global environment
- Supports a democratic ethos and a culture of human rights by educational programmes and practices conducive to critical discourse and creative thinking, cultural tolerance, and a common commitment to a humane, non racist and non-sexist social order
- Contributes to the advancement of all forms of knowledge and scholarship, and in particular address the diverse problems and demands of the local, national southern African and African contexts, and uphold rigorous standards of academic quality.

Furthermore, the CHE also seeks to contribute to the realization of the primary purposes of the 2001 *National Plan for Higher Education*, which are to ensure that

- The higher education system achieves the transformation objectives set out in the White Paper and is responsive to societal interests and needs
- There is coherence with regard to the provision of higher education at the national level
- Limited resources are used efficiently and effectively and there is accountability for the expenditure of public funds.

- The quality of academic programmes, including teaching and research, is improved across the system.

The CHE seeks to make its contribution

- By providing informed, considered, independent and strategic advice on higher education (HE) issues to the Minister of Education
- Through the quality assurance activities of its committee, the Higher Education Quality Committee (HEQC)
- Through the effective monitoring and evaluation of progress with regard to the achievement of policy goals, the efficacy of policy instruments and processes, including reports on the state of South African higher education
- Through publications and through broader dissemination of information, and through conferences and workshops on HE and other focused activities.

## 2.4 VALUES

In the pursuit of its vision and mission, the CHE is committed to and guided by the following values:

- Equity and redress
- Quality
- Democratisation
- Development
- Effectiveness and efficiency
- Academic freedom
- Institutional autonomy
- Public accountability.

## 2.5 RESPONSIBILITIES

The *Higher Education Act* and the *Education White Paper 3* of 1997 set out the responsibilities of the CHE. These include

1. Advising the Minister on all HE issues on which the CHE's advice is sought
2. Advising the Minister on its own initiative on HE issues which the CHE regards as important
3. Designing and implementing a system for quality assurance in HE and establishing the HEQC
4. Advising the Minister on the appropriate shape and size of the HE system, including its desired institutional configuration
5. Advising the Minister in particular on the new funding arrangements for HE
6. Advising the Minister in particular on language policy in HE
7. Developing a means for monitoring and evaluating whether, how, to what extent and with what consequences the vision, policy goals and objectives for HE defined in the White Paper on HE are being realised
8. Promoting the access of students to HE
9. Providing advice to the Minister on the proposed new Education Management Information System for HE

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 White Paper
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
12. Appointing an independent assessment panel from which the Minister is able to appoint assessors to conduct investigations into particular issues at public HE institutions
13. Establishing healthy interactions with HE stakeholders on the CHE's work
14. Producing regular reports on the state of South African HE
15. Convening an annual consultative conference of HE stakeholders
16. Participating in the development of a coherent human resource development framework for South Africa in concert with other organisations
17. Contributing to the development of HE through publications and conferences.

The numerous and varied responsibilities require the CHE to engage in many different forms, kinds and types of activities. The CHE is required to be both reactive and proactive in the rendering of advice to the Minister. It is also required to provide advice on both a formal and informal basis. On occasions it has needed to provide advice at short notice and with considerable speed, while at other times it has been relatively cushioned from immediate time and other pressures.

In summary, the work of the CHE involves

- **Advising** the Minister at his/her request or proactively on all policy matters related to higher education
- **Assuming executive responsibility for quality assurance** within higher education and training - including programme accreditation, institutional audits, programme evaluation and quality promotion and capacity building
- **Monitoring and evaluating** whether, how, to what extent and with what consequences the vision, policy goals and objectives for higher education are being realised, including **reporting** on the state of South African higher education
- Contributing to **developing higher education** - giving leadership around key national and systemic issues, producing publications and holding conferences and research to sensitise government and stakeholders to immediate and long-term challenges of higher education.
- **Consulting with stakeholders** around higher education.

## 2.6 IDENTITY

The CHE is a product of the intense debates around relations between state and civil society - debates that resulted in a number of independent statutory bodies which are composed in a similar way to the CHE and have mandates similar to the CHE. There was a historical consensus that there was virtue in having a body, such as the CHE, composed of persons with special knowledge and experience of higher education and higher education related matters that are nominated by a public process, rather than a body of delegates or representatives of stakeholders.

The activities of the past five years have been significant in unfolding the institutional character, identity and role of the CHE. It is generally agreed that the CHE has four policy-related roles - *policy advice*, *policy monitoring*, *policy development* and *policy implementation*. However, the four functions will vary depending on the responsibility and issue involved.

## 1. Policy advice

This is the principal role of CHE since its mandate is to advise the Minister of Education on policy matters both on request and also proactively

## 2. Policy monitoring

This is an important role of the CHE that is accorded to it by the by the *White Paper* and is also implicit in the requirement of the *Act*, a amended, for the CHE to produce regular reports on the state of South African higher education. There is systemic value for an independent statutory body, working in partnership with various stakeholders and organisations, to undertake the monitoring and evaluation of progress towards the achievement of policy goals.

## 3. Policy development

This is undertaken in relation to, and indeed, also essentially limited to domain of, quality assurance. The CHE has only taken on work of a policy development nature outside of quality assurance on the request of the Ministry of Education in areas that is has been agreed - for example, Academic Policy - that it would be more appropriate for an independent body to conduct such work. However, engaging in such work of a policy development nature has not compromised the responsibility of the CHE to still ultimately advise on eventual policy.

## 4. Policy implementation

This role pertains exclusively to the quality assurance (programme accreditation, re-accreditation and review, institutional audits and quality promotion and capacity development) function of the CHE.

The CHE seeks to work closely and co-operatively with stakeholders (including the Department of Education), to hear their views on a number of issues and to be responsive to their concerns and interests. Representatives of, and participants from, national stakeholder organisations and individual higher education institutions contribute tremendously to the work of some committees and activities of the CHE. At the same time, the CHE tries to accommodate all invitations and requests from stakeholders and individual institutions related to participation in meetings, conferences, workshops, seminars and other activities.

Some of the views of the CHE and its advice to the Minister of Education find favour among a large number of stakeholders and institutions but leave a few dissatisfied. Other views and advice correspond with the views of some stakeholders and institutions but not with those of others. Yet other advice receives endorsement from only a few stakeholders.

Overall, the CHE does not hesitate to provide advice and recommendations to the Minister that is at odds with the views of individual stakeholders or sectors of higher education but which the CHE believes to be in the best interests of the system at large. This, of course, does not endear the CHE to stakeholders all of the time. Such a situation is to be expected and must be seen as an outcome of its legislative mandate. Indeed, it is almost guaranteed by the nature of the CHE.

The understanding of itself that the CHE publicly promotes through its practice is that it is not a transmission belt for the views of stakeholders. Stakeholders must and do communicate directly with the Minister. The CHE is also not a buffer body, as it is sometimes described, in the sense of mediating between institutions and government, though if such a role is required nothing in



principle precludes this. Instead, the understanding of itself that the CHE promotes is that it has been purposively and deliberately established to provide to the Minister, without fear and with courage, informed, considered and independent advice which is in the national interest. That is, while the CHE must take and does take the views of stakeholders seriously, it is required to do considerably more than simply collate and aggregate these views in advising the Minister of Education. It is also required to interrogate and mediate these views, and offer its own independent advice to the Minister.

Thus, as an alternative to both the transmission belt and the buffer modes of operation, the CHE tries to contribute to a central steering model by trying to carve out a space for an independent, proactive and intellectually engaged type of intervention.

This proactive role in putting issues on the agenda of stakeholders and stimulating debate seems particularly necessary in order to counteract two relatively generalised tendencies in terms of policy making and implementation. First, is the tendency on the part of some actors to interpret and implement policy in highly selective ways with the effect of almost distorting and undermining the original policy goals and objectives. Second, is the equally unsatisfactory tendency to formulate policy without giving sufficient consideration to both the conceptual and practical issues that implementation raise.

The recent past has alerted the CHE of the need to draw attention to conceptual aspects of policy when they are overshadowed by concern with implementation, and to also critique policy if it is lacking conceptually or technically or when implementation is insufficient, poor or haphazard. The steering model also implies another kind of intellectual engagement - keeping up with the current international debates on HE, bringing to the fore issues deemed relevant to South Africa and stimulating discussion among stakeholders.

The institutional character of the CHE as an independent body must therefore be embodied in its roles of

- Providing the Minister, without fear and with courage, informed, considered and independent advice which it considers to be in the national interest
- Having to make considered, fair and objective decisions and judgements around quality matters.
- Providing intellectual leadership around key national and systemic issues.

For example, the CHE must certainly take as its point of departure the values, principles and policy goals of the White Paper, and the policy instruments and mechanisms that are advanced for the achievement of policy goals. However, it must also subject, where necessary, these goals and instruments to critical scrutiny and raise their appropriateness in relation to the fiscal environment, the capacities of HE institutions, the available human and financial resources and so forth.

Such a role may occasionally bring the CHE into disagreements and conflict with stakeholders, including the Department of Education. This cannot be avoided, without the independence (and value) of the CHE being compromised. It does demand tremendous wisdom, integrity, honesty and fairness on the part of the CHE.

Of course, the CHE does not operate in a vacuum and nor does it have a blank cheque. The CHE's activities and advice to the Minister of Education are and will be shaped by a number of factors. These include:

- The legislative framework for higher education and the values, principles and policy goals and objectives contained in the White Paper and the National plan for higher education
- The changing requirements of economy and society and different social groups
- The goals, aims, aspirations and initiatives of national stakeholders and higher education institutions and science and technology institutions
- The local and international knowledge and information base with respect to higher education issues, questions and practices, and
- The financial and human resources capacities of the CHE.

## THE CORE PROGRAMMES OF THE CHE

### INTRODUCTION

The core programmes of the CHE relate to its principal responsibilities. These are

- **Advising** the Minister at his/her request or proactively on all policy matters related to higher education
- **Assuming executive responsibility for quality assurance** within higher education and training

In addition, an important subsidiary activity, which makes a crucial contribution to the effective undertaking of the advice (and especially proactive advice) and quality assurance core programmes is the

- **Monitoring and evaluating** the achievement of policy goals and objectives, including **reporting** on the state of South African higher education.

Finally, an additional CHE activity is

- Contributing to **developing higher education** through various activities.

The core programmes and subsidiary and additional activities must be pursued in conditions in which the higher education ‘system’, and its constituent parts and actors continue to be in flux and to face major challenges. The overall approach of the CHE must take this as an important frame of reference.

Since the CHE is accorded diverse responsibilities, it is important that the CHE is strategic in how it gives effect to its mandate, in the sense of carefully formulating priorities and activities. In this regard it must be guided by

- The goals and key challenges of higher education
- Changing conditions in higher education, and within society more widely
- A commitment to undertake and discharge its mandate and activities with great effectiveness and efficiency
- Available human resources
- Available financial resources.

For example, the responsibility to contribute to developing higher education could be used to justify the CHE undertaking a huge variety of initiatives and becoming involved in any number of activities. However, to date the CHE has been cautious and circumspect in this regard and has undertaken only limited activities related to publications and forums designed to give leadership around certain issues or to foster debate in higher education. It has steadfastly rejected all approaches that have sought to persuade the CHE to get involved in institutional or individual capacity building initiatives. This new three year CHE programme continues to be informed by such an approach.

Taking the above approach as a point of departure, as well as the recent risk assessment undertaken by the CHE (see Appendix 5), in the coming years the **key task and challenges for the CHE** include:

1. **Consolidating and further developing the ability of the CHE to provide informed, considered and strategic advice to the Minister**
2. **Making the transition from policy and systems development systems around quality assurance and promotion to effective implementation of policies, and systems, including developing the legal framework for the quality assurance and promotion activities**
3. **Implementing an effective system for monitoring and evaluating performance in and towards the achievement of policy goals, and undertaking effective monitoring and evaluating, to ensure feedback into further policy development and refinement**
4. **Continuing to build and consolidate the consultative, integrated, interlocking and coordinated functioning of the core programmes and additional activities and organisational components (advice, quality assurance, monitoring and evaluation and higher education development)**
5. **Developing and consolidating the governance, management and administration, as well as the infrastructure, of the CHE**
6. **Consolidating, enhancing and renewing the human resource base of the CHE through ongoing staff development and succession planning**
7. **Effectively communicating and continuing to build system-wide understanding among diverse actors of the character and role of the CHE and to frame the CHE's role in terms of contributing to the effective steering of the higher education system.**

### **3.1 ADVISING THE MINISTER OF EDUCATION**

In terms of its mandate, the CHE is required to

1. Advise the Minister on all HE issues on which the CHE's advice is sought
2. Provide advice to the Minister on its own initiative on HE issues which the CHE regards as important
3. Advise the Minister on the appropriate shape and size of the HE system, including its desired institutional configuration
4. Advise the Minister in particular on the new funding arrangements for HE
5. Advise the Minister in particular on language policy in HE
6. Provide advice to the Minister on the proposed new Education Management Information System for HE
7. Formulate advice for the Minister on a new academic policy for HE, including a diploma/degree structure which would advance the policy objectives of the White Paper
8. Provide 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

The performance to date of the CHE is indicated in Table A below:

**Table A: CHE Performance in Advising the Minister**

RESPONSIBILITY	PERFORMANCE TO DATE
<p><b>1. Advising the Minister on all HE issues on which the CHE's advice is sought</b></p>	<ul style="list-style-type: none"> <li>● Advice on               <ul style="list-style-type: none"> <li>➤ HE Amendments Bills of 1999, 2000, 2001 and 2002</li> <li>➤ 1999 NSFAS Bill</li> <li>➤ Shape and size of HE (2000)</li> <li>➤ 2002 Regulations for the registration of private providers of HE</li> <li>➤ New Academic Policy for HE (2001)</li> <li>➤ Proposed new funding framework (2001)</li> <li>➤ Criteria and process for determining proposed programme mix and niches of institutions (2002)</li> <li>➤ Co-operative Governance (2002)</li> <li>➤ Ministry' proposals on institutional restructuring (2002)</li> <li>➤ Nomenclature of comprehensive institutions (2002)</li> <li>➤ Conditions and criteria for the use of the designations 'university', 'technikon' etc. and for offering/awarding degrees and postgraduate qualifications (2003)</li> <li>➤ Proposed new funding framework (2003)</li> <li>➤ Distance higher education (2004)</li> <li>➤ Proposed Higher Education Qualifications Framework</li> <li>➤ Proposed Further Education and Training Certificate (General)</li> <li>➤ Proposed Student Enrolment Planning in Higher Education</li> </ul> </li> </ul>
<p><b>2. Advising the Minister on its own initiative on HE issues which the CHE regards as important</b></p>	<ul style="list-style-type: none"> <li>● Advice on               <ul style="list-style-type: none"> <li>➤ Private HE (2000)</li> <li>➤ Weighting of student subsidy and earmarking funds for Black students for academic development</li> <li>➤ NQF Study Team report (2002)</li> <li>➤ Institutional redress policy, strategy and funding (2003)</li> <li>➤ NQF Consultative Document (2003)</li> <li>➤ New Academic Policy process (2003)</li> </ul> </li> <li>● Undertaking of investigation and preparation of draft advice on GATS and its implications for higher education</li> </ul>
<p><b>3. Advising the Minister on the appropriate shape and size of the HE system, including its desired institutional configuration</b></p>	<ul style="list-style-type: none"> <li>● Produced Memorandum and met with the Minister (December 1999)</li> <li>● Established Task Team and produced Shape and Size report (July 2000)</li> <li>● Extensive engagements with HE institutions and stakeholders around Shape and Size report</li> <li>● Obtained and analysed stakeholder submissions on Shape and Size report in preparation for <i>National Plan</i></li> <li>● Discussions with Minister and DoE around <i>National Plan</i></li> <li>● Established standing Committee and Shape and Size</li> <li>● Commented on National Working Group report on restructuring</li> <li>● Advised on criteria and process for determining proposed programme mix and niches of institutions</li> <li>● Advised on the Ministry's final restructuring proposals</li> </ul>
<p><b>4. Advising the Minister in particular on the new funding arrangements for HE</b></p>	<ul style="list-style-type: none"> <li>● Established CHE Financing and Funding Task Team</li> <li>● Advised Minister on weighting of student subsidy and earmarking funds for Black students for academic development</li> <li>● Produced draft document on proposed funding framework (2001)</li> <li>● Obtained and analysed stakeholder submissions</li> <li>● Advised on proposed new funding framework (2001)</li> <li>● Public release of CHE advice to the Minister (2002)</li> </ul>

RESPONSIBILITY	PERFORMANCE TO DATE
	<ul style="list-style-type: none"> <li>• Established Task Team on Institutional Redress policy, strategy and funding</li> <li>• Established Standing Committee on Financing and Funding</li> <li>• Advised on institutional redress policy, strategy and funding (2003)</li> <li>• Advised on proposed new funding framework (2003)</li> </ul>
<p><b>5. Advising the Minister in particular on language policy in HE</b></p>	<ul style="list-style-type: none"> <li>• Established CHE Language Policy Task Team</li> <li>• Task Team report on language policy framework for HE</li> <li>• Discussed and finalised report of Language Policy Task Team</li> <li>• Advice and report to Minister on language policy</li> <li>• Preliminary interaction with Minister around advice</li> <li>• Minister's language policy on higher education draws substantially on CHE advice</li> <li>• Public release of CHE advice to the Minister (2003)</li> </ul>
<p><b>6. Providing advice to the Minister on the proposed new Education Management Information System for HE</b></p>	<ul style="list-style-type: none"> <li>• Recommendations made to DoE following presentation on HEMIS in 1999</li> <li>• Ongoing communication with DoE and SAQA regarding HEMIS and NLRD in relation to CHE databases for monitoring and quality assurance</li> </ul>
<p><b>7. 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></b></p>	<ul style="list-style-type: none"> <li>• Academic Policy Task Team with representatives from key constituencies established to undertake work for DoE</li> <li>• Work suspended for decisions related to shape and size; reactivation of work during late 2000</li> <li>• Work of CHE convened Joint Implementation Committee and IJC fed into work of the Academic Policy Task Team</li> <li>• Report on <i>New Academic Policy</i> (NAP) approved as discussion document by CHE (2001)</li> <li>• Report handed over to the DoE in late 2001 for public comment process and finalisation</li> <li>• Ongoing communication with Ministry regarding NAP and also with SAQA</li> <li>• Awaiting final document from DoE for advice</li> </ul>
<p><b>8. 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</b></p>	<ul style="list-style-type: none"> <li>• Project established in 2001</li> <li>• Project proposal developed and submitted to donor and donor funding secured</li> <li>• Meeting with Minister and discussions with other government Ministers and departments and prospective partners</li> <li>• Studies and papers commissioned and published</li> <li>• National colloquium held on 27-28 June 2002</li> <li>• Publication on commissioned research and colloquium</li> <li>• Colloquium on HE responsiveness at local government level (2003)</li> <li>• Facilitated process to develop a MOU between HE institutions in Johannesburg and Johannesburg Metropolitan Council</li> <li>• MOU between HE institutions in Johannesburg and Johannesburg Metropolitan Council signed in 2003</li> <li>• Advice and recommendations to Minister to be finalised in 2005</li> </ul>

On the basis of critical reflection on CHE performance in providing advice over the past five years, the goals, strategy and performance targets of the CHE with respect to the provision of advice in coming years are illustrated in Table 1 below.

**Table 1: Goals, Strategy and Performance Targets for the Provision of Advice**

<b>GOAL</b>	<b>OBJECTIVES</b>	<b>STRATEGY</b>	<b>PERFORMANCE TARGETS</b>
<b>To provide informed, considered, independent and strategic advice on HE issues to the Minister of Education on higher education matters on request</b>	<p>Increase the quality of commissioned reports through greater specification of aims, tasks and expected outcomes and closer contact with consultants</p> <p>Ensuring internal capacity to conceptualise, re-work, develop, edit and present advice to the Council</p> <p>Ensuring that timeframes are adhered to as far as is possible</p>	Build internal capabilities and nurture external capacities for the provision of advice to the Minister of Education of different kinds and of ever-improving quality	<p>Consultant reports for the CHE require little or no re-working</p> <p>More staff in the CHE advisory division can contribute to the production of quality policy reports for the Minister</p> <p>All policy reports are delivered on time</p>
<b>To provide informed, considered, independent and strategic advice on HE issues to the Minister of Education proactively</b>	<p>To identify relevant and strategic issues to provide advice</p> <p>To relate advice to the Minister with issues emerging from the CHE Monitoring System</p> <p>To identify critical issues for advice among different higher education constituencies</p>	Build internal capabilities and cultivate external networks for identifying issues on which the CHE should provide proactive advice to the Minister	<p>Pertinence and relevance of the topics on which advice is provided</p> <p>Utilisation of monitoring reports in the assessment of topics for advice</p> <p>Extent to which CHE investigations and projects are supported by key stakeholders</p>

### **3.2 MONITORING AND EVALUATING THE ACHIEVEMENT OF POLICY OBJECTIVES**

A key responsibility accorded to the CHE is to develop the means for monitoring and evaluating whether, how, to what extent and with what consequences the vision, policy goals and objectives that are defined for HE are being realised

The *White Paper* specifically refers to advising the Minister of Education on:

- The performance of the system, having regard to available performance indicators
- The progress being made towards achieving national equity and human resource development goals and measures to overcome impediments to achieving transformation goals (*White Paper* 3.25, i, j).

In 2001 the CHE submitted a proposal for funding to the Ford Foundation focused on the development of a system to monitor and evaluate the achievement of higher education policy objectives. The proposal made a clear distinction between monitoring and evaluation, selecting for monitoring the size and social composition of the HE system, quality and responsiveness and efficacy, and leaving for evaluation specific areas thrown up by the results of monitoring.

Since the proposal was developed the Ministry of Education released the *National Plan on Higher Education* and its proposals for the restructuring of the higher education landscape. In addition, the work of the HEQC has expanded into new areas.

The implementation of HE transformation has been given new impetus with the release of the *National Plan* and the Ministry's restructuring proposals. From the point of view of the monitoring project this necessitates reconceptualising the scope of the original project to bring it in line with the new priorities and the new areas of work of the HEQC.

The overall aim of the project is to monitor and evaluate how, to what extent and with what consequences national higher education policy goals and objectives have been achieved and restructuring and transformation have been implemented. The project is particularly interested in the analysis of the achievement of policy targets taking into account means, processes and institutional culture in a dynamic socio-economic context.

In view of the recent developments in higher education policy the CHE project will have to address two distinct, though interrelated, areas of higher education reform - higher education restructuring and higher education transformation - as components of the same project. The monitoring of restructuring will focus on the implementation of mergers and other forms of institutional restructuring. The monitoring of transformation will focus on the achievement of the transformation goals defined in the *National Plan for Higher Education*.

The CHE views effective monitoring and evaluation as tools to strengthen social justice and democracy, and as crucial for ongoing dialogue and engagement towards social justice and democracy. A key theoretical consideration that informs this project is the recognition that the monitoring and evaluation of social policy (in this case higher education) cannot be done separately from an analysis of the broader social trends and processes which constitute the conditions within which policy goals are pursued and implementation takes place and which inevitably accelerate, halt, or derail them. In other words, a system of monitoring and evaluation is required that includes complex social analysis, ethnographic studies and interdisciplinary approaches and not merely the construction of performance indicators and quantitative data.

As one component of its monitoring and evaluation work, the CHE's *Triennial Review* project enables it to:

- Analyse and crystallise the key trends within South African and international HE;
- Analyse and identify the major challenges that confront South African HE; and
- Proactively identify issues and areas that require further investigation for the purposes of advice to the Minister of Education.

The process of producing a triennial *Review of Higher Education* is intended to have some important developmental effects:

- Identifying and commissioning scholars and policy analysts to undertake research for the triennial review will help to develop a community of critical HE analysts; and



- Attaching especially young black and women scholars and postgraduate Masters and Doctoral students to the scholars and policy analysts that are commissioned will ensure that the present rather small community of HE analysts is expanded and also becomes more representative in terms of 'race' and gender.

Table B below indicates the performance thus far of the CHE.

**Table B: CHE Performance in Building a Monitoring and Evaluation System**

<b>RESPONSIBILITY</b>
<b>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</b>
<b>PERFORMANCE TO DATE</b>
<ul style="list-style-type: none"> <li>• Task Team on Achievement of Policy Objectives established</li> <li>• Activities of the Task Team suspended due to Shape and Size activity</li> <li>• Re-established as Project of Secretariat and thereafter as a Standing Committee</li> <li>• 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</li> <li>• State of HE Report's of 1998/1999 and 2000/2001 provided as detailed an analysis as feasible of progress towards policy goals</li> <li>• Production of special ten-year review of South African higher education (November 2004)</li> <li>• Establishment of Reference Group to guide development of a conceptual framework and system for Monitoring and Evaluation</li> <li>• Production of numerous drafts of framework document on Monitoring and Evaluation</li> <li>• Finalisation of a Discussion Document: <i>Towards A Framework for the Monitoring and Evaluation of South African Higher Education</i></li> <li>• Release for public comment of Discussion Document</li> <li>• Finalisation of Policy Document: <i>A Framework for the Monitoring and Evaluation of South African Higher Education</i></li> <li>• Work commissioned on select aspects of higher education</li> </ul>

Building on the achievements to date, the goals, strategy and performance targets of the CHE with respect to the provision of advice in coming years are illustrated in Table 6 below.

**Table 2: Goals, Objectives and Performance Targets for Monitoring and Evaluation**

<b>GOAL</b>	<b>OBJECTIVES</b>	<b>STRATEGY</b>	<b>PERFORMANCE TARGETS</b>
<b>To effectively monitor and evaluate progress with regard to the achievement of policy goals and the efficacy of policy instruments and processes</b>	<p>To consolidate the M&amp;E Directorate</p> <p>To develop a conceptual framework for undertaking M&amp;E</p> <p>To develop agreements for data sharing and research cooperation with National System of Innovation bodies (NSI)</p> <p>To create a publication called <i>Higher Education Monitor</i></p>	<p>To situate the M&amp;E of HE in the context of the NSI and establish different forms of data sharing and collaboration with relevant national departments and other bodies within the NSI</p> <p>To request higher education institutions to engage with the CHE Monitoring and Evaluation Framework</p>	<p>The M&amp;E Directorate is consolidated with the necessary staff</p> <p>Publication of a Framework for M&amp;E</p> <p>Establishment of agreements with the DoE; DST, DoL , HSRC; NRF.</p> <p>Publication of at least one <i>Higher Education Monitor</i> per year</p>

### 3.2.1 REPORTING ON THE STATE OF HIGHER EDUCATION

A specific responsibility of the CHE, which can be located within the general responsibility of monitoring and evaluation is to produce regular reports on the state of South African higher education. The performance in this regard of the CHE is noted in Table C below.

**Table C: CHE Performance in Producing Reports on the State of South African Higher Education**

<b>RESPONSIBILITY</b>
Producing reports on the state of HE
<b>PERFORMANCE TO DATE</b>
<ul style="list-style-type: none"> <li>• Produced a State of HE report for 1998/1999 - extensive report on the state of HE and the work of the CHE</li> <li>• Produced a State of HE report for 2000/2001- extensive report on the state of HE and the work of the CHE</li> <li>• Produced a comprehensive ten-year review of South African higher education – <i>South African Higher Education in the First Decade of Democracy</i> – in November 2004</li> <li>• Framework developed for producing ever-more comprehensive and analytical reports on the state of HE</li> <li>• Future State of HE reports will be facilitated by: <ul style="list-style-type: none"> <li>➢ CHE Monitoring and Evaluation activities</li> <li>➢ Protocols with institutions and organisations on data collection and sharing</li> <li>➢ CHE Triennial Review of HE project</li> <li>➢ Effective HEMIS system of DoE</li> <li>➢ NLRD of SAQA</li> </ul> </li> </ul>

Assessing the CHE performance thus far in producing reports on the state of higher education, the goals, strategy and performance targets of the CHE in this regard are illustrated in Table 7 below.

**Table 3: Goals, Strategy and Performance Targets for Producing Reports on the State of South African Higher Education**

<b>GOAL</b>	<b>OBJECTIVES</b>	<b>STRATEGY</b>	<b>PERFORMANCE TARGETS</b>
<b>To produce informative, rigorous, comprehensive and well-written and presented reports on the state of South African higher education</b>	<p>To produce more comprehensive and analytically sophisticated reports on the state of higher education</p> <p>To develop adequate internal capacity to produce large parts of the report in-house</p>	<p>Development of efficient methodologies for the commissioning of research</p> <p>To recruit and train advisory division personnel to produce sophisticated analysis of data</p> <p>To reduce the frequency of the production of reports of higher education through legislation</p>	<p>CHE state of higher education reports are utilized as references by relevant stakeholders, government and researchers</p> <p>Reports on the state of higher education are largely produced by the CHE</p> <p>Regular rather than an annual report on the state of higher education</p>

### 3.2.2 INTERACTING AND DELIBERATING ON CRITICAL ISSUES AND CHALLENGES

The CHE responsibilities include:

1. Establishing healthy interactions with HE stakeholders on the CHE's work
2. Convening an annual consultative conference of HE stakeholders

**Table D: CHE Performance in Interacting and Deliberating on Critical Issues and Challenges**

RESPONSIBILITY	PERFORMANCE TO DATE
<b>Establishing healthy interactions with HE stakeholders on the CHE's work</b>	<ul style="list-style-type: none"> <li>• Bilateral meetings with CTP and SAUVCA during 1999</li> <li>• Bilateral meetings with SASCO and CTP during 2000</li> <li>• Bilateral meetings with all national stakeholders during 2002</li> <li>• Consultative Conference serves as major forum for interaction</li> <li>• National stakeholders and individual HE institutions contribute to the work of the CHE in various ways</li> <li>• Extensive engagements with national stakeholders and HE institutions around shape and size during 2000</li> <li>• Extensive contact with DoE and joint activities in a number of areas</li> </ul>
<b>Convening an annual consultative conference of HE stakeholders</b>	<ul style="list-style-type: none"> <li>• Convened 1<sup>st</sup> Consultative conference in November 1999</li> <li>• Convened 2<sup>nd</sup> Consultative conference in November 2000</li> <li>• Convened 3<sup>rd</sup> Consultative conference in November 2001</li> <li>• Convened 4<sup>th</sup> Consultative conference in November 2002</li> <li>• Convened 5<sup>th</sup> Consultative conference in November 2003</li> <li>• Convened special ten years of democracy colloquium in November 2004</li> </ul>

**Table 4: Goals, Strategy and Performance Targets for Interacting and Deliberating on Critical Issues and Challenges**

GOAL	OBJECTIVES	STRATEGY	PERFORMANCE TARGETS
<b>To consult regularly with key stakeholders on the critical challenges facing HE</b>	To organize productive and well-attended consultative conferences that engage stakeholders with pertinent higher education issues	<p>Careful selection of topics for discussion</p> <p>Reduce the frequency of the consultative conferences to biennial</p>	<p>Attendance at consultative conferences</p> <p>Positive evaluations by participants</p>

### 3.3 DEVELOPING HIGHER EDUCATION

With respect to developing higher education, the following responsibilities are allocated to the CHE:

1. Promoting the access of students to HE
2. Appointing an independent assessment panel from which the Minister is able to appoint assessors to conduct investigations into particular issues at public HE institutions
3. Participating in the development of a coherent human resource development framework for South Africa in concert with other organisations
4. Contributing to the development of HE through publications and conferences.

It should be noted that a careful reading of the White Paper makes clear that numerous other responsibilities are also allocated to the CHE, which take the CHE into the terrain of institutional and individual capacity development activities. Since its inception the CHE, however, has deliberately refrained from assuming such responsibilities because of the difficult and demanding nature of these activities and also, and especially, because a number of higher education development agencies already undertake such activities. Furthermore, the CHE considers such activities to be rightfully the responsibility of the representative organisations of the universities and universities of technology.

**Table E: CHE Performance in Contributing to the Development of HE**

RESPONSIBILITY
<b>Contributing to the development of HE through publications and conferences</b>
PERFORMANCE TO DATE
<ul style="list-style-type: none"> <li>• Initiated a range of publications to stimulate discussion and debate around important issues related to higher education.</li> </ul> <p>➤ <b>Research Reports</b></p> <ul style="list-style-type: none"> <li>⇒ <i>Governance in South African Higher Education</i> (May 2002)</li> <li>⇒ <i>Clarification of private provider usage of terms 'accreditation', 'validation' and 'endorsement' and related terms</i> (August 2001)</li> <li>⇒ <i>Conditions and criteria under which higher education institutions should be permitted to use the term 'university'</i> (July 2001)</li> <li>⇒ <i>Registration and recognition of private higher education providers: Problems, prospects and possibilities with specific reference to the Higher Education Amendment Bill, 2000</i> (July 2001)</li> <li>⇒ <i>Sertec transition plan, 2001 – 2002</i> (April 2001)</li> <li>⇒ <i>Quality assurance in higher education: The role and approach of professional bodies and SETAs to quality assurance</i> (November 2000)</li> <li>⇒ <i>Thinking about the South African higher education institutional landscape: An international comparative perspective on institutional differentiation and restructuring</i> (November 2000)</li> <li>⇒ <i>An evaluation of Sertec and the Quality Promotion Unit</i> (July, 2000)</li> </ul> <p>➤ <b>Policy Reports</b></p> <ul style="list-style-type: none"> <li>⇒ <i>Promoting Good Governance in South African Higher Education</i> (May 2002)</li> <li>⇒ <i>Towards a New Higher Education Landscape: Meeting the Equity, Quality and Social Development Imperatives of SA in the 21<sup>st</sup> Century</i> (July 2000)</li> </ul> <p>➤ <b>Policy Advice Reports</b> (Approved by the Minister of Education for Public Release)</p> <ul style="list-style-type: none"> <li>⇒ <i>CHE Advice to the Minister of Education on Aspects of Distance Education Provision in South African Higher Education</i>, 15 March</li> <li>⇒ <i>CHE Advice to the Minister of Education on the Ministry's Higher Education Restructuring Proposals, as Published</i></li> </ul>

*in the Government Gazettes, Numbers 23 459 (21 June 2002) and 23 550 (24 June 2002, September 2002 (Released late 2002)*

- ⇒ *Language Policy Framework for South African Higher Education*, July 2001 (Released 2002)
- ⇒ *CHE Advice to the Minister of Education: The Proposed New Higher Education Funding Framework of the Ministry of Education and its Implications for the Reconfiguration of Higher Education*, 2001 (Released 2002)

➤ **Higher Education Monitor**

- ⇒ *The State of Private Higher Education in South Africa* (No 1, 2003)
- ⇒ *The State of the Provision of the MBA in South Africa* (No. 2, October 2004)

➤ **Policy Documents**

- ⇒ *Higher Education Quality Committee: Founding Document* (January 2001)
- ⇒ Higher Education Quality Committee: Draft Founding Document (August 2000)

➤ **Occasional Papers**

- ⇒ Human Resource Development and Higher Education Planning: Important National and Continental Initiatives (No. 1, February 2002)

➤ **Discussion Documents**

- ⇒ *Improving Teaching and Learning (TTL) Resources* (March 2005)
- ⇒ *Framework for Programme Accreditation* (November 2004)
- ⇒ *Criteria for Programme Accreditation* (November 2004)
- ⇒ *Towards a Framework for the Monitoring and Evaluation of South African Higher Education – Discussion Document* (April 2004)
- ⇒ *Proposed criteria for the HEQC's first cycle of audits: 2004-2009* (March 2003)
- ⇒ *Programme Accreditation Framework* (June 2002)
- ⇒ *Institutional Audit Framework* (June 2002)
- ⇒ *A New Academic Policy for Programmes and Qualifications in Higher Education: Discussion Document* (October 2001)

➤ **Kagisano (Discussion Series)**

- ⇒ *The General Agreement in Trade in Services and Higher Education* (No 3,(Summer 2003)
- ⇒ *Good Governance in Higher Education* (No. 2, Autumn 2003)
- ⇒ *Reinserting the Public Good into Higher Education Transformation* (No. 1, November 2001)

➤ **Conference Reports**

- ⇒ *Report on the Colloquium on Ten Years of Democracy and Higher Education Change* (10-12 November 2004)
- ⇒ *Proceedings of the Colloquium on Building Relationships between Higher Education and the Private and Public Sectors* (27 & 28 June 2002)
- ⇒ *The Council on Higher Education 3<sup>rd</sup> Annual Consultative Conference* (29 – 30 November 2001)
- ⇒ *HEQC institutional audit and programme review training workshop* (25-29 September 2001)
- ⇒ *Workshop of HEQC Forum of quality assurance managers of higher education institutions* (24 July 2001)
- ⇒ *The HEQC launch and strategic planning workshop* (May/June 2001)
- ⇒ *The Council on Higher Education 2<sup>nd</sup> Annual Consultative Conference* (23 – 24 November 2000)
- ⇒ *The Council on Higher Education 1<sup>st</sup> Annual Consultative Conference* (29 – 30 November 1999)

➤ **Resource Documents**

- ⇒ Directory for ETQAs and Professional Bodies (August 2003)

➤ **Annual Reports**

- ⇒ *Annual Report 2004/2005* (August 2005)
- ⇒ *Annual Report 2003/2004* (August 2004)
- ⇒ *Annual Report 2002/2003* (August 2003)

- ⇒ Annual Report 2001/2002 (August 2002)
- ⇒ *Annual Report 2000/2001* (November 2001)
- ⇒ *Annual Report 1999/2000* (November 2000)
- ⇒ *Annual Report 1998/1999* (November 1999)
  
- **Newsletters**
- ⇒ *CHE News No.6* (August 2003)
- ⇒ *CHE News No.5* (April 2003)
- ⇒ *CHE News No.4* (November 2001)
- ⇒ *CHE News No.3* (May 2001)
- ⇒ *CHE News No.2* (November 2000)
- ⇒ *CHE News No.1* (November 1999)
  
- **Press Releases**
- ⇒ The HEQC of the CHE signs a Memorandum of Understanding with the Quality Assurance Agencies of the United Kingdom and India (10 March 2005)
- ⇒ CHE/HEQC MBA Review (22 February 2005)
- ⇒ CHE/HEQC MBA Review (7 December 2004)
- ⇒ CHE/HEQC National MBA Review: Three more MBA programmes are given full accreditation status (22 September 2004)
- ⇒ Release of the Results of the Re-accreditation of MBA Programmes by the HEQC (20 May 2004)
- ⇒ Auditor Orientation (22 July 2003)
- ⇒ Meeting between the Council on Higher Education and the Minister of Education on the Ministry's Higher Education Restructuring Proposals (3 May 2002)
- ⇒ CHE Colloquium: Building Relationships between Higher Education and the Private and Public Sectors and Contributing to their High-Level Person-power and Knowledge Needs (20 June 2002)
- ⇒ New Membership of the Council on Higher Education, 2002-2006 (19 June 2002)
- ⇒ Launch of the Higher Education Quality Committee of the Council on Higher Education (2 May 2001)
- ⇒ *The National Plan for Higher Education* of the Ministry of Education (5 March 2001)
- ⇒ Public handover to the Minister of Education, Professor Kader Asmal, of the CHE Size and Shape Task Team Report, *Towards a New Higher Education Landscape: Meeting the Equity, Quality and Social Development Imperatives of South Africa in the Twenty-First Century* (18 July 2001)
  
- **Organisational Brochures**
- ⇒ The Higher Education Quality Committee (2004)
- ⇒ Quality Assurance in Higher Education: The Higher Education Quality Committee (July 2002)
- ⇒ *The CHE Higher Education Quality Committee* (2000)
- ⇒ *The Council on Higher Education* (2000)
  
- **Internet site**
- ⇒ <http://www.che.ac.za>
  
- Initiated a *CHE Discussion Forum* – five held thus far:
  - 'Key Global and International Trends in Higher Education: Challenges for South Africa and Developing Countries' (Prof. Philip Altbach);
  - 'Globalisation, National Development and Higher Education' (Prof. Manuel Castells)
  - 'A Decade of Higher Education Reform in Argentina' (Dr. Marcela Mollis)
  - Tertiary Education in the New South Africa: A Lover's Complaint (Prof. Bob Wolf)
  - A Conceptual Critique of the *Consultative Document, 'An Interdependent National Qualifications Framework System'* (Prof. Michael Young)
  - Private higher education (Dr. Glenda Kruss)
  - Numerous conferences, seminars and workshops convened by the HEQC to promote quality and

build institutional and individual capabilities	
<b>RESPONSIBILITY</b>	<b>PERFORMANCE TO DATE</b>
Promoting the access of students to HE	<ul style="list-style-type: none"> <li>• The Shape and Size report</li> <li>➤ Motivated increasing the participation rate from about 15% to 20%.</li> <li>➤ Called for increased and widened access - especially for historically disadvantaged</li> <li>➤ Called for increased support for the NSFAS and increasing size of grants</li> <li>• Engagements around RPL and monitoring of developments in this area</li> <li>• CHE decision to commission work on the barriers to equity of access, opportunity and outcomes in HE</li> </ul>
Participating in the development of a coherent human resource development framework for South Africa in concert with other organisations	<ul style="list-style-type: none"> <li>• Contributions through attendance of workshops</li> <li>• Informal contributions through HRD discussions in context of NQF</li> <li>• Key issue for Responsiveness of HE project and of HE colloquium of 27-28 June 2002</li> </ul>
Appointing an independent assessment panel from which the Minister is able to appoint assessors to conduct investigations into particular issues at public HE institutions	<ul style="list-style-type: none"> <li>• An initial panel established in 1998</li> <li>• Panel supplemented with new members during 2000</li> <li>• Panel supplemented with new members during 2001</li> <li>• Panel supplemented with new members during 2003</li> <li>• Minister has utilised panel members for investigations at a number of institutions</li> </ul>

**Table 5: Goals, Strategy and Performance Targets for Contributing to the Development of Higher Education**

<b>GOAL</b>	<b>OBJECTIVES</b>	<b>STRATEGY</b>	<b>PERFORMANCE TARGETS</b>
<b>To contribute to the development of higher education</b>	<p>Convene forums where different higher education constituencies can engage with topical higher education issues</p> <p>Produce publications that contribute to sharpening and deepening the reflective capacity of higher education stakeholders</p>	<p>Organisation of CHE forums lead by local and international higher education specialists</p> <p>Produce CHE HE Discussion Series Publication <i>Kagisano</i> to generate debate on critical higher education issues</p>	<p>Convening of at least 2 forums per year</p> <p>Publication of 2 issues of <i>Kagisano</i> per year.</p> <p>Promotion of discussions and debate as measured by attendance at forums and citations of <i>Kagisano</i></p>

### 3.4 ASSURING AND PROMOTING THE QUALITY OF HIGHER EDUCATION

A major and crucially important CHE responsibility is to establish the HEQC design and implement a system for quality assurance in HE.

The CHE has undertaken this responsibility informed by extensive research, with tremendous thought and sensitivity, and in continuous consultation with all stakeholders, and has made huge strides in these regards. Indeed, its contributions have been seminal, innovative and are impacting on the higher education system and on institutions in numerous positive ways.

Table F below indicates developments to date.

**Table F: CHE Performance in Building a Quality Assurance and Promotion System**

<b>RESPONSIBILITY</b>
Designing and implementing a system for quality assurance in HE and establishing the HEQC
<b>PERFORMANCE TO DATE</b>
<ul style="list-style-type: none"> <li>• <b>Establishment of HEQC</b> <ul style="list-style-type: none"> <li>➤ Established an Interim HEQC in June 2000</li> <li>➤ Extensive and ongoing consultations with all key stakeholders</li> <li>➤ Applied to SAQA and received accreditation as an ETQA in 2001</li> <li>➤ Released for public comment draft <i>Founding Document</i> for HEQC</li> <li>➤ Produced <i>Founding Document</i> for HEQC</li> <li>➤ Called for nominations and constituted a HEQC in 2001</li> <li>➤ Publicly launched HEQC in May 2001</li> </ul> </li> <li>• <b>Research and development</b> <ul style="list-style-type: none"> <li>➤ Extensive research on various aspects of quality assurance as part of developing programme accreditation and institutional audit policies and systems</li> <li>➤ Held national conference on quality assurance with international participants in May 2001</li> <li>➤ Conducted evaluation of QPU and SERTEC and produced publication</li> <li>➤ Conducted research on QA systems of professional councils and SETAs and produced publication</li> <li>➤ Commissioned report on quality assurance terminology</li> <li>➤ Produced <i>Sertec transition plan, 2001 – 2002</i></li> <li>➤ Produced directory of ETQAs and Professional Bodies (August 2003)</li> <li>➤ Commissioned research on short courses,</li> <li>➤ Commissioned research on recognition of prior learning</li> <li>➤ Commissioned research on and held workshop on vocational education</li> </ul> </li> <li>• <b>Programme Accreditation and Co-ordination</b> <ul style="list-style-type: none"> <li>➤ Established and convened Interim Joint Committee and manual to process accreditation of programmes of public providers (with DoE and SAQA)</li> <li>➤ Undertaken accreditation of hundreds of new programmes of public HEIs</li> <li>➤ Took over from SERTEC and delegated to CTP (with HEQC participation) until end of 2003 quality assurance visits to technikons, agricultural colleges and polytechnics in neighbouring countries</li> <li>➤ Took over from SAQA the accreditation of programmes of private providers</li> <li>➤ Produced new draft manual and piloted the accreditation of programmes of private providers</li> <li>➤ Undertaken accreditation of hundreds of new programmes of private HEIs</li> <li>➤ Undertaken re-accreditation of scores of existing programmes of private providers</li> <li>➤ Undertaken re-accreditation of all Master of Business Administration programmes</li> <li>➤ Released discussion document on proposed new accreditation framework</li> <li>➤ Undertaken finalisation of new accreditation policies and framework</li> <li>➤ Preparation of regulations for accreditation</li> <li>➤ Extensive investigation into various aspects of co-ordination of higher education quality assurance</li> <li>➤ Publication of a directory of ETQAs and professional bodies arising from investigation into co-ordination of higher education quality assurance</li> <li>➤ Various meetings with SAQA and HEIs on issues related to co-ordination of higher education</li> </ul> </li> </ul>



<ul style="list-style-type: none"> <li>➤ quality assurance</li> <li>➤ Extensive and ongoing consultations with all key stakeholders</li> </ul> <ul style="list-style-type: none"> <li>• <b>Institutional Audits</b> <ul style="list-style-type: none"> <li>➤ Released discussion document on proposed new audit framework</li> <li>➤ Conducted 1 day visits to all public and sample of private institutions</li> <li>➤ Undertook three pilot audits of HEIs</li> <li>➤ Undertaken finalisation of new audit policies and framework</li> <li>➤ Preparation of regulations for institutional audits</li> <li>➤ Extensive and ongoing consultations with all key stakeholders</li> </ul> </li> <li>• <b>Quality Promotion and Capacity Development</b> <ul style="list-style-type: none"> <li>➤ Initiated Teaching and Learning project</li> <li>➤ Produced resources for Teaching and Learning</li> <li>➤ Held numerous workshops on Teaching and Learning resources</li> <li>➤ Established national forum of quality assurance managers at HEIs</li> <li>➤ Organised numerous conferences, seminars and training workshops</li> <li>➤ Support to Namibian and Mozambiquan Ministries</li> <li>➤ Began preparation of framework document for Quality Promotion and Capacity Development</li> <li>➤ Preparation of regulations for Quality Promotion and Capacity Development</li> <li>➤ Extensive and ongoing consultations with all key stakeholders</li> </ul> </li> <li>• <b>NQF implementation</b> <ul style="list-style-type: none"> <li>➤ Meetings with SAQA regarding aspects of NQF and its implementation in higher education</li> <li>➤ Meetings with DoE on aspects of NQF and its implementation in higher education</li> <li>➤ Convened Joint Implementation Plan Committee for implementation of NQF within HE</li> <li>➤ Commented and advised on reviews of the NQF</li> </ul> </li> </ul>
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### 3.4.1 ACCREDITATION OF PROGRAMMES

The CHE/HEQC has to ensure that the quality and coherence of programmes and qualifications on the higher education band of the NQF are maintained in order to guarantee their national and international credibility.

**Table 6: Goals, Strategy and Performance Targets for Accreditation of Programmes**

GOAL	OBJECTIVES	STRATEGY	PERFORMANCE TARGETS
<b>To undertake effectively and efficiently the accreditation of learning programmes of public and private HE institutions</b>	<p>To develop policies, regulations, criteria, procedures, manuals and structures for programme (re) accreditation</p> <p>To develop a (re) accreditation system which is organisationally and financially sustainable.</p> <p>To ensure internal capacity for managing programme (re) accreditation</p>	Develop an accreditation system and internal and systemic capabilities taking into account international trends and local needs and realities	<p>Approved policies, regulations, criteria, procedures, manuals and structures for programme accreditation</p> <p>Developed system of accreditation</p> <p>Staff trained in the operation of the new accreditation system</p>

In the light of quality demands on higher education institutions made by multiple ETQAs, the CHE/HEQC has to ensure that a coordinated approach to quality assurance is developed so as to reduce unnecessary duplication and overlap in higher education.

**Table 7: Goals, Strategy and Performance Targets for Coordination of HE Quality Assurance**

<b>GOAL</b>	<b>OBJECTIVES</b>	<b>STRATEGY</b>	<b>PERFORMANCE TARGETS</b>
<b>To ensure a rational, coordinated approach to quality assurance in HE</b>	<p>To develop frameworks, policies and procedures for effective coordination and relationships between ETQAs</p> <p>To develop a coordination system that is effective and organisationally and financially sustainable</p> <p>To develop internal capacity for managing a coordination system effectively</p>	<p>Building a system for coordinating the QA activities of multiple ETQA through the establishment of working relationships with ETQAs within agreed frameworks and memoranda of understanding</p>	<p>Frameworks, policies and procedures developed and approved</p> <p>Implementation of a coordination system, including the implementation and monitoring of MOUs</p> <p>Internal staff trained to implement the system</p>

### 3.4.2 INSTITUTIONAL AUDITS

The HEQC has to ensure that there are credible and reliable institutional quality management systems in place to enable providers to achieve appropriate quality levels in all their core functions.

**Table 8: Goals, Strategy and Performance Targets for Institutional Audits**

<b>GOAL</b>	<b>OBJECTIVES</b>	<b>STRATEGY</b>	<b>PERFORMANCE TARGETS</b>
<b>To conduct effectively and efficiently audits of the internal quality management systems of public and private HE institutions</b>	<p>Develop frameworks, policies, regulations, criteria, procedures, manuals and structures for institutional audits</p> <p>Ensure organisationally and financially sustainable institutional audits</p> <p>Ensure internal capacity for managing institutional audits</p>	<p>Develop an audit system through a consultative process taking into account international trends and local needs and realities</p> <p>Develop internal and systemic capabilities to run an effective and efficient audit system</p>	<p>Approved frameworks, policies, regulations, criteria, procedures, manuals and structures for institutional audits</p> <p>Audits conducted efficiently and effectively</p> <p>Internal staff trained in the procedures of the audit system</p>

### 3.4.3 QUALITY PROMOTION AND CAPACITY BUILDING

The HEQC has to ensure that the HEIs are prioritizing issues of quality and quality assurance and support them in developing appropriate capacities to respond to the quality requirements of the HEQC.

**Table 9: Goals, Strategy and Performance Targets for Quality Promotion and Capacity Development**

GOAL	OBJECTIVE	STRATEGY	PERFORMANCE TARGETS
<p><b>To promote quality and quality assurance in HE and build system level, institutional, stakeholder and individual capacities in support of quality enhancement</b></p> <p><b>To support the development and implementation of the HEQC's national systems of institutional audits, programme accreditation and national reviews</b></p>	<p>To develop frameworks, policies, procedures and structures for quality promotion and capacity building</p>	<p>To draw on existent systemic capabilities for capacity development working with HEIs, stakeholders and selected individuals</p>	<p>Approved framework, procedures and structures for quality promotion and capacity development</p>
	<p>To develop a programme for quality promotion and capacity building which is organisationally and financially sustainable.</p>	<p>To stimulate and promote discussion and research on quality issues in higher education</p>	<p>Approved programme for quality promotion and capacity development</p>
	<p>To develop internal capacity for managing quality promotion and capacity building</p>		<p>Training sessions for prospective auditors held</p> <p>Production of training materials for auditors</p> <p>Staff trained in the audit process and procedures</p>

### 3.5 SETTING THE STANDARDS OF PROGRAMMES

The NQF Consultative Document: *An Interdependent National Qualifications Framework System* (2002) proposes that a body such as the HEQC should replace the existing National Standards Bodies (NSB) and Standards Generating Bodies (SGB) structures and use fit for purpose panels for qualifications and standards generation. The Consultative Document supports the CHE and HEQC understanding of standards-generation and quality assurance as only different moments of the same quality cycle, with feedback mechanisms assuring quality and development (CD p. 29).

The CD proposes that the HEQC will have two 'arms' or directorates. On the one hand, the HEQC will provide the basis for quality assurance responsibilities. On the other hand, building on the work of SAUVCA and the CTP, would be a new arm or directorate for qualifications generation and standard setting. This new 'body' will establish fit-for purpose panels to generate required standards and qualifications at the general level of the nested qualifications model. Within the discipline-based pathway, the directorate would draw on panels consisting mainly of experts in specific knowledge fields drawn from higher education institutions. In the career-focused and professional pathway, the directorate would set up collaborative panels, drawing on experts from professional and occupational bodies and SETAs.

The CHE has indicated its strong support for bringing together under one body of the separate but related functions of standards setting and quality assurance and the principle of 'one provider

falling under the ambit of the HEQC. It has also stated that it is confident that a reconfigured HEQC, in close collaboration with SAUVCA, the CTP, APPETD, and other relevant bodies, would be able to form knowledge based 'fit-for-purpose' expert panels.

However, developing a 'bottom' up process from these panels to the HEQC will require strong leadership and management at the systemic level balanced by the growing capacities of institutional providers. To be effective, this approach will require effective planning and allocation of the necessary financial and human resources.

The CHE has

- Emphasise that its assumption of the standard setting responsibility will not be possible unless sufficient human and financial resources are devoted to it, including for the initial systems conceptualisation, planning and development phase.
- Recommended to the Ministry that the question of adequate funding of standards generation (and quality assurance within education and training) must be addressed and resolved as a mater of urgency.

## GOVERNANCE, MANAGEMENT AND ADMINISTRATION

### 4.1 GOVERNANCE

#### 4.1.1 CHE

The CHE comprises of the Council, an Executive Committee (EXCO), and a Secretariat headed by the CEO. The Council of the CHE meets about every two months and the EXCO meet almost monthly. The present membership of the CHE is as follows:

##### Chairperson

Mr S Macozoma\*

##### Ordinary members

Dr. HP Africa	Prof. SF Coetzee*	Ms. N. Sibiya
Prof. B Figaji*	Ms. JA Glennie	Adv. MC Koorts
Mr. J Mamabolo	Dr. F Ginwala	Dr. AM Perez
Prof. MF Ramashala	Prof. SJ Saunders*	

##### Co-opted members

None

##### Non-voting members

Ms. A. Canca (Department of Arts, Culture, Science and Technology)  
 Ms. N Badsha\* (Department of Education)  
 Mr. SBA Isaacs (South African Qualification Authority)  
 Dr. A. Kaniki (National Research Foundation)  
 Vacant (Representative of the Department of Labour)  
 Vacant (Representative of the Provincial Heads of the Committee of Education)

##### Ex-officio

Prof. S. Badat \*

(\* Members serving on the Executive Committee of the CHE)

The members of the CHE are appointed in their own right as people with specialist knowledge and expertise on HE matters. In this regard, and despite the members of the CHE being drawn from various constituencies, the CHE functions as an independent, expert, statutory body rather than a body of delegates or representatives of organisations, institutions or constituencies. The term of office of the ordinary CHE members IS until June 2006, and that of the Chairperson until June 2007.

CHE activities are undertaken through CHE *Standing Committees, Task Teams* and *Projects*.

*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.

There are three Standing Committees. 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 higher education 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 higher education institutions and educational and pedagogic modes (*shape*).

The CHE *Funding and Financing Standing Committee* deals with all aspects of the funding and financing of higher education. The *Higher Education 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’. Finally, the *Monitoring and Evaluation Standing Committee* deals with all aspects of building an effective system for monitoring and evaluating the achievement of policy goals and objectives and with monitoring and evaluation projects and reports.

CHE *Task Teams* are focused on systemic or major HE policy issues on which the Minister has requested the CHE’s advice or the CHE wishes to provide advice 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.

Finally, issues that are not related to the immediate policy advice responsibilities of the CHE are, with the approval and guidance of the Council, 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 higher education
- The annual Consultative Conference;
- CHE conferences and discussion forums;
- CHE publications and other media; and
- The Annual Report on the CHE that is submitted to parliament.

#### 4.1.2 HEQC

The HEQC has its own Board with two CHE members represented on it (the chairperson of the HEQC and one other). HEQC members are chosen by the CHE on the basis of nominations from interested parties in higher education. All HEQC members are appointed in their own right for a three to four year period, although they bring expertise and experience from different stakeholder domains. The current membership comprises:

### Chairperson

Prof H P Africa\* Independent Consultant; CHE member

### Voting Members

Ms J Glennie*	Director, South African Institute for Distance Education; CHE member
Mr Mlungisi Cele	Deputy Director Research, Director General's Office, DST
Ms Judy Favish*	Director: Institutional Planning, University of Cape Town
Dr Dhiro Gihwala*	Dean of Science, Cape Peninsula University of Technology
Prof Hu Hanrahan	Professor of Communications Engineering, University of the Witwatersrand
Prof Chabani Manganyi	Vice-Principal, University of Pretoria
Dr David Mogari	Director: Quality Assurance and Promotion Directorate, University of Venda for Science and Technology
Dr Mamsie Motshekga-Sebolai*	Academic Director, PC Training and Business College
Dr Rolf Stumpf*	Vice Chancellor & Rector, Nelson Mandela Metropolitan University
Dr Ngoato Takalo	Vice Principal, North-West University
Mr Tembile Yako	Student, Cape Peninsula University of Technology
Dr Pat Naves	Director: Human Capital, SABC
Ms Nombulelo Nxesi	Chief Executive Officer, ETDP SETA

### Co-opted members

Ms Suraya Jawoodeen Regional Secretary, NEHAWU, Ikapa Metropole Region

### Non-voting members

DoL representative (vacant)	
Dr M Qhobela	Chief Director, Higher Education Branch, Department of Education
Dr P Lolwana	Executive Officer, UMALUSI
Prof S Badat*	Chief Executive Officer, Council on Higher Education,
Dr M Singh*	Executive Director, Higher Education Quality Committee

(\* Members serving on the Executive Committee of the HEQC)

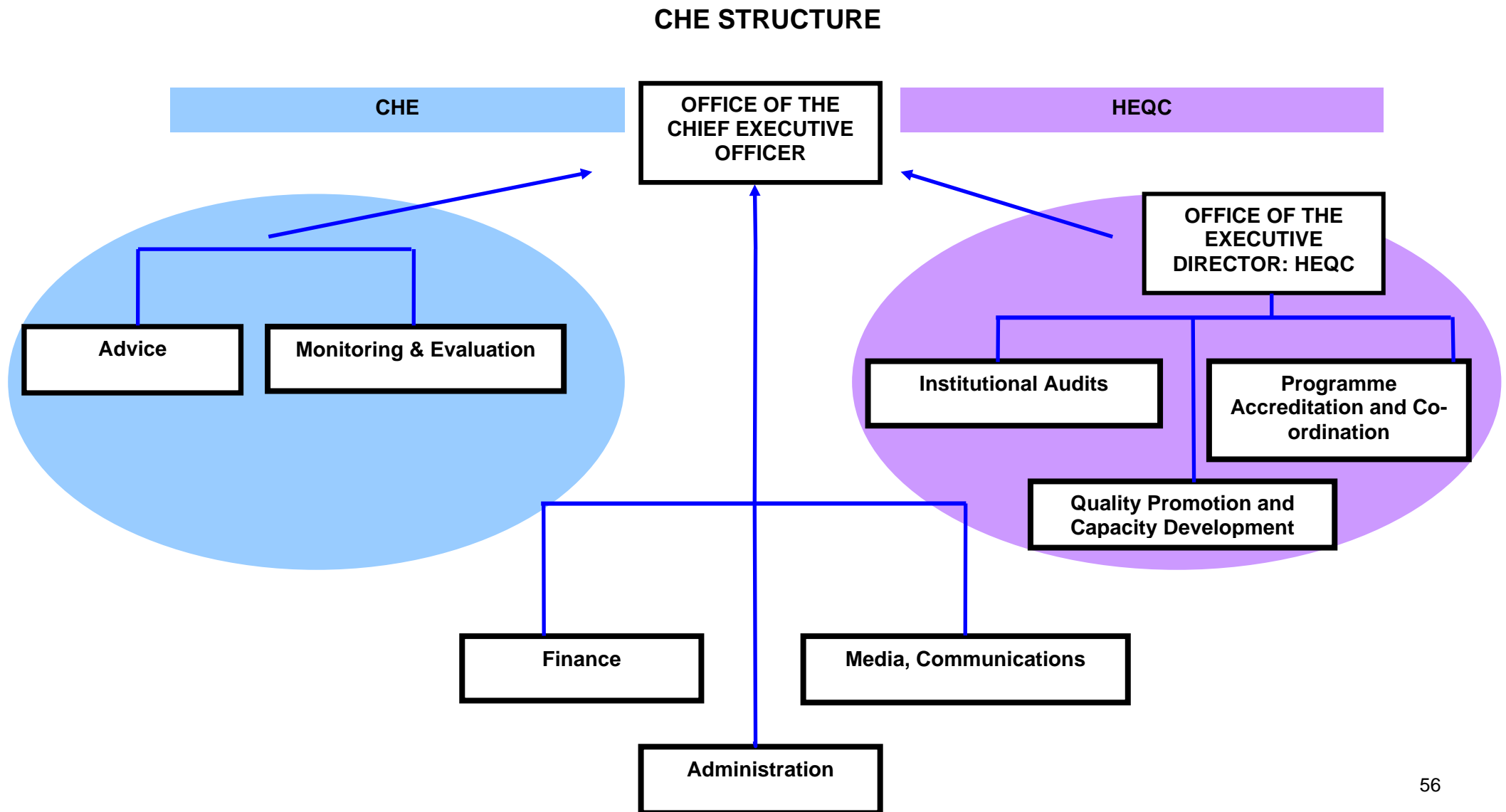
The HEQC Board meets every two months and the HEQC Executive Committee (EXCO) meets once a month. The work of the HEQC is conducted through the following sub-committees:

- The Policy Development and Review Committee
- The Accreditation Committee (Private Providers)
- The Interim Joint Committee (Public Providers)

Regular reports on the work of the HEQC are tabled at the bi-monthly meeting of the CHE Council.

## 4.2 MANAGEMENT

Figure 1 below illustrates how the operations of the CHE are organised and the structure of authority, accountability and reporting.





Each of the units of the CHE – Divisions, Offices, Directorates, Sections – have specified responsibilities and operate within a framework of defined authority and autonomy and accountability and reporting. Regular meetings of the Senior Management of the CHE – CHE CEO, HEQC ED, Directors – and when necessary Managers, address important strategic and organisational issues and give effect to the goal of the different CHE functional areas and organisational components of the CHE working in a mutually supportive, integrated and coordinated manner.

Three key issues for management in the coming period that have been identified in the recent risk assessment exercise conducted by the CHE (see Appendix 5) are:

- Securing and developing personnel in ways that address employment equity
- Effective external communication with key constituencies
- Nurturing, enhancing and consolidation the reputation and credibility of the CHE

Management will be vigilant and seek to ensure that all initiatives and actions of the CHE, of management and all personnel do indeed enhance the reputation and credibility of the CHE. The issue of securing and developing personnel to ensure the effective functioning of the CHE will be dealt with in the next section on ‘Human Resources’. With regard to effective external communication with key constituencies, Table 10 below sets out the goals, objectives and performance targets.

**Table 10: Goals, Strategy and Performance Targets for Communication with Key Constituencies**

<b>GOAL</b>	<b>OBJECTIVES</b>	<b>STRATEGY</b>	<b>PERFORMANCE TARGETS</b>
<b>To communicate effectively and continuously with HE institutions and key stakeholders</b>	<p>To develop effective, proactive and continuous information provision and communication with key higher education constituencies that utilizes appropriately different media</p> <p>To develop a policy on access to CHE information based on national legislation</p>	<p>Hold regular meetings with national government structures in HE: Minister of Education, DoE, and Portfolio Committee</p> <p>Hold regular formal and informal meetings with stakeholder organisations and key HE role-players</p> <p>Ensure access to and communication with the media</p> <p>Development and internal dissemination of an effective communication strategy</p>	<p>At least 6 meetings with DoE officials and 2 meetings the Minister of Education</p> <p>Hold one meeting a year with the Portfolio Committee</p> <p>Hold one meeting a year with all key stakeholder organisations</p> <p>Develop CHE access to and coverage in the media</p> <p>Approved policy on access to CHE information</p> <p>Production of at least 2 Newsletters a year</p> <p>Hits on the website</p>

		Utilisation of electronic media to communicate with stakeholders and broader public	
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### 4.3 ADMINISTRATION

An effective and efficient administration is crucial to the CHE's achievement of its goals. Table 11 sets out the CHE's goals, strategies and performance targets in this regard.

**Table 11: Goals, Strategy and Performance Targets for Effective and Efficient Administration**

<b>GOAL</b>	<b>OBJECTIVES</b>	<b>STRATEGY</b>	<b>PERFORMANCE TARGETS</b>
<b>To ensure that the CHE has an effective and efficient internal administration</b>	To develop and implement appropriate administrative policies, regulations and procedures To maintain careful scrutiny of administration costs	Ensure effective contact and communication between Office Administrator and other operational sections of CHE  Outsource some aspects of HR function as consultancy  Creation of an intranet for administrative purposes	Policies, regulations and procedures implemented and followed by staff  Administration costs kept to budget  Smooth functioning of HR function  Fluid and appropriate communication between the Office Administrator and operational areas

### 4.4 INFRASTRUCTURE

The CHE has located its office in Pretoria so as to ensure ongoing and effective communication with key higher education stakeholders, in particular the Department of Education and the Minister. It has signed a five-year lease in a state-owned building (Didacta Building, 211 Skinner Street, Pretoria) with the South African Agency for Science and Technology Advancement, a division of the National Research Foundation. Sharing of Didacta Building with two other statutory bodies, the Foundation for Education, Science and Technology (FEST) and the National Advisory Council on Innovation (NACI), which provides scope for co-operation in a number of areas. The CHE has secured, within the constraints of its financial resources, the workspace, office furniture and equipment essential to effective and efficient functioning.

The move required the CHE to make major investments in information and communication technology (ICT). This has resulted in the CHE possessing its own

ICT infrastructure, becoming part of the Tertiary Education Network and changing its domain name.

The development of a national quality assurance system, which is the responsibility of the HEQC, necessitates the development of a comprehensive and appropriate management information system (MIS) capable of dealing with the processes involved in the accreditation of programmes, the performance of institutional audits and the tasks associated with quality promotion and capacity development. The CHE has embarked on the development of a MIS, which has as its main purpose the support of the HEQC work but extends also to areas of documentation management for the whole organisation.

**Table 12: Goals, Strategy and Performance Targets for the Information Management System**

<b>GOAL</b>	<b>OBJECTIVES</b>	<b>STRATEGY</b>	<b>PERFORMANCE TARGETS</b>
<b>To ensure that a Management Information System exists to support the work of all the CHE directorates and sections</b>	To conceptualise, develop and implement an integrated MIS for the CHE	Work on system analysis with directors and managers	Accreditation subsystem developed, tested and implemented
	To automate internal and external processes for the accreditation of programmes	System development in a web based environment	Audit subsystem developed, tested and implemented
	To automate internal and external processes for the institutional audits of HEIs	Make use of open source technology	QCDD subsystem developed, tested and implemented
	To automate internal and external processes for the activities of quality promotion and capacity development	All subsystems have an web base interface for external users	Management Documentation System developed, tested and implemented
	To develop a document management system to automate the CHE registry function	The MIS is built as a staff development tool and a quality management system for all processes.	External uploading and downloading of information with SAQA and DoE functional
			HEQC staff trained in the utilization of the system
			HEIs buy into electronic submissions for accreditation and audit

## HUMAN RESOURCES

### 5.1 HUMAN RESOURCE NEEDS

An adequate core of full-time professional staff with knowledge and experience of HE, supported by able administrators and technical staff are pivotal to the CHE's execution of its mandate and achievement of its goals. The CHE has sought to appoint such a core and currently possesses a innovative, capable, committed and dedicated workforce. Where necessary, the CHE requests institutions to second personnel with special expertise and skills to the CHE and also makes use of contract staff and local and international consultants.

### 5.2 PERSONNEL STRUCTURE

The detailed personnel structure and current staff complement are noted in the Table below. As will be noted, the present personnel of the CHE occupy different kinds of posts, are employed on different kinds of contracts and are financed through a variety of funding sources.

**Table 13: Nature of CHE Posts**

No.	Post	Status	Incumbent	Public Service post level
<b>Office of the CEO/CHE Advice</b>				
1	CEO	Permanent	Prof. Saleem Badat	CD level 14
2	Projects Manager	Fixed Term	Vacant	DD level 11
3	Personal Assistant & Administrator	Permanent	Ms Christa Smit	Level 8
<b>CHE Media and Communication</b>				
4	Media, Communication & Liaison	Fixed Term	Ms. Annalize Brynard	DCES level 10
<b>CHE Finance Section</b>				
5	Finance Manager	Permanent	Ms Louise Ismail	DD level 11
6	Finance Administrator	Fixed term	Ms Pearl Whittle	Level 9 - Private Provider Cost-Recovery post
7	Finance Secretary	Permanent	Ms Jeanet Maoko	Level 6
8	Finance Assistant	Temporary	Ms Jane Patose	Level 4
<b>CHE Administration Section</b>				
9	Office Administrator	Fixed term	Ms Lehanda Rheeder	AD level 9
10	Receptionist/Assistant Administrator	Fixed term	Ms Ketty Moyo	Level 3
11	Domestic/Cleaner	Fixed term	Ms Maria Mmaoko	Level 1

<b>CHE Monitoring and Evaluation Directorate</b>				
12	Director	Fixed term	Dr Lis Lange	D level 13
13	Database Manager	Fixed term	Mr Neil Hoorn	DD level 11
14	Research Officer	Fixed term	Ms Chantal Dwyer	AD level 9
15	Secretary/Administrator	Temporary	Vacant	Level 6
16	Resource Librarian	Fixed term	Mr. Mpho Thulare	Level 7
<b>Office of the HEQC Executive Director</b>				
17	Executive Director	Permanent	Dr Mala Singh	CD level 14
18	Projects Manager	Permanent	Dr Mark Hay	CES level 12
19	Personal Assistant & Administrator	Permanent	Ms. Pearl Maqubela	Level 8
<b>HEQC Programme Accreditation and Co-ordination Directorate</b>				
20	Director	Permanent	Vacant	D level 13
21	Manager - Privates	Permanent	Mr Theo Bhengu	CES level 12
22	Manager – Co-ordination	Permanent	Ms Mary Mwaka	DD level 11
23	Manager - Publics	Fixed term	Mr Tshepo Magabane	CES level 12
24	Project Administrator - Publics	Permanent	Mr Kenny Shalang	AD level 9
25	Project Administrator - Privates	Permanent	Mr Derrick Zitha	AD level 9
26	Project Administrator – National Reviews	Permanent	Ms Jenny Maloi	AD level 9
27	Administrator - Co-ordination	Fixed term	Ms Mercy Sondlo	Level 8
28	Secretary/Administrator	Permanent	Ms Coleen Mjtali	Level 6
29	Senior Clerk	Fixed term	Mr Moloko Mothomela	Level 5
30	Senior Clerk	Fixed term	Ms Helen Mohlala	Level 5 - Private Provider Cost-Recovery post
31	Clerk	Fixed term	Ms Stella Mkhavele	Level 4 - Private Provider Cost-Recovery
32	Clerk	Fixed term	Ms Paulette Macheke	Level 4 - Private Provider Cost-Recovery post
33	Clerk	Fixed term	Ms Mmakwena Rabele	Level 4 - Private Provider Cost-Recovery post
34	Clerk	Fixed term	Vacant; Dora against post	Level 4 - Private Provider Cost-Recovery post
<b>HEQC Institutional Audits Directorate</b>				
35	Director	Fixed term contract	Dr Rob Moore	Secondment from May 2004 – April 2009
36	Manager	Fixed term contract	Vacant	DD level 11 to CES level 12

37	Manager	Permanent	Mr Bheki Mbele	CES level 12
38	Project Administrator	Fixed term	Belinda Wort	AD level 9
39	Project Administrator	Fixed term	Ms Christelle Visser	AD level 9
40	Secretary/Administrator	Fixed term	Ms Rekha Bennideen	Level 6
41	Clerk	Temporary	Vacant	Level 4 - Private Provider Cost-Recovery post
<b>HEQC Quality Promotion and Capacity Development Directorate</b>				
42	Director	Permanent	Dr Prem Naidoo	D level 13
43	Head: Training	Permanent	Dr John Carneson	D level 13
44	Manager	Fixed term	Ms Barbara Morrow	DD level 11
45	Manager	Fixed term	Ms Thabisile Dlomo	DD level 11
46	Project Administrator	Permanent	Ms Nikki Groenewald	AD level 9
47	Project Administrator	Permanent	Ms. Innocentia Mabuella	AD level 9
48	Secretary/Administrator	Permanent	Ms Nokhuthula Twala	Level 6
49	Senior Clerk	Fixed term	Mr Alphius Sibuyi	Level 5 - Private Provider Cost-Recovery post
<b>CHE ADJUNCT PERSONNEL</b>				
<b>CHE Monitoring and Evaluation Directorate</b>				
50	Researcher	Temporary	Ms Colleen Howell	D level 11 – Contract and Consultancy Pool funding
51	Researcher	Temporary	Mr Thierry Luescher	DD level 11 – Contract and Consultancy Pool funding
52	Senior Researcher	Temporary	Dr Neetha Ravjee	CES level 12 – Contract and Consultancy Pool funding
<b>Office of the HEQC Executive Director</b>				
53	Projects Manager	Fixed term	Dr. Herman du Toit	CES level 12 – donor funding
54	Project Administrator	Fixed term	Ms Pam du Toit	AD level 9 – donor funding
<b>HEQC Programme Accreditation and Co-ordination Directorate</b>				
55	Manager	Temporary	Ms. Kirti Menon	Consultancy rates – Contract and Consultancy Pool funding
56	Manager	Temporary	Mr Ken Harley	Consultancy rates – Contract and Consultancy Pool funding
57	Manager	Temporary	Mr Dirk Meiring	Consultancy rates –

				Contract and Consultancy Pool funding
58	Administrator	Temporary	Mr Daya Gobind	Contract rates – Consultancy and Pool funding
<b>HEQC Quality Promotion and Capacity Development Directorate</b>				
59	Administrative Assistant	Casual	Vacant	Contract rates – Consultancy and Pool funding

As part of the planning for the 2006/2007 financial year and future years, the CHE has carefully reviewed its personnel structure and staff requirements in relation to the implementation of its core responsibilities and programmes and its National Treasury allocation and other funding sources. The salient points are the following:

- The overall personnel structure, the post designations and the location of posts in the different functional areas of the CHE are congruent with the activities and needs of the CHE
- In total, the CHE has established its personnel structure at 49
- The CHE will fund 41 posts from National Treasury funds
- The CHE will fund 8 posts from private provider cost recovery fees
- Adjunct personnel will be funded from donor funds and the surpluses on the personnel budget that are derived from vacant posts and the difference between maximum budgeted salaries and actual personnel salaries
- Wherever possible, the CHE will attempt to source donor funding for posts related to specific time-bound research and development-related activities
- The personnel structure does not provide for the assumption of standard setting responsibilities.

As indicated the success of the CHE depends on high quality, effective and efficient staff with the necessary knowledge, expertise, skills and competencies. Pertinent issues are the following:

First, since the CHE does not seek to assume an extensive research function and have an in-house research capacity and seeks to draw on and utilise the specialist knowledge and expertise of local policy research and development agencies, consultants and individual researchers and academics, it will continue to make use of consultants, especially on major investigations and research and development projects.

Second, it is clear that the CHE will not necessarily find staff that can immediately discharge the responsibilities associated with their posts. This means that throughout the organisation, and especially at the senior and middle-levels, the CHE will have to function as not just a learning organisation but also a strong *mentoring organisation* – internally and through various forms of staff development through other avenues.

Third, while the overall equity profile of the CHE is good (see Table 14 below), especially in terms of ‘race’ (75% of staff are black) and gender (68% of personnel are women), challenges are the ‘race’ and gender profiles at especially the executive and

senior staff levels. Staff development, mentoring and effective succession planning will be required to address these challenges.

**Table 14: CHE Staff Equity Profile (September 2005)**

<b>'Race'</b>	<b>African</b>		<b>Coloured</b>		<b>Indian</b>		<b>White</b>		<b>Total</b>	
	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female
Executive					1	1			1	1
Directors					1		1	1	2	1
Acting Deputy Director	2								2	0
Managers	1	2		1			3	1	4	4
Project Administrators	2	2	1	3				5	3	10
Administrative and clerical staff	3	14				1		1	3	16
<b>Total (Gender)</b>	<b>8</b>	<b>18</b>	<b>1</b>	<b>4</b>	<b>2</b>	<b>2</b>	<b>4</b>	<b>8</b>	<b>15</b>	<b>32</b>
<b>% by Gender</b>									<b>32%</b>	<b>68%</b>
<b>Total ('Race')</b>	<b>26</b>		<b>5</b>		<b>4</b>		<b>12</b>		<b>47</b>	
<b>% by 'Race'</b>	<b>55%</b>		<b>11%</b>		<b>9%</b>		<b>25%</b>		<b>100%</b>	

Fourth, as a relatively small organisation the retention of good staff, especially those at senior management and middle management levels of the HEQC, is an ongoing challenge. Other quality assurance bodies have the resources to offer considerably better remuneration packages than the CHE.

Fifth, there is much stress and strain especially on executive and senior staff in both the advisory and quality assurance operational areas of the CHE. The CHE will have to increasingly adjust its action plans to the personnel that are available for effective implementation

Finally, if standard setting becomes a CHE responsibility, as proposed by the Study Team on the NQF, additional finances and personnel will have to be obtained for this new function.



### 5.3 PERSONNEL DEVELOPMENT

As noted, is clear that the CHE will have to function as not just a learning organisation but also a strong *mentoring organisation* – internally and through various forms of staff development. The Table below sets out the goals, strategies and performance targets in this regard.

**Table 15: Goals, Objectives, Strategy and Performance Indicators for Personnel Development**

<b>GOAL</b>	<b>OBJECTIVES</b>	<b>STRATEGY</b>	<b>PERFORMANCE TARGETS</b>
<b>To ensure that the CHE has personnel that are able to realise its mission and goals and that all staff are able to enhance their intellectual organisational and personal capacities</b>	To develop long-term skills analysis for each department To provide opportunities for staff to acquire higher qualifications	Creating a learning and mentoring environment and implementing a staff development programme through the combination of external training, opportunities for further studies and internal staff development	Approved and implemented skills development plan  Good attendance at and participation in internal staff seminars
	To outsource IT skills, English-writing skills and job-specific skills		Improvement in writing skills of staff attending specific courses
	To develop and implement a sound succession plan	Consciously utilize all working situations and tasks to develop critical capacities and improve performance	Improved computer literacy in Microsoft Office for all staff attending relevant courses  60% of CHE personnel has acquired a further qualification

### 5.4 SUCCESSION PLANNING

As indicated, effective succession planning will be required to ensure that CHE will continue to possess the senior and middle-management personnel necessary for its operations, and for improving the equity profile of the CHE at the senior management level. Succession planning is also provided for in the CHE’s human resource policies and the senior management of the CHE commits itself to work with the CHE and HEQC EXCO’s to develop succession strategies and plans for implementation from 2004 onwards.

## FINANCING

### 6.1 PRINCIPLES

Certain core principles must guide the resourcing of the CHE, as a public statutory body charged with undertaking various public good functions. These are:

- Governmental responsibility for funding of the CHE, at a level that is adequate for the discharge of responsibilities, and for all approved core personnel costs
- Institutionalisation of baseline CHE funding, and especially for quality assurance, at a level that is congruent with responsibilities
- Levying of fees and cost-recovery in the case of quality assurance services to private higher education providers
- CHE commitment to mobilizing donor funding wherever possible, and especially for research and development activities
- CHE commitment to efficient discharge of all responsibilities
- CHE commitment to timeous submission of budgets for approval by the Minister of Education
- CHE commitment to financial good governance, effective financial management and administration, compliance with the Public Finance Management Act and related financial regulations

### 6.2 FINANCIAL MANAGEMENT AND ADMINISTRATION

In congruence with the CHE commitment to the principle of financial good governance, effective financial management and administration, compliance with the Public Finance Management Act and related financial regulations, the Table below indicates the CHE's goals, objectives and performance targets in this regard.

**Table 16: Goal, Objectives, Strategy and Performance Indicators for Financial Management and Administration**

GOAL	OBJECTIVES	STRATEGY	PERFORMANCE INDICATORS
<b>To ensure that the CHE is characterised by financial good governance and effective and efficient financial management and administration</b>	To build effective and efficient financial systems for good governance and satisfaction of PFMA requirements  To develop and implement financial policies, regulations, procedures and structures for financial good governance	Secure necessary external financial consultancy support for effective financial management  Secure necessary software programmes for financial information and management requirements of	Production of unobjectionable annual report for parliament on activities and finances of the CHE  Approved and functioning financial policies, regulations, procedures and structures  Unqualified internal audits

	<p>To develop and effectively institutionalise financial policies, regulations, procedures and structures for sound financial controls and management</p> <p>To meet all requirements of the PFMA</p>	<p>CHE</p> <p>Secure competent and honest financial personnel</p>	<p>Unqualified external audit by the Office of the Auditor General</p>
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### 6.3 LEVYING OF FEES

The CHE does not levy fees for the quality assurance services that it provides to public higher education institutions. Treasury grants are used to cover services to public institutions. CHE investigations indicate that there are strong reasons to avoid the levying on fees on public institutions and to fund such services through a direct Treasury grant.

In the case of quality assurance services to private higher education providers, however, the CHE levies fees and operates on a largely cost-recovery basis. Indeed, as the Table below indicates, the CHE is committed to ensuring that all services will in due course be undertaken on a full cost-recovery basis. The goals, objectives and performance targets in relation to fees and cost-recovery are indicated in Table 17 below.

**Table 17: Goals, Objectives, Strategy and Performance Indicators for Private Provider Cost Recovery**

GOAL	OBJECTIVES	STRATEGY	PERFORMANCE TARGETS
<p><b>To conduct all quality assurance activities related to private providers on a cost recovery basis</b></p>	<p>To ensure that services to private providers occur on a full cost recovery basis</p> <p>To establish policies, regulations, and procedures for costing and levying of fees</p> <p>To create a Private Provider Reserve Fund from surplus private provider income to support accreditation activities</p>	<p>Development of policies and procedures for levying of fees as cost recovery</p> <p>Maintain private provider income in a separate CHE account</p> <p>Develop an electronic system for the processing of levies from private providers</p>	<p>Policies, regulations and procedures for cost recovery approved and implemented.</p> <p>Electronic system for levying of fees implemented.</p> <p>Accreditation of private providers implemented on a full cost recovery basis.</p>

## 6.4 DONOR SUPPORT

The Secretariat has been tremendously successful in attracting donor funds and has an excellent track record in the awards of grants for submitted programme and project proposals. It will continue to spend energy and effort in mobilizing donor funding for research and development activities. To date, donor funds have been secured from the Ford Foundation, the Rockefeller Foundation, the Carnegie Corporation, the United Kingdom Department for International Development, the British Council and the Dutch government. The DoE has also provided great assistance in supporting CHE applications for donor funding. The Table below illustrates the CHE commitments with respect to donor funding.

**Table 18: Goals, Objectives, Strategy and Performance Indicators for Mobilisation of Donor Funding**

GOAL	OBJECTIVES	STRATEGY	PERFORMANCE TARGETS
<b>To complement income from government with donor income for initial policy and systems development and research and development activities</b>	Produce programme and project proposals for submission to donors  Secure funding of majority of proposals submitted to donors	Establish close liaison with donors  Establish communication with the Department of Education regarding bi-national funding and CHE support in this regard  Maintain good communication with and reporting to donors	60% of proposals supported by donors  Timeousness reporting to donors

## 6.5 GOVERNMENT SUPPORT

Table 19 below indicates the CHE's income in the 2004-2005 and 2005-2006 financial year's by sources.

**Table 19: CHE operating income by sources, 2005-2006 and projected operating income by sources for future years (in millions)**

Source	2004-2005 Amount & %	2005-2006 Amount & %	2006-2007 Amount	2007-2008 Amount	2008-2009 Amount
National Treasury	R 18.0	R 26.6	R 27.9	R 29.3	n/a
Donor funding	R 7.8	R 7.6	R 3.5	R 3.1	R3.1
QA fee levy on private HEIs	R 2.6	R 2.8	R 3.4	R 3.6	R3.7
Surplus	R 4.6	R 1.1			
<b>Total</b>	<b>R 33.0</b>	<b>R 33.8</b>	<b>R 34.8</b>	<b>R 36.0</b>	<b>R 6.8</b>

The institutionalization of the CHE’s funding as from the 2005-2006 financial year, and the early indications of the CHE’s funding for the financial years 2006-2007 and 2007-2008 have been welcome developments. For one, they eliminate the constant anxiety that beset the CHE with respect to the sustainability of its operations. Second, they have enabled the CHE to determine the size of the personnel complement that will be sustained by government funding. Finally they also enable the CHE to plan activities with a clear indication of the finances and personnel that are likely to be available, and to also align budget with priorities.

## 6.6 RISK ASSESSMENT AND MANAGEMENT

In early 2004 the executive team of the Council on Higher Education (CHE) committed the organisation to a process of risk assessment. This was followed by a workshop held on 23 February 2004 in order to generate a risk profile of the organisation. KPMG facilitated the workshop, which was attended by members of CHE senior management.

About 50 key risks were identified, considered and recorded in a risk register. The risks included a mixture of actual risks and potential risks. Each of these risks was deemed important by the management team, but the risk assessment methodology drew out nine risks most likely to have a major impact upon the business in the next two years.

The CHE planning meeting annually considers and updates the risk register. With the institutionalization of the funding of the CHE, funding sustainability has become much lower risk and the risk register has been amended accordingly.

**Table 20: CHE Assessed Risks**

Risk #	Assessed Risk
1	<p><b>Human Resources Risk:</b>  Requisite expertise of different kinds; performance management; lack of an/or inappropriate staff development; retention of skills and staff; succession planning; sector financial remuneration constraints; inadequate number of staff for our needs.</p>
2	<p><b>Communication Risk (internal and external):</b>  Inadequate attention to effective communication; lack of a comprehensive media and communication strategy; aligning the internal and external quality and quantity of information to needs; more regular feedback to staff, e.g. updating staff on current projects or future projects (including: giving feedback to staff about meetings with external bodies); giving wrong information to our stakeholders or institutions; not being able to deal with enquiries in a proper manner; inadequate procedures or failure of communication procedures.</p>
3	<p><b>Reputation and Credibility Risk:</b>  Failure to address historical equity challenges, internally and externally; engagement on policy issues; leadership around strategic HE issues; human resources; capacity and equity; respect; proactive strategic advice; strategic advice on request.</p>

Risk #	Assessed Risk
4	<p><b>Effective Implementation of QA Systems Risk:</b> Sustaining and building the differential buy-in into Quality and Accreditation system; national consensus; impact on education processes; HR expertise, internal and external; refinement of criteria through consultation; adequate training of peers and internal staff; lack of financial resources; inability of peers to make judgements; financially sustainable systems.</p>
5	<p><b>Failure of Advisory Processes Risk:</b> People - internal expertise; external consultancy resources; political acumen; managing stakeholder conflict/contestation; possible reluctance of Council to provide proactive advice around difficult issues.</p>
6	<p><b>Coordination Function Risk:</b> Proliferation of ETQA 's, each with different legislation that is not aligned; lack of common understanding regarding QA; risk of legal suits and endless squabbling due to different interpretations thereof; conflicting charging policies.</p>
7	<p><b>Effective ICT infrastructure and reliable MIS Risk:</b> Lack of integration between MIS and internal procedures; lack of integration between MIS and external users; lack of effective utilisation of MIS information; lack of staff buy-in to MIS utilisation; staff training; loss of data; lack of appropriate systems; fire, theft.</p>
8	<p><b>Political Environment Risk:</b> Ability of CHE to maintain its independence; having to deal with the tensions between Government departments; board reluctance to confront certain political matters; competing claims around jurisdiction; incongruence between national policy goals, macro policy frameworks and political developments; politicians dismissive of HE; credibility crisis, lack of public confidence in HE.</p>
9	<p><b>Financial Resources Risk:</b> Incongruence between responsibilities and budgets; non-institutionalising the budget for QA; over-reliance on donor funding (international); aligning, planning, budgeting, tracking expenditure; excessive fluctuation in private income; non-compliance with Government and donor processes; cost of defending legal challenges; payment of possible damages; loss prevention (avoiding claims, etc)</p>

There are numerous ways of interpreting these risks, but in practical terms it would be useful to note that the organisation's risks are largely orientated around people, systems, and political matters. This is not unexpected, given the nature of the organisation's activities. Indirectly, all of the nine risk areas are strongly influenced by people issues. This suggests that the primary focus of organisational development will rest upon employee resources and competencies. Much of the organisation's risk profile would be addressed through a people development strategy.

An important question arises from this risk assessment process – is the organisation adequately protected against each of these risks? Management has given its frank opinion about the effectiveness of protection for the top nine risk areas, and only four

of the top nine critical risk areas facing the organisation were ranked as having 'good' levels of protection. Our interpretation of this is as follows:

- The organisation operates as a servicing body and the ability to control outcomes is limited;
- The organisation is relatively new and there are a number of initiatives needed to bring change into effect;
- The management team has a healthy culture of self-criticism, indicative of an organisation where high levels of quality and operating excellence are expected.

Nonetheless, the management team has indicated areas where improvements can be made in the organisation's risk protection arrangements. Initial suggestions for risk intervention have been tabled in the organisation's risk assessment worksheets. These suggest the need for an action plan that includes the following:

- Identify and verify the key controls for the risks in the enclosed registers;
- Quantify the potential impact of risks in real terms, and review the appropriateness of their respective controls and protective measures;
- Formulate action plans to close the gap between existing control performance and desired control performance;
- Develop an assurance plan for the identified risks' controls. Assurance providers may include members of management, internal auditors, external auditors, risk specialists and other experts for a particular risk category;
- Reconsider the internal risk reporting process in the light of this risk assessment;
- Use the information in the risk register as contributions into related activities such as strategic planning, internal audit plans, management reporting and other governance processes.

The field of risk management is an exciting one with many benefits in store. The information produced by the risk assessment holds many opportunities for growth and advantage for the organisation. The risk register will be used in an ongoing manner to sharpen strategies, develop contingency plans and improve operating performance. The CHE will make the most of the investment it has made into the risk assessment by developing the organisation's risk management and internal control processes in line with the needs of a changing higher education environment.

## 6.7 2006 – 2009 BUDGET

### BUDGET (2006 – 2007)

	ITEM	FUNDER	CHE	HEQC	TOTAL
<b>A</b>	<b>ADVICE PROGRAMME</b>				
1	Personnel	State	2,483,131		2,483,131
	<b>Standing Committees</b>				
2	Size & Shape	State	100,000		100,000
3	Finance & Funding	State	100,000		100,000
4	Monitoring & Evaluation	State	210,000		210,000
	<b>Task Teams</b>				
	<b>Projects</b>				
5	Size & Shape	State	100,000		100,000
6	Finance & Funding	State	100,000		100,000
7	State of HE Report	State	210,000		210,000
8	Contingency	State	100,000		100,000
	<b>Total Advisory</b>		<b>3,403,131</b>		<b>3,403,131</b>
<b>B</b>	<b>QUALITY ASSURANCE PROGRAMME</b>				
	<b>GENERAL CO-ORDINATION</b>				
9	Personnel	State		1,143,122	1,143,122
	<b>Projects:</b>				
10	International Collaboration	State		200,000	200,000
11	Research & Evaluation of HEQC Systems	State		300,000	300,000
12	Contingency	State		100,000	100,000
	<b>Total General Co-ordination</b>			<b>1,743,122</b>	<b>1,743,122</b>
	<b>ACCREDITATION &amp; CO-ORDINATION PROG.</b>				
13	Personnel	State		2,477,557	2,477,557
14	Personnel - Cost Recovery	Cost Recovery		568,230	568,230
	<b>Projects:</b>				
	<b>Programme Accreditation</b>				
15	Public Provider Accreditation	State		1,000,000	1,000,000
16	Private Provider Accreditation	Cost Recovery		1,500,000	1,500,000
17	Re-accreditation of Private Providers	Cost Recovery		630,000	630,000
18	Institutions Programme Accreditation Preparation	State		105,000	105,000
	<b>National Reviews</b>				
19	Teacher Education Review	State		1,000,000	1,000,000
20	<b>Co-ordination</b>				
21	Co-ordination & MOU's	State		575,000	575,000
	<b>Total Accreditation &amp; Co-ordination</b>			<b>7,855,787</b>	<b>7,855,787</b>



	<b>INSTITUTIONAL AUDITS PROGRAMME</b>				
22	Personnel			1,645,757	1,645,757
	<b>Projects:</b>				
23	Institutional Audits (Publics)	State		750,000	750,000
24	<b>Institutional Audits (Privates - Medium)</b>	<b>Cost Recovery</b>		<b>315,000</b>	<b>315,000</b>
25	<b>Institutional Audits (Privates - Small)</b>	<b>Cost Recovery</b>		<b>262,500</b>	<b>262,500</b>
26	Institutional Audits Preparation	State		210,000	210,000
27	Manuals	State		30,000	30,000
28	Research & Evaluation			100,000	100,000
	<b>Total Institutional Audits</b>			<b>3,313,257</b>	<b>3,313,257</b>
	<b>QUALITY PROMOTION &amp; CAP. DEV. (QPCD)</b>				
29	Personnel			2,119,539	2,119,539
	<b>Projects:</b>				
30	HEQC Quality Managers Forum	State		157,500	157,500
31	Training: Evaluators	State		882,000	882,000
32	Training: Auditors/Chairs	State		577,000	577,000
33	Training of National Reviewers	State		350,000	350,000
34	QPCD Research	State		100,000	100,000
35	NQF Level 5	State		110,969	110,969
36	Evidence and Planning Workshops	State		210,000	210,000
37	QA Information Campaign	State		260,000	260,000
38	Student Quality Literacy	State		525,000	525,000
39	Vocational Education	State		150,000	150,000
40	Research Management	State		150,000	150,000
41	Distance Education	Carnegie		476,840	476,840
	<b>ITEM</b>		<b>CHE</b>	<b>HEQC</b>	<b>TOTAL</b>
	<b>Quality Systems Restructuring Project</b>				
42	Project Management	Finland Cooperation		577,500	577,500
43	Institutional Support (Mergers and DHIs)	Finland Cooperation		1,671,810	1,671,810
44	Research (Mergers and HDIs)	Finland Cooperation		602,700	602,700
45	Capacity Building (Mergers and DHIs)	Finland Cooperation		264,600	264,600
	<b>Total Quality Promotion &amp; Capacity Development</b>			<b>9,185,458</b>	<b>9,185,458</b>
	<b>TOTAL QUALITY ASSURANCE</b>			<b>22,097,624</b>	<b>22,097,624</b>
<b>C</b>	<b>DEVELOPMENT OF HE</b>				
46	Consultative Conference	State	105,000		105,000
47	Forums & Workshops	State	52,500	26,250	78,750
48	External Conference & Meetings	State	126,000	210,000	336,000
49	Kagisano	State	84,000		84,000
50	Membership Fees	State	31,920		31,920
51	License Fees	State	10,500		10,500
	<b>Total Development of HE</b>		<b>409,920</b>	<b>236,250</b>	<b>646,170</b>

<b>D</b>	<b>MEDIA, COMMUNICATION &amp; RESOURCES</b>				
52	Personnel	State	242,000		242,000
53	Annual Report	State	31,500	73,500	105,000
54	CHE Newsletters	State	26,250		26,250
55	HEQC Newsletters	State		26,250	26,250
56	Brochures & Publicity Material	State	15,750	26,250	42,000
57	Promotional Items	State	3,150	10,500	13,650
58	Policy Reports, Documents, Periodicals, Books & Journals	State	3,780	9,450	13,230
59	Resources: Subscription Fees	State	15,750		15,750
60	Website	State	10,500	31,500	42,000
	<b>Total Media, Communication &amp; Resources</b>		<b>348,680</b>	<b>177,450</b>	<b>526,130</b>
<b>E</b>	<b>CORPORATE AFFAIRS</b>				
	<b>GOVERNANCE</b>				
61	CHE Council	State	140,000		140,000
62	CHE Exco	State	35,650		35,650
63	HEQC Board	State		145,000	145,000
64	HEQC Exco	State		42,000	42,000
65	Stakeholders	State	15,750	15,750	31,500
66	Strategic Planning	State	42,000	42,000	84,000
67	Networking	State	7,350	13,650	21,000
	<b>Total Governance</b>		<b>240,750</b>	<b>258,400</b>	<b>499,150</b>
	<b>PERSONNEL</b>				
68	HR Consultants	State	8,820	20,580	29,400
69	Financial Consultants	State	5,250		5,250
70	General Consultancy & Contract Staff	State	406,978	827,477	1,234,455
71	Remuneration of Chair	State	92,400	100,800	193,200
72	Staff Development	State	42,000	141,750	183,750
73	Benefits & Contributions	State	144,900	235,200	380,100
74	Performance Bonuses for Senior Management	State	147,479	238,265	385,744
75	Recruitment	State	54,663	54,663	109,326
76	Relocation	State	31,500	73,500	105,000
	<b>Total Personnel</b>		<b>933,990</b>	<b>1,692,235</b>	<b>2,626,225</b>
	<b>FINANCE ADMINISTRATION</b>				
77	Personnel		455,720		455,720
	<b>Personnel - Cost recovery</b>	<b>Cost recovery</b>	<b>172,000</b>		<b>172,000</b>
	<b>Fees</b>				
78	Auditing Fees	State	28,350	66,150	94,500
79	Insurance on Assets	State	63,000	147,000	210,000
80	Bank Charges	State	21,000	21,000	42,000
	<b>Total Finance Administration</b>		<b>740,070</b>	<b>234,150</b>	<b>974,220</b>
	<b>LEGAL AFFAIRS</b>				
81	Legal Fees	State	52,500	210,000	262,500
	<b>Total Legal Affairs</b>		<b>52,500</b>	<b>210,000</b>	<b>262,500</b>

	<b>ADMINISTRATION</b>				
81	Personnel	State	364,408		364,408
82	Photocopying	State	37,800	88,200	126,000
83	Equipment Maintenance	State	7,875	18,375	26,250
84	Printing	State	9,240	19,635	28,875
85	Postage & Freight Services	State	16,275	35,700	51,975
86	Road Transport & Parking	State	4,200	6,930	11,130
87	Telephone/Fax	State	57,750	105,000	162,750
88	Stationery	State	30,975	72,240	103,215
89	Sundries	State	16,800	16,800	33,600
	<b>Total Administration</b>		<b>545,323</b>	<b>362,880</b>	<b>908,203</b>
	<b>ITEM</b>		<b>CHE</b>	<b>HEQC</b>	<b>TOTAL</b>
	<b>INFORMATION TECHNOLOGY</b>				
90	IT System Infrastructure	State	90,000	210,000	300,000
91	Systems Development	State	120,000	280,000	400,000
92	Internet Subscriptions	State	28,796	67,190	95,986
93	Support Maintenance	State	60,000	140,000	200,000
94	Computer Maintenance	State	6,300	14,700	21,000
	<b>ITEM</b>		<b>CHE</b>	<b>HEQC</b>	<b>TOTAL</b>
95	Computer Consumables	State	21,510	50,190	71,700
	<b>Total IT</b>		<b>326,606</b>	<b>762,080</b>	<b>1,088,686</b>
	<b>FIXED ASSETS</b>				
96	Computer Equipment	State	138,000		138,000
97	Office Equipment	State	49,500		49,500
98	Office Furniture	State	76,049		76,049
	<b>Total Fixed Assets</b>		<b>263,549</b>		<b>263,549</b>
	<b>LEASES</b>				
99	Photocopiers	State	51,337	119,784	171,121
	<b>Total Leases</b>		<b>51,337</b>	<b>119,784</b>	<b>171,121</b>
	<b>RENT &amp; UTILITIES</b>				
100	Rent	State	374,204	873,143	1,247,347
101	Cleaning Services	State	16,721	39,013	55,734
102	Water & Electricity	State	34,430	80,337	114,767
103	Utilities (Plants)	State	17,587	41,036	58,623
	<b>Total Rent &amp; Utilities</b>		<b>442,942</b>	<b>1,033,529</b>	<b>1,476,471</b>
<b>104</b>	<b>TOTAL EXPENDITURE</b>		<b>7,758,797</b>	<b>27,184,383</b>	<b>34,943,180</b>

## BUDGET (2007 – 2008)

	ITEM	FUNDER	CHE	HEQC	TOTAL
<b>A</b>	<b>ADVICE PROGRAMME</b>				
1	Personnel	State	2,565,211		2,565,211
	<b>Standing Committees</b>				
2	Size & Shape	State	110,000		110,000
3	Finance & Funding	State	110,000		110,000
4	Monitoring & Evaluation	State	250,000		250,000
	<b>Projects</b>				
5	Size & Shape	State	120,000		120,000
6	Finance & Funding	State	120,000		120,000
7	State of HE Report	State	250,000		250,000
8	Contingency	State	100,000		100,000
	<b>Total Advisory</b>		3,625,211		<b>3,625,211</b>
<b>B</b>	<b>QUALITY ASSURANCE PROGRAMME</b>				
	<b>GENERAL CO-ORDINATION</b>				
9	Personnel	State		1,167,560	1,167,560
	<b>Projects:</b>				
10	International Collaboration	State		200,000	200,000
11	Research & Evaluation of HEQC Systems	State		300,000	300,000
12	Contingency	State		100,000	100,000
	<b>Total General Co-ordination</b>			1,767,560	<b>1,767,560</b>
	<b>ACCREDITATION &amp; CO-ORDINATION PROG.</b>				
13	Personnel	State		2,601,435	2,601,435
	<b>Personnel: Cost recovery</b>	<b>Cost Recovery</b>		<b>594,241</b>	<b>594,241</b>
	<b>Projects:</b>				
	<b>Programme Accreditation</b>				
14	Public Provider Accreditation			1,000,000	1,000,000
15	<b>Private Provider Accreditation</b>	<b>Cost Recovery</b>		<b>1,575,000</b>	<b>1,575,000</b>
16	<b>Re-accreditation of Private Providers</b>	<b>Cost Recovery</b>		<b>661,500</b>	<b>661,500</b>
17	Institutions Programme Accreditation Preparation	State		105,000	105,000
	<b>National Reviews</b>				
18	Teacher Education Review	State		1,000,000	1,000,000
19	<b>Co-ordination</b>				
	Co-ordination & MOU's	State		575,000	575,000
	<b>Total Accreditation &amp; Co-ordination</b>			<b>8,112,176</b>	<b>8,112,176</b>
	<b>INSTITUTIONAL AUDITS PROGRAMME</b>				
20	Personnel	State		1,728,045	1,728,045
	<b>Projects:</b>				
21	Institutional Audits (Publics)	State		750,000	750,000
22	<b>Institutional Audits (Privates - Medium)</b>	<b>Cost Recovery</b>		<b>347,500</b>	<b>347,500</b>
23	<b>Institutional Audits (Privates - Small)</b>	<b>Cost Recovery</b>		<b>289,400</b>	<b>289,400</b>
24	Institutional Audits Preparation	State		210,000	210,000
25	Manuals	State		30,000	30,000
26	Research & Evaluation	State		100,000	100,000
	<b>Total Institutional Audits</b>			3,454,945	<b>3,454,945</b>

	<b>QUALITY PROMOTION &amp; CAP. DEV. (QPCD)</b>				
27	Personnel	State		2,225,516	2,225,516
	<b>Projects:</b>	State			
28	HEQC Quality Managers Forum	State		157,500	157,500
29	Training: Evaluators	State		882,000	882,000
30	Training: Auditors/Chairs	State		577,000	577,000
31	Training of National Reviewers	State		350,000	350,000
32	QPCD Research	<b>State</b>		100,000	100,000
33	NQF Level 5	State		124,677	124,677
34	Evidence and Planning Workshops	State		210,000	210,000
35	QA Information Campaign	State		260,000	260,000
36	Student Quality Literacy	State		525,000	525,000
37	Vocational Education	State		200,000	200,000
38	Research Management	State		200,000	200,000
	<b>Quality Systems Restructuring Project</b>				
39	Project Management	Finland Cooperation		577,500	577,500
40	Institutional Support (Mergers and DHIs)	Finland Cooperation		1,671,810	1,671,810
41	Research (Mergers and HDIs)	Finland Cooperation		602,700	602,700
42	Capacity Building (Mergers and DHIs)	Finland Cooperation		264,600	264,600
	<b>Total Quality Promotion &amp; Capacity Development</b>			<b>8,928,303</b>	<b>8,928,303</b>
	<b>TOTAL QUALITY ASSURANCE</b>			<b>22,262,983</b>	<b>22,262,983</b>
	<b>ITEM</b>		<b>CHE</b>	<b>HEQC</b>	<b>TOTAL</b>
<b>C</b>	<b>DEVELOPMENT OF HE</b>	State			
43	Consultative Conference	State	110,250		110,250
44	Forums & Workshops	State	55,125	27,563	82,688
45	External Conference & Meetings	State	132,300	220,500	352,800
46	Kagisano	State	88,200		88,200
47	Membership Fees	State	33,516		33,516
48	License Fees		11,025		11,025
	<b>Total Development of HE</b>		<b>430,416</b>	<b>248,063</b>	<b>678,479</b>
<b>D</b>	<b>MEDIA, COMMUNICATION &amp; RESOURCES</b>				
49	Personnel	State	257,000		257,000
50	Annual Report	State	33,075	77,175	110,250
51	CHE Newsletters	State	27,563		27,563
52	HEQC Newsletters	State		27,563	27,563
53	Brochures & Publicity Material	State	16,538	27,563	44,100
54	Promotional Items	State	3,308	11,025	14,333
55	Policy Reports, Documents, Periodicals, Books & Journals	State	3,969	9,923	13,892
56	Resources: Subscription Fees	State	16,538		16,538
57	Website	State	11,025	33,075	44,100
	<b>Total Media, Communication &amp; Resources</b>		<b>369,014</b>	<b>186,323</b>	<b>555,337</b>

<b>E</b>	<b>CORPORATE AFFAIRS: GOVERNANCE</b>				
58	CHE Council	State	147,000		147,000
59	CHE Exco	State	37,433		37,433
60	HEQC Board	State		152,250	152,250
61	HEQC Exco	State		44,100	44,100
62	Stakeholders	State	16,538	16,538	33,075
63	Strategic Planning	State	44,100	44,100	88,200
64	Networking		7,718	14,333	22,050
	<b>Total Governance</b>		<b>252,788</b>	<b>271,320</b>	<b>524,108</b>
	<b>PERSONNEL</b>				
65	HR Consultants	State	9,261	21,609	30,870
66	Financial Consultants	State	5,513		5,513
67	General Consultancy & Contract Staff	State	466,503	901,570	1,368,072
68	Remuneration of Chair	State	97,020	105,840	202,860
69	Staff Development	State	44,100	148,838	192,938
70	Benefits & Contributions	State	152,145	246,960	399,105
71	Performance Bonuses for Senior Management	State	154,853	250,178	405,031
72	Recruitment	State	57,396	57,396	114,792
73	Relocation	State	59,063	82,688	141,750
	<b>Total Personnel</b>		<b>1,045,853</b>	<b>1,815,078</b>	<b>2,860,931</b>
	<b>FINANCE ADMINISTRATION</b>				
74	Personnel	State	478,506		478,506
	<b>Personnel - Cost recovery</b>	<b>Cost recovery</b>	<b>180,600</b>		<b>180,600</b>
	<b>Fees</b>	State			
75	Auditing Fees	State	29,768	66,150	95,918
76	Insurance on Assets	State	66,150	147,000	213,150
77	Bank Charges	State	22,050	21,000	43,050
	<b>Total Finance Administration</b>		<b>777,074</b>	<b>234,150</b>	<b>1,011,224</b>
	<b>LEGAL AFFAIRS</b>				
78	Legal Fees	State	52,500	210,000	262,500
	<b>Total Legal Affairs</b>		<b>52,500</b>	<b>210,000</b>	<b>262,500</b>
	<b>ADMINISTRATION</b>				
79	Personnel	State	382,628		382,628
80	Photocopying	State	39,690	92,610	132,300
81	Equipment Maintenance	State	8,269	19,294	27,563
82	Printing	State	9,702	20,617	30,319
83	Postage & Freight Services	State	17,089	37,485	54,574
84	Road Transport & Parking	State	4,410	7,277	11,687
85	Telephone/Fax	state	60,638	110,250	170,888
86	Stationery	State	32,524	75,852	108,376
87	Sundries	State	17,640	17,640	35,280
	<b>Total Administration</b>		<b>572,589</b>	<b>381,024</b>	<b>953,613</b>

	<b>INFORMATION TECHNOLOGY</b>				
88	IT System Infrastructure	State	99,225	231,525	330,750
89	Systems Development	State	148,050	345,450	493,500
90	Internet Subscriptions	State	30,236	70,550	100,785
91	Support Maintenance	State	77,175	176,400	253,575
92	Computer Maintenance	State	6,615	15,435	22,050
93	Computer Consumables	State	25,358	57,330	82,688
	<b>Total IT</b>		<b>386,658</b>	<b>896,690</b>	<b>1,283,348</b>
	<b>ITEM</b>		<b>CHE</b>	<b>HEQC</b>	<b>TOTAL</b>
	<b>FIXED ASSETS</b>				
94	Computer Equipment	State	144,900		144,900
95	Office Equipment	State	51,975		51,975
96	Office Furniture	State	79,851		79,851
	<b>Total Fixed Assets</b>		<b>276,726</b>		<b>276,726</b>
	<b>LEASES</b>				
97	Photocopiers	State	53,904	125,773	179,677
	<b>Total Leases</b>		<b>53,904</b>	<b>125,773</b>	<b>179,677</b>
	<b>RENT &amp; UTILITIES</b>				
98	Rent	State	404,140	942,994	1,347,135
99	Cleaning Services	State	17,557	40,964	58,521
100	Water & Electricity	State	36,152	84,354	120,505
101	Utilities (Plants)	State	18,466	43,088	61,554
	<b>Total Rent &amp; Utilities</b>		<b>476,315</b>	<b>1,111,400</b>	<b>1,587,715</b>
<b>102</b>	<b>TOTAL EXPENDITURE</b>		<b>8,319,048</b>	<b>27,742,803</b>	<b>36,061,851</b>

## BUDGET (2008-2009)

	ITEM	FUNDER	CHE	HEQC	TOTAL
<b>A</b>	<b>ADVICE PROGRAMME</b>				
1	Personnel	State	2,821,732		2,821,732
	<b>Standing Committees</b>				
2	Size & Shape	State	121,000		121,000
3	Finance & Funding	State	121,000		121,000
4	Monitoring & Evaluation	State	275,000		275,000
	<b>Projects</b>				
5	Size & Shape	State	132,000		132,000
6	Finance & Funding	State	132,000		132,000
7	State of HE Report	State	275,000		275,000
8	Contingency	State	110,000		110,000
	<b>Total Advisory</b>		<b>3,987,732</b>		<b>3,987,732</b>
<b>B</b>	<b>QUALITY ASSURANCE PROGRAMME</b>				
	<b>GENERAL CO-ORDINATION</b>				
9	Personnel	State		1,284,316	1,284,316
	<b>Projects:</b>				
10	International Collaboration	State		220,000	220,000
11	Research & Evaluation of HEQC Systems	State		330,000	330,000
12	Contingency	State		110,000	110,000
	<b>Total General Co-ordination</b>			<b>1,944,316</b>	<b>1,944,316</b>
	<b>ACCREDITATION &amp; CO-ORDINATION PROG.</b>				
13	Personnel	State		2,861,579	2,861,579
	<b>Personnel: Cost recovery</b>	<b>Cost Recovery</b>		<b>623,953</b>	<b>623,953</b>
	<b>Projects:</b>				
	<b>Programme Accreditation</b>				
14	Public Provider Accreditation			1,100,000	1,100,000
<b>15</b>	<b>Private Provider Accreditation</b>	<b>Cost Recovery</b>		<b>1,653,750</b>	<b>1,653,750</b>
<b>16</b>	<b>Re-accreditation of Private Providers</b>	<b>Cost Recovery</b>		<b>694,575</b>	<b>694,575</b>
17	Institutions Programme Accreditation Preparation	State		115,500	115,500
	<b>National Reviews</b>				
18	Teacher Education Review	State		1,100,000	1,100,000
19	Co-ordination & MOU's	State		632,500	632,500
	<b>Total Accreditation &amp; Co-ordination</b>			<b>8,781,857</b>	<b>8,781,857</b>



	<b>INSTITUTIONAL AUDITS PROGRAMME</b>				
20	Personnel	State		1,900,950	1,900,950
	<b>Projects:</b>				
21	Institutional Audits (Publics)	State		825,000	825,000
22	Institutional Audits (Privates - Medium)	Cost Recovery		330,750	330,750
23	Institutional Audits (Privates - Small)	Cost Recovery		275,625	275,625
24	Institutional Audits Preparation	State		231,000	231,000
25	Manuals	State		33,000	33,000
26	Research & Evaluation	State		110,000	110,000
	<b>Total Institutional Audits</b>			3,706,325	3,706,325
	<b>QUALITY PROMOTION &amp; CAP. DEV. (QPCD)</b>	State			
27	Personnel	State		2,448,068	2,448,068
	<b>Projects:</b>	State			
28	HEQC Quality Managers Forum	State		173,250	173,250
29	Training: Evaluators	State		970,200	970,200
30	Training: Auditors/Chairs	State		634,700	634,700
31	Training of National Reviewers	State		385,000	385,000
32	QPCD Research	State		110,000	110,000
33	NQF Level 5	State		137,145	137,145
34	Evidence and Planning Workshops	State		231,000	231,000
35	QA Information Campaign	State		286,000	286,000
36	Student Quality Literacy	State		577,500	577,500
37	Vocational Education	State		220,000	220,000
38	Research Management	State		220,000	220,000
	<b>Quality Systems Restructuring Project</b>				
39	Project Management	Finland Cooperation		577,500	577,500
40	Institutional Support (Mergers and DHIs)	Finland Cooperation		1,671,810	1,671,810
41	Research (Mergers and HDIs)	Finland Cooperation		602,700	602,700
42	Capacity Building (Mergers and DHIs)	Finland Cooperation		264,600	264,600
	<b>Total Quality Promotion &amp; Capacity Development</b>			9,509,472	9,509,472
	<b>TOTAL QUALITY ASSURANCE</b>			23,941,969	23,941,969
	<b>ITEM</b>		<b>CHE</b>	<b>HEQC</b>	<b>TOTAL</b>
<b>C</b>	<b>DEVELOPMENT OF HE</b>				
43	Consultative Conference	State	121,275		121,275
44	Forums & Workshops	State	60,638	30,319	90,957
45	External Conference & Meetings	State	145,530	242,550	388,080
46	Kagisano	State	97,020		97,020
47	Membership Fees	State	36,868		36,868
48	License Fees	State	12,128		12,128
	<b>Total Development of HE</b>		473,458	272,869	746,327

<b>D</b>	<b>MEDIA, COMMUNICATION &amp; RESOURCES</b>				
49	Personnel	State	282,700		282,700
50	Annual Report	State	36,383	84,893	121,275
51	CHE Newsletters	State	30,319		30,319
52	HEQC Newsletters	State		30,319	30,319
53	Brochures & Publicity Material	State	18,192	30,319	48,511
54	Promotional Items	State	3,639	12,128	15,766
55	Policy Reports, Documents, Periodicals, Books & Journals	State	4,366	10,915	15,281
56	Resources: Subscription Fees	State	18,192		18,192
57	Website	State	12,128	36,383	48,510
	<b>Total Media, Communication &amp; Resources</b>		<b>405,918</b>	<b>204,956</b>	<b>610,874</b>
<b>E</b>	<b>CORPORATE AFFAIRS: GOVERNANCE</b>				
58	CHE Council	State	161,700		161,700
59	CHE Exco	State	41,176		41,176
60	HEQC Board	State		167,475	167,475
61	HEQC Exco	State		48,510	48,510
62	Stakeholders	State	18,192	18,192	36,384
63	Strategic Planning	State	48,510	48,510	97,020
64	Networking	State	8,490	15,766	24,256
	<b>Total Governance</b>		<b>278,068</b>	<b>298,453</b>	<b>576,521</b>
	<b>PERSONNEL</b>				
65	HR Consultants	State	10,187	23,770	33,957
66	Financial Consultants	State	6,064		6,064
67	General Consultancy & Contract Staff	State	513,153	991,727	1,504,880
68	Remuneration of Chair	State	106,722	116,424	223,146
69	Staff Development	State	48,510	163,722	212,232
70	Benefits & Contributions	State	167,360	271,656	439,016
71	Performance Bonuses for Senior Management	State	170,338	275,196	445,534
72	Recruitment	State	63,136	63,157	126,292
73	Relocation	State	64,969	90,957	155,926
	<b>Total Personnel</b>		<b>1,150,439</b>	<b>1,996,608</b>	<b>3,147,047</b>
	<b>FINANCE ADMINISTRATION</b>				
74	Personnel	State	526,357		526,357
	<b>Personnel - Cost recovery</b>	<b>Cost recovery</b>	<b>189,630</b>		<b>189,630</b>
	<b>Fees</b>	State			
75	Auditing Fees	State	32,745	72,765	105,510
76	Insurance on Assets	State	72,765	161,700	234,465
77	Bank Charges	State	24,255	23,100	47,355
	<b>Total Finance Administration</b>		<b>845,751</b>	<b>257,565</b>	<b>1,103,316</b>
	<b>LEGAL AFFAIRS</b>				
78	Legal Fees	State	57,750	231,000	288,750
	<b>Total Legal Affairs</b>		<b>57,750</b>	<b>231,000</b>	<b>288,750</b>

	<b>ADMINISTRATION</b>				
79	Personnel	State	420,890		420,890
80	Photocopying	State	43,659	101,737	145,396
81	Equipment Maintenance	State	9,096	21,223	30,319
82	Printing	State	10,672	22,679	33,351
83	Postage & Freight Services	State	18,798	41,234	60,031
84	Road Transport & Parking	State	4,851	8,005	12,856
85	Telephone/Fax	state	66,702	121,275	187,977
86	Stationery	State	35,776	83,437	119,214
87	Sundries	State	19,404	19,404	38,808
	<b>Total Administration</b>		<b>629,848</b>	<b>418,994</b>	<b>1,048,842</b>
	<b>INFORMATION TECHNOLOGY</b>				
88	IT System Infrastructure	State	109,148	254,678	363,825
89	Systems Development	State	162,855	379,995	542,850
90	Internet Subscriptions	State	33,260	77,605	110,865
91	Support Maintenance	State	84,893	194,040	278,933
92	Computer Maintenance	State	7,277	16,979	24,255
93	Computer Consumables	State	27,894	63,063	90,957
	<b>Total IT</b>		<b>425,325</b>	<b>986,359</b>	<b>1,411,684</b>
	<b>ITEM</b>		<b>CHE</b>	<b>HEQC</b>	<b>TOTAL</b>
	<b>FIXED ASSETS</b>				
94	Computer Equipment	State	159,390		159,390
95	Office Equipment	State	57,173		57,173
96	Office Furniture	State	87,836		87,836
	<b>Total Fixed Assets</b>		<b>304,399</b>		<b>304,399</b>
	<b>LEASES</b>				
97	Photocopiers	State	59,294	138,350	197,645
	<b>Total Leases</b>		<b>59,294</b>	<b>138,350</b>	<b>197,645</b>
	<b>RENT &amp; UTILITIES</b>				
98	Rent	State	444,554	1,037,293	1,481,847
99	Cleaning Services	State	19,313	45,060	64,373
100	Water & Electricity	State	39,767	92,789	132,557
101	Utilities (Plants)	State	20,313	47,397	67,709
	<b>Total Rent &amp; Utilities</b>		<b>523,947</b>	<b>1,222,540</b>	<b>1,746,487</b>
<b>102</b>	<b>TOTAL EXPENDITURE</b>		<b>9,141,929</b>	<b>29,969,664</b>	<b>39,111,593</b>