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Education White Paper 3

A PROGRAMME FOR THE TRANSFORMATION OF HIGHER EDUCATION

Department of Education

Pretoria

JULY 1997

FOREWORD

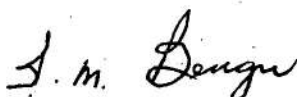
The release of the Education White Paper 3 - *A Programme for Higher Education Transformation*, is the culmination of a wide-ranging and extensive process of investigation and consultation that was initiated with the establishment of the National Commission on Higher Education (NCHE) in February 1995 by President Mandela, and the subsequent release of the Green Paper on Higher Education in December 1996 and the Draft White Paper on Higher Education in April 1997.

This extended consultation is a concrete expression of the democratic will that is the motorforce of our emerging nation and reflects my Ministry's commitment to stakeholder participation in the development and formulation of policy. The consultative process has resulted in the building of an all-embracing consensus around the broad policy framework outlined in this White Paper and has ensured that it commands the support of all the key stakeholders in higher education. It has also laid the foundation, in line with my Ministry's commitment to co-operative governance, for all of us together, to jointly embark on the long and exciting journey towards the transformation of the higher education system.

The transformation of the higher education system to reflect the changes that are taking place in our society and to strengthen the values and practices of our new democracy is, as I have stated on many previous occasions, not negotiable. The higher education system must be transformed to redress past inequalities, to serve a new social order, to meet pressing national needs and to respond to new realities and opportunities.

The White Paper outlines the framework for change, that is, the higher education system must be planned, governed and funded as a single national co-ordinated system. This will enable us to overcome the fragmentation, inequality and inefficiency which are the legacy of the past, and create a learning society which releases the creative and intellectual energies of all our people towards meeting the goals of reconstruction and development.

I have no doubt that the journey is not likely to be easy. However, I am confident that if we collectively commit ourselves to completing it in the spirit of the consensus that has already been achieved, we will reach our destination, that is, a higher education system that contributes to the building of a better life for all.



Prof S M E Bengu, MP

Minister of Education

August 1997

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CHAPTER 1

CHALLENGES, VISION AND PRINCIPLES

INTRODUCTION

1.1 South Africa's transition from apartheid and minority rule to democracy requires that all existing practices, institutions and values are viewed anew and rethought in terms of their fitness for the new era. Higher education plays a central role in the social, cultural and economic development of modern societies. In South Africa today, the challenge is to redress past inequalities and to transform the higher education system to serve a new social order, to meet pressing national needs, and to respond to new realities and opportunities. It must lay the foundations for the development of a learning society which can stimulate, direct and mobilise the creative and intellectual energies of all the people towards meeting the challenge of reconstruction and development.

1.2 This White Paper outlines a comprehensive set of initiatives for the transformation of higher education through the development of a single co-ordinated system with new planning, governing and funding arrangements.

PURPOSES

1.3 Higher education has several related purposes. In the context of present-day South Africa, they must contribute to and support the process of societal transformation outlined in the Reconstruction and Development Programme (RDP), with its compelling vision of people-driven development leading to the building of a better quality of life for all. These purposes are:

- To meet the learning needs and aspirations of individuals through the development of their intellectual abilities and aptitudes throughout their lives. Higher education equips individuals to make the best use of their talents and of the opportunities offered by society for self-fulfilment. It is thus a key allocator of life chances an important vehicle for achieving equity in the distribution of opportunity and achievement among South African citizens.
- To address the development needs of society and provide the labour market, in a knowledge-driven and knowledge-dependent society, with the ever-changing high-level competencies and expertise necessary for the growth and prosperity of a modern economy. Higher education teaches and trains people to fulfil specialised social functions, enter the learned professions, or pursue vocations in administration, trade, industry, science and technology and the arts.
- To contribute to the socialisation of enlightened, responsible and constructively critical citizens. Higher education encourages the development of a reflective capacity and a willingness to review and renew prevailing ideas, policies and practices based on a commitment to the common good.

- To contribute to the creation, sharing and evaluation of knowledge. Higher education engages in the pursuit of academic scholarship and intellectual inquiry in all fields of human understanding, through research, learning and teaching.

NEEDS AND CHALLENGES

1.4 Assessing the current state of higher education in South Africa against the yardstick of these four general purposes, and the principles that are outline under 1.17 below, the Ministry finds reason for concern and an imperative for transformation. Despite acknowledged achievements and strengths, the present system of higher education is limited in its ability to meet the moral, political, social and economic demands of the new South Africa. It is characterised by the following deficiencies:

- There is an inequitable distribution of access and opportunity for students and staff along lines of race, gender, class and geography. There are gross discrepancies in the participation rates of students from different population groups, indefensible imbalances in the ratios of black and female staff compared to whites and males, and equally untenable disparities between historically black and historically white institutions in terms of facilities and capacities.
- There is a chronic mismatch between the output of higher education and the needs of a modernising economy. In particular, there is a shortage of highly trained graduates in fields such as science, engineering, technology and commerce (largely as a result of discriminatory practices that have limited the access of black and women students), and this has been detrimental to social and economic development.
- Higher education has an unmatched obligation, which has not been adequately fulfilled, to help lay the foundations of a critical civil society, with a culture of public debate and tolerance which accommodates differences and competing interests. It has much more to do, both within its own institutions and in its influence on the broader community, to strengthen the democratic ethos, the sense of common citizenship and commitment to a common good.
- While parts of the South African higher education system can claim academic achievement of international renown, too many parts of the system observe teaching and research policies which favour academic insularity and closed-system disciplinary programmes. Although much is being done, there is still insufficient 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 governance of higher education at a system-level is characterised by fragmentation, inefficiency and ineffectiveness, with too little co-ordination, few common goals and negligible systemic planning. At the institutional-level, democratic participation and the effective representation of staff and students in governance structures is still contested on many campuses.

1.5 Despite the negative consequences of the apartheid legacy, some higher education institutions have developed internationally competitive research and teaching capacities. Their academic expertise and infrastructure are national assets. It would be

detrimental to the national interest and the future provision of quality higher education if the valuable features and achievements of the existing system were not identified, retained and used in the restructuring process.

1.6 However, if higher education is to contribute to the reconstruction and development of South Africa and existing centres of excellence maintained, the inequities, imbalances and distortions that derive from its past and present structure must be addressed, and higher education transformed to meet the challenges of a new non-racial, non-sexist and democratic society committed to equity, justice and a better life for all.

The policy challenges of transformation, reconstruction and development

1.7 The transformation of higher education is part of the broader process of South Africa's political, social and economic transition, which includes political democratisation, economic reconstruction and development, and redistributive social policies aimed at equity. This national agenda is being pursued within a distinctive set of pressures and demands characteristic of the late twentieth century, often typified as globalisation. This term refers to multiple, inter-related changes in social, cultural and economic relations, linked to the widespread impact of the information and communications revolution, the growth of trans-national scholarly and scientific networks, the accelerating integration of the world economy and intense competition among nations for markets.

1.8 These economic and technological changes will necessarily have an impact on the national agenda given the interlocking nature of global economic relations. The policy challenge is to ensure that we engage critically and creatively with the global imperatives as we determine our national and regional goals, priorities and responsibilities.

1.9 In particular, the South African economy is confronted with the formidable challenge of integrating itself into the competitive arena of international production and finance which has witnessed rapid changes as a result of new communication and information technologies. These technologies, which place a premium on knowledge and skills, leading to the notion of the "knowledge society", have transformed the way in which people work and consume.

1.10 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. This has resulted in the emergence of a sophisticated urban core economy with a relatively well-developed technological infrastructure and an increasingly highly educated skilled labour force, co-existing side-by-side with a peripheral rural and informal urban economy from which the majority of the population, previously denied access to education and training and restricted to unskilled labour, eke out a living.

1.11 Against this backdrop, higher education must provide education and training to develop the skills and innovations necessary for national development and successful participation in the global economy. In addition, higher education has to be internally restructured to face the challenge of globalisation, in particular, the breaking down of

national and institutional boundaries which removes the spatial and geographic barriers to access.

1.12 These economic and technological changes create an agenda for the role of higher education in reconstruction and development. This includes:

- Human resource development: 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.
- High-level skills training: 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.
- Production, acquisition and application of new knowledge: national growth and competitiveness is dependent on continuous technological improvement and innovation, driven by 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.

1.13 In summary, the transformation of the higher education system and its institutions requires:

- *Increased and broadened participation.* Successful policy must overcome an historically determined pattern of fragmentation, inequality and inefficiency. It must increase access for black, women, disabled and mature students, and generate new curricula and flexible models of learning and teaching, including modes of delivery, to accommodate a larger and more diverse student population.
- *Responsiveness to societal interests and needs.* Successful policy must restructure the higher education system and its institutions to meet the needs of an increasingly technologically-oriented economy. It must also deliver the requisite research, the highly trained people and the knowledge to equip a developing society with the capacity to address national needs and to participate in a rapidly changing and competitive global context.
- *Cooperation and partnerships in governance.* Successful policy must reconceptualise the relationship between higher education and the state, civil society, and stakeholders, and among institutions. It must also create an enabling institutional environment and culture that is sensitive to and affirms diversity, promotes reconciliation and respect for human life, protects the dignity of individuals from racial and sexual harassment, and rejects all other forms of violent behaviour.

VISION

1.14 The Ministry's vision is of a transformed, democratic, non-racial and non-sexist system of higher education that will:

- promote 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
- meet, 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
- support 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
- contribute 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.

1.15 This vision for higher education is located within the government's broader view of a future where all South Africans will enjoy an improved and sustainable quality of life, participate in a growing economy, and share in a democratic culture.

1.16 The Ministry's vision and programme for transformation are based on a set of underlying principles and goals which provide guidelines for assessing the higher education system.

PRINCIPLES

1.17 The Ministry regards the following as fundamental principles that should guide the process of transformation in the spirit of an open and democratic society based on human dignity, equality and freedom:

Equity and redress

1.18 The principle of equity requires fair opportunities both to enter higher education programmes and to succeed in them. Applying the principle of equity implies, on the one hand, a critical identification of existing inequalities which are the product of policies, structures and practices based on racial, gender, disability and other forms of discrimination or disadvantage, and on the other a programme of transformation with a view to redress. Such transformation involves not only abolishing all existing forms of unjust differentiation, but also measures of empowerment, including financial support to bring about equal opportunity for individuals and institutions.

Democratisation

1.19 The principle of democratisation requires that governance of the system of higher education and of individual institutions should be democratic, representative and participatory and characterised by mutual respect, tolerance and the maintenance of a well-ordered and peaceful community life. Structures and procedures should ensure that those affected by decisions have a say in making them, either directly or through elected representatives. It requires that decision-making processes at the systemic, institutional and departmental levels are transparent, and that those taking and implementing decisions are accountable for the manner in which they perform their duties and use resources.

Development

1.20 The principle of development means that conditions must be created to facilitate the transformation of the higher education system to enable it to contribute to the common good of society through the production, acquisition and application of knowledge, the building of human capacity, and the provision of lifelong learning opportunities.

Quality

1.21 The pursuit of the principle of quality means maintaining and applying academic and educational standards, both in the sense of specific expectations and requirements that should be complied with, and in the sense of ideals of excellence that should be aimed at. These expectations and ideals may differ from context to context, partly depending on the specific purposes pursued. Applying the principle of quality entails evaluating services and products against set standards, with a view to improvement, renewal or progress.

Effectiveness and efficiency

1.22 The principles of effectiveness and efficiency are related though distinct. An effective system or institution functions in such a way that it leads to desired outcomes or achieves desired objectives. An efficient system or institution is one which works well, without unnecessary duplication or waste, and within the bounds of affordability and sustainability. It does things correctly in terms of making optimal use of available means.

Academic freedom

1.23 The principle of academic freedom implies the absence of outside interference, censure or obstacles in the pursuit and practice of academic work. It is a precondition for critical, experimental and creative thought and therefore for the advancement of

intellectual inquiry and knowledge. Academic freedom and scientific inquiry are fundamental rights protected by the Constitution.

Institutional autonomy

1.24 The principle of institutional autonomy refers to a high degree of self-regulation and administrative independence with respect to student admissions, curriculum, methods of teaching and assessment, research, establishment of academic regulations and the internal management of resources generated from private and public sources. Such autonomy is a condition of effective self-government. However, there is no moral basis for using the principle of institutional autonomy as a pretext for resisting democratic change or in defence of mismanagement. Institutional autonomy is therefore inextricably linked to the demands of public accountability.

Public accountability

1.25 The principle of public accountability implies that institutions are answerable for their actions and decisions not only to their own governing bodies and the institutional community but also to the broader society. Firstly, it requires that institutions receiving public funds should be able to report how, and how well, money has been spent. Secondly, it requires that institutions should demonstrate the results they achieve with the resources at their disposal. Thirdly, it requires that institutions should demonstrate how they have met national policy goals and priorities.

GOALS

1.26 The principles outlined above establish the steering mechanism for transformation of the higher education system. The goals are key targets and outcomes that should be pursued in implementing the transformation strategy.

1.27 At the national or system level the goals are:

- (1) To conceptualise, plan, govern and fund higher education in South Africa as a single, co-ordinated system.
- (2) To provide a full spectrum of advanced educational opportunities for an expanding range of the population irrespective of race, gender, age, creed or class or other forms of discrimination.
- (3) To diversify the system in terms of the mix of institutional missions and programmes that will be required to meet national and regional needs in social, cultural and economic development.
- (4) To facilitate horizontal and vertical mobility by developing a framework for higher education qualifications which incorporates adequate routes of articulation, as well as flexible entry and exit points.
- (5) To improve the quality of teaching and learning throughout the system and, in particular to ensure that curricula are responsive to the national and regional context.

- (6) To promote the development of a flexible learning system, including distance education and resource-based learning based on open learning principles.
- (7) To secure and advance high-level research capacity which can ensure both the continuation of self-initiated, open-ended intellectual inquiry, and the sustained application of research activities to technological improvement and social development.
- (8) To promote and develop social responsibility and awareness amongst students of the role of higher education in social and economic development through community service programmes.
- (9) To produce graduates with the skills and competencies that build the foundations for lifelong learning, including, critical, analytical, problem-solving and communication skills, as well as the ability to deal with change and diversity, in particular, the tolerance of different views and ideas.
- (10) To develop capacity-building measures to facilitate a more representative staff component which is sensitive to local, national and regional needs, and is committed to standards and ideals of creative and rigorous academic work.
- (11) To ensure transparent and cost-effective management aimed at optimal use of available resources.
- (12) To develop and implement funding mechanisms in line with the principles outlined above and based on need, affordability, sustainability and shared costs, and in support of the goals of the national higher education plan.

1.28 At the institutional level the goals are:

- (1) To transform and democratise the governance structures of higher education. New structures should provide for co-operative decision-making between separate but functionally interdependent stakeholders who recognise their different identities, interests and freedoms, while pursuing the common goal of a co-ordinated and participative polity and civil society.
- (2) To encourage interaction through co-operation and partnerships among institutions of higher education and between such institutions and all sectors of the wider society.
- (3) To promote human resource development through programmes that are responsive to the social, political, economic and cultural needs of the country and which meet the best standards of academic scholarship and professional training.
- (4) To establish an academic climate characterised by free and open debate, critical questioning of prevailing orthodoxies and experimentation with new ideas.
- (5) To demonstrate social responsibility of institutions and their commitment to the common good by making available expertise and infrastructure for community service programmes.

(6) To encourage and build an institutional environment and culture based on tolerance and respect.

The Commission shall, in the exercise of its functions, promote and encourage the development of an institutional environment and culture based on tolerance and respect, and shall, in particular, take the following measures:

(a) to ensure that the Commission's work is conducted in a manner that is consistent with the principles of tolerance and respect;

(b) to ensure that the Commission's work is conducted in a manner that is consistent with the principles of tolerance and respect;

(c) to ensure that the Commission's work is conducted in a manner that is consistent with the principles of tolerance and respect;

(d) to ensure that the Commission's work is conducted in a manner that is consistent with the principles of tolerance and respect;

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CHAPTER 2

STRUCTURE AND GROWTH

A SINGLE COORDINATED SYSTEM

2.1 Higher education must be planned, governed and funded as a single national co-ordinated system, in order to overcome the fragmentation, inequality and inefficiency which are the legacy of the past, and successfully address the present and future challenges of reconstruction and development. This is a fundamental point of policy on which all stakeholders in the higher education system are agreed.

2.2 A key feature of a single co-ordinated system will be the broadening of the social base of the higher education system in terms of race, class, gender and age. The system will cater for a considerably more diverse body of learners than at present. They will become increasingly representative, at all levels of the system and in all programmes, of the racial and gender composition of the South African population. Access for disabled learners will increase. The system will open its doors, in the spirit of lifelong learning, to workers and professionals in pursuit of multiskilling and reskilling, and adult learners whose access to higher education had been thwarted in the past.

2.3 The structure and culture of the present system are not well suited to accommodate the varying backgrounds, needs, interests and abilities of the student body of the future, to enable them to realise their potential, and contribute the necessary range and quality of knowledge, insight, skill and capability to the development and reconstruction of our country. The system has no alternative but to re-make itself in order to realise the vision and achieve the goals set out in the previous chapter.

2.4 The most significant conceptual change is that the single co-ordinated system will be premised on a programme-based definition of higher education:

Higher education comprises all learning programmes leading to qualifications higher than the proposed Further Education and Training Certificate or the current Standard 10 certificate.

2.5 A programme-based approach

- recognises that higher education takes place in a multiplicity of institutions and sites of learning, using a variety of methods, and attracting an increasingly diverse body of learners
- is fully compatible with all the functions and integral components of higher education, which include learning and teaching, scholarship and research, community development and extension services.

2.6 A programme-based higher education system which is planned, governed and funded as a single, coherent, national system will enable many necessary changes to be undertaken.

- It will promote diversification of the access, curriculum and qualification structure, with programmes developed and articulated within the National Qualifications Framework (NQF), encouraging an open and flexible system based on credit accumulation and multiple entry and exit points for learners. This will remove obstacles which unnecessarily limit learners' access to programmes, and enable proper academic recognition to be given for prior learning achieved, thus permitting greater horizontal and vertical mobility by learners in the higher education system. It would also break the grip of the traditional pattern of qualification based on sequential, year-long courses in single disciplines.
- It will promote the development of a flexible learning system, progressively encompassing the entire higher education sector, with a diversity of institutional missions and programme mixes, a range of distant and face-to-face delivery mechanisms and support systems, using appropriate, cost-effective combinations of resource-based learning and teaching technologies.
- It will improve the responsiveness of the higher education system to present and future social and economic needs, including labour market trends and opportunities, the new relations between education and work, and in particular, the curricular and methodological changes that flow from the information revolution, the implications for knowledge production and the types of skills and capabilities required to apply or develop the new technologies.
- It will require a system-wide and institution-based planning process, and a responsive regulatory and funding system, which will enable planned goals and targets to be pursued. The process will ensure that the expansion of the system is responsibly managed and balanced in terms of the demand for access, the need for redress and diversification, the human resource requirements of the society and economy, and the limits of affordability and sustainability.

PLANNING IN A SINGLE CO-ORDINATED SYSTEM

2.7 At present, the size and shape of the higher education system is determined by uncoordinated institutional decisions on student enrolments and programme distribution. This is untenable in the context of fiscal constraints and the need for greater responsiveness of the higher education system to the national development agenda.

2.8 The development of a planning framework and process at the system-wide and institutional levels is critical to ensuring that the single co-ordinated system can successfully address the legacy of the past, respond to national needs, link labour market opportunities and higher education outcomes, and provide a more predictable and stable funding environment.

2.9 The key instruments in the planning process will be the development of an overall national and institutional three-year "rolling plans", indicative plans which facilitate the setting of objectives and implementation targets that can be adjusted, updated and revised annually. A participatory, multi-year planning process will avoid the inherent defects of the old top-down central budgeting system. This is in line with the government's budget development process as reflected in the Medium-Term

Expenditure Framework. A three year planning cycle, with data, resource estimates, targets and plans annually updated, enables the planning of growth and change in higher education to be more flexible and responsive to social and economic needs, including market signals (while avoiding the rigidity of old-style "manpower planning"), permits adjustments to be made on the basis of actual performance, and introduces greater predictability and hence stability into the budget process.

National higher education plan

2.10 The national higher education plan will establish indicative targets for the size and shape of the system, overall growth and participation rates, and institutional and programme mixes, which advance the vision, principles and policy goals for the system. In particular, attention will focus on:

- establishing new programmes
- discouraging obsolete programmes
- building new capacities
- reshaping the institutional landscape
- promoting individual and institutional redress and equity goals.

2.11 The national plan will provide the framework within which institutional plans will be developed, and will in turn be influenced by regional and institutional concerns and proposals. This inter-active process will require entirely new consultative and negotiating processes, new databases and considerably enhanced modelling and computing capacities, at the national, regional and institutional levels.

2.12 The national plan will be developed by the Department of Education after consultation and on the advice of the new statutory advisory body, the Council on Higher Education (CHE).

Institutional plans

2.13 The three-year rolling institutional plans, will be developed within the framework of the national plan, according to procedures which will be negotiated between the Department of Education and the institutions with the advice of the CHE.

2.14 Institutional plans will be expected to include the mission of the institution, proposed programmes, indicative targets for enrolment levels by programme, race and gender equity goals and proposed measures to develop new programmes and human resource development plans and developmental plans for new programmes. They will also include plans for academic development, research development and infrastructural development.

2.15 The Ministry will request the CHE to advise on the criteria to be used to assess the suitability and sustainability of institutional plans. In broad terms, there will have to be a fit between institutional plans and national policy and goals, as well as consistency with institutional missions and capacity.

2.16 In addition, emphasis will be placed on regional reviews of institutional plans as an integral part of the national planning process. This will be intended to promote regional co-ordination and collaboration as part of the national plan enhance articulation

of programmes, mobility of learners between institutions, the sharing of resources, including scarce academic and technical staff, library and information facilities. It is also intended to reduce programme duplication and overlap. The Ministry will provide incentives to encourage and facilitate regional planning and co-ordination.

2.17 In cases where there is a mismatch between institutional plans and the national plan, adjustments to institutional plans will be negotiated by the Department of Education with the relevant institutions.

2.18 The approval of institutional plans will lead to the allocation of funded student places to institutions for approved programmes in particular levels and fields of learning. Individual institutions will determine student numbers for particular programmes within these levels and fields. They would also have the option of running new programmes or augmenting state-funded programmes from their own resources.

2.19 Institutional redress will play an important role in the planning process to ensure that inherited inequalities between the historically black and historically white institutions are not intensified, but diminished. This will require the Department of Education and the CHE proactively assisting institutions to develop planning capacity and appropriate institutional missions, as well as ensuring that new programmes are appropriately located within the existing institutional landscape. In this respect, redress funding will be allocated where needed to enable institutions to offer the agreed programme mix in an effective manner.

2.20 The planning process will also take into account that the historically advantaged institutions will require additional resources to deal with the learning needs of disadvantaged students as a result of the changing composition of the student body, with large and increasing numbers of black students enrolled in these institutions.

2.21 As each institution in the higher education system clarifies its institutional mission based on appropriate programme choices and combinations, as the body of learners diversifies, as the teaching, research and management profiles become more representative of our people, as quality promotion and quality assurance processes take hold, as the institutional landscape changes, as centres of excellence are recognised and promoted across the system, the distinction between historically advantaged and historically-disadvantaged will become less and less relevant.

EQUITY AND GROWTH

2.22 There is a clear case for the expansion of the higher education system if it is to meet the imperatives of equity, redress and development. According to the National Commission on Higher Education (NCHE), the total number of African students at universities and technikons increased by an annual average of 14% between 1986 and 1993, as against 0.4% for whites. However, the overall participation rates, that is the percentage of the 20-24 age cohort enrolled in higher education, which is the international norm adopted by UNESCO, continued to be characterised by gross inequalities. In 1993, the overall participation rate in all post-Standard ten programmes in public and private institutions was about 20 per cent. However, the participation rate for white students was just under 70 per cent, while that for African students was about 12 per cent (NCHE Report, 1996:64). Since 1993, such disparities have significantly

diminished, but they are still substantial, especially when analysed on a programme basis, and by level of qualification.

2.23 What is not clear, however, is what increases in participation rates for black students, and overall, are possible within the foreseeable future in the context of the government's macro-economic framework and fiscal policies. The Department of Education is developing a planning model that will provide estimates of the cost of expanding the higher education system based on different scenarios, based on a variety of growth estimates and taking into account demographic and labour market indicators. After appropriate evaluation and consultation, the outcome of this study will inform the development of the first national higher education plan.

2.24 The Ministry of Education is committed to the planned expansion of the system. In this context, the twin goals of equity and development can be achieved through:

- ensuring that the composition of the student body progressively reflects the demographic realities of the broader society. A major focus of any expansion and equity strategy must be on increasing the participation and success rates of black students in general, and of African, Coloured and women students in particular, especially in programmes and levels in which they are underrepresented.
- expanding career-oriented programmes at all levels, but in particular, in shorter cycle (one and two year) programmes at certificate and diploma levels, and in science, engineering and technology programmes
- expanding enrolments in postgraduate programmes at the masters and doctoral levels, to address the high-level skills necessary for social and economic development and to provide for the needs of the academic labour market
- expanding the range of programmes and increasing enrolments based on open learning and distance education, especially for young and older adults, with particular emphasis on women

2.25 The focus on science, engineering and technology programmes is necessary to correct present imbalances, in particular, the shortage of trained personnel in these fields. However, this will not diminish the importance of programmes in the social sciences and humanities which contribute to knowledge production, in particular, to the understanding of social and human development, including social transformation. They also play an important role in career-oriented training in a range of fields such as education, law, private and public sector management, social development and the arts. In addition, in the context of the communications and information revolution, the social sciences and humanities, as well as the sciences and technologies, must contribute to the development of the analytic, intellectual, cultural and ethical skills and competencies necessary for participation in the knowledge society.

EQUITY AND REDRESS

2.26 The Ministry of Education's commitment to changing the composition of the student body will be effected through the targeted redistribution of the public subsidy to higher education. The relative proportion of public funding used to support academically able but disadvantaged students must be increased.

2.27 In addition, in the present context of limited real growth in public expenditure, making progress in achieving equity and redress goals will require institutions, in turn, to mobilise greater private resources as well as to reallocate their operating grants internally. This is already happening at many institutions in response to the recent rapid increases in black student enrolments.

2.28 The Ministry will require institutions to develop their own race and gender equity goals and plans for achieving them, using indicative targets for distributing publicly subsidised places rather than firm quotas.

2.29 Ensuring equity of access must be complemented by a concern for equity of outcomes. Increased access must not lead to a 'revolving door' syndrome for students, with high failure and drop-out rates. In this respect, the Ministry is committed to ensuring that public funds earmarked for achieving redress and equity must be linked to measurable progress toward improving quality and reducing the high drop-out and repetition rates.

2.30 This highlights the need to attend to the articulation gap between the demands of higher education programmes and the preparedness of school leavers for academic study. The effects of Bantu education, the chronic underfunding of black education during the apartheid era, and the effects of repression and resistance on the culture of learning and teaching, have seriously undermined the preparedness of talented black students for higher education.

2.31 The government has launched an ambitious programme to transform the school system in the medium to long term, to remedy the previous deficiencies and to improve the quality of school education. To cite examples, the RDP Presidential Lead Projects, in particular the Primary School Nutrition Programme and the National School Building Programme, attend to the environment of learning, Curriculum 2005 will progressively introduce new outcomes-based learning programmes throughout the school system, and the national Campaign on the Culture of Learning, Teaching and Service seeks to empower communities, learners and educators to reclaim learning institutions for their true purpose, and develop a growing solidarity of all participants in the learning process around the disciplines and joys of learning, teaching and service.

2.32 In the short to medium term, in order to improve equity of outcomes, the higher education system is required to respond comprehensively to the articulation gap between learners' school attainment and the intellectual demands of higher education programmes. It will be necessary to accelerate the provision of bridging and access programmes within further education, but the learning deficits are so widespread that systematic changes in higher education programmes (pedagogy, curriculum and the structure of degrees and diplomas) will continue to be needed. The development and provision of student support services, including career guidance, counselling and financial aid services, are other essential requirements. In addition, an enabling environment must be created throughout the system to uproot deep-seated racist and sexist ideologies and practices that inflame relationships, inflict emotional scars and create barriers to successful participation in learning and campus life. Only a multi-faceted approach can provide a sound foundation of knowledge, concepts, academic, social and personal skills,

and create the culture of respect, support and challenge on which self-confidence, real learning and enquiry can thrive.

2.33 Thus academic development structures and programmes are needed at all higher education institutions to promote the development of teaching skills, curricula, courseware and student support services as a mainstream programme development.

2.34 The Ministry will ensure that the new funding formula for higher education responds to such needs for academic development programmes including, where necessary, extended curricula. Such programmes will be given due weight and status as integral elements of a higher education system committed to redress and to improving the quality of learning and teaching.

2.35 The Ministry, in co-operation with the CHE, through its Higher Education Quality Committee, will initiate a thorough review of the structure and duration of degree, diploma and certificate programmes, aimed at achieving a more appropriate fit between the school, or (more broadly) further education and training, and higher education systems. The review will necessarily entail an assessment of the broad curriculum in higher education in terms of content, relevance, design and delivery.

2.36 The Ministry is highly receptive to the growing interest in community service programmes for students, to harness the social commitment and energy of young people to the needs of the Reconstruction and Development Programme, and as a potential component of the National Student Financial Aid Scheme (NSFAS). The Ministry will consult the CHE and the National Youth Commission on this matter. In principle, the Ministry will encourage suitable feasibility studies and pilot programmes which explore the potential of community service

- to answer the call of young people for constructive social engagement
- to enhance the Culture of Learning, Teaching and Service in higher education, and
- to relieve some of the financial burden of study at this level.

RESTRUCTURING AND DIVERSIFICATION

Institutional landscape

2.37 The Ministry of Education favours an integrated and co-ordinated system of higher education, but not a uniform system. An important task in planning and managing a single national co-ordinated system is to ensure diversity in its organisational form and in the institutional landscape, and offset pressures for homogenisation. Such pressures exist at present, and will intensify as the demand for higher education places escalates, and as the system responds to the acknowledged needs to widen access and diversify the curriculum.

2.38 The risk the Ministry wishes to avoid is a laissez-faire proliferation of higher education programmes by an increasing range of providers, without benefit of a planning framework and without adequate safeguards to ensure the quality of provision. This would almost certainly result in the unplanned blurring of institutional roles and functions, and, given resource constraints, a strong tendency to over-provide low-cost programmes in low-priority curriculum areas.

2.39 The homogenising pressures, and risks of lowest-common-denominator expansion, can be avoided by

- recognising the broad function and mission of universities, technikons and colleges as three types of institutions offering higher education programmes
- insisting on a rigorous planning and screening process for the approval of publicly-funded programmes, which must serve the mission and goals of the system, and
- rigorous quality control of providers.

2.40 The three institutional types will not continue to be regarded as discrete sectors with mutually exclusive missions and programme offerings. What the Ministry seeks is an easing of the boundaries between colleges, technikons, and universities. This should facilitate a recognition of the scope for collaboration on the basis of common purposes and mutual interests, and of their distinctive roles.

2.41 The precise mix of programmes offered at particular institutions will be determined in the planning process on the basis of the fit between the institution's proposed programme mix and regional and national needs, as well as an assessment of current institutional missions and capacities. Such an assessment will include assessing the need for an institution to develop or elaborate its mission, and the need for capacity-building strategies to redress the imbalances and distortions inherited from apartheid.

2.42 The programme-based approach to planning and development, by ensuring greater articulation between the different sectors of the higher education system, promoting flexibility and diversity in the range of programmes offered, and fostering co-operation between institutions, will result in structural changes and a reconfiguration of the institutional landscape in the medium to long-term.

2.43 The Ministry of Education encourages the development of regional consortia and partnerships involving a range of higher education institutions. They offer wide scope for collaboration in

- developing and delivering programmes, including the production of courseware
- reducing the overlap and duplication of programme provision
- refocusing the institutional culture and missions of both Historically White Institutions (HWIs) and Historically Black Institutions (HBIs) within the national system
- helping build academic and administrative capacity where it is needed, especially in HBIs, and
- enhancing responsiveness to regional and national needs, for academic programmes, research, and community service.

2.44 The deeper import of such regional collaboration is that, by transcending the current divides in the system, it is a harbinger of new institutional and organisational forms.

2.45 A vital task, which the Ministry will undertake in collaboration with the CHE, 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 new planning and governance systems will enable appropriate investigations to be undertaken, and consultation at national, regional and local levels. The Minister will then be in a position to make informed decisions on these matters in terms of the Higher Education Act.

Colleges

2.46 The Ministry is committed to ensuring that the integration of colleges into the higher education system will allow a range of organisational models to evolve based on regional and national needs, sound educational practice, and efficiency and cost-effectiveness criteria.

2.47 Access to higher education will be improved by a planned expansion of college-based programmes in targeted fields, especially access and foundation programmes. Colleges will also be expected to encourage a wider range of career-oriented education and training that is more relevant to the changing structure of employment and social and economic needs. The flexibility provided by the NQF will ensure that students choosing college programmes are not precluded from pursuing more advanced study elsewhere, leading to degrees.

2.48 At present, higher education programmes are offered by a range of publicly funded post-secondary colleges, including colleges of education, nursing, agriculture, veterinary, forestry, police and military colleges.

2.49 In terms of the constitutional provision that tertiary education is an exclusive national competence (Schedule 4 of the Constitution of the Republic of South Africa, 1996, Act No. 108 of 1996), the Ministry is advised that all higher education colleges fall under the jurisdiction of the Ministry of Education. They will be planned, governed and funded as part of the single co-ordinated higher education system.

2.50 The colleges listed in 2.48 will in the interim, continue to be administered, controlled and funded by the departments under whose jurisdiction they presently fall. This will ensure stability while their future location is decided. The Ministry has opened discussions with the affected line ministries at both the national and provincial levels, and will institute a comprehensive review of the colleges in consultation with all stakeholders to determine their future role and location.

2.51 The Minister of Education will, however, discharge his constitutional responsibility to determine and monitor national policy with regard to all colleges that offer higher education programmes, and in particular to ensure that the necessary accreditation and quality assurance mechanisms are in place.

2.52 The colleges of education were previously a provincial responsibility and continue currently to be administered at the provincial level. They are now a national competence and their transfer to the national level will be transacted with the provincial ministries

through the mechanism of the Council of Education Ministers (CEM) and the Heads of Education Departments Committee (HEDCOM).

2.53 Technical colleges, which primarily offer post-compulsory education programmes constitute part of the core of the proposed further education sector, whose institutional configuration, governance, funding and programme base is presently under investigation by the National Committee on Further Education and Training. They will therefore continue to be administered at the provincial level. However, it is expected that they will continue to offer higher education programmes in targeted fields, including access and bridging or foundation programmes and the existing technician-level higher education programmes (N4-N6). This will be subject to the planning and funding criteria and processes of the integrated higher education system.

Private institutions

2.54 There is a relatively well-established private higher education sector in South Africa, offering programmes under franchise from professional institutes or from local and international universities, and in some cases under their own auspices. The programmes offered range from certificates and diplomas in fields such as human resource development, business administration, communications and information technology (in particular, computing), to tuition leading to degrees awarded by UNISA and universities based abroad. In 1995, according to the NCHE, there were some 150 000 learners enrolled in such programmes (NCHE Report 1996:159).

2.55 The Ministry recognises that private provision plays an important role in expanding access to higher education, in particular, in niche areas, through responding to labour market opportunities and student demand. The key challenge in expanding the role of private institutions is to create an environment which neither suffocates educationally sound and sustainable private institutions with state over-regulation, nor allows a plethora of poor quality, unsustainable 'fly by night' operators into the higher education market.

2.56 A regulatory framework will be established under the Higher Education Act, to ensure that only private institutions with the necessary infrastructure and resources to provide and sustain quality higher education programmes will be registered. Such programmes will need to be accredited through procedures established by the South African Qualifications Authority (SAQA) as part of the NQF.

Distance education and resource-based learning

2.57 Distance education and resource-based learning, based on the principles of open learning, have a crucial role to play in meeting the challenge to expand access, diversify the body of learners, and enhance quality, in a context of resource constraint. They enable learning to take place in different contexts, at a multiplicity of sites, at the learner's own pace, using many media and a variety of learning and teaching approaches.

2.58 In addition, the development of resource-based learning throughout the higher education system means that the quality and success of teaching need not be dependent upon staff levels rising in tandem with increased enrolments. In other words, by achieving a national framework of flexible learning, better use can be made of scarce and costly physical resources, scholarship and teaching expertise.

2.59 Distance education and resource-based learning are particularly appropriate for learners who are already in employment, or who need to earn in order to meet study costs. Many of these learners will offer prior learning and experience of an unconventional kind, and distance education and resource-based providers are ideally placed to pioneer the evaluation of prior learning and experience for access purposes.

2.60 Distance education and resource-based learning are well placed for expansion given the existing infrastructure in these fields, in both the public and private sectors. Clearly, expansion cannot take place without additional investment, especially in learning technology, staff development and student support. However, just as other parts of the higher education system have many deficiencies, the Ministry of Education is concerned about the efficiency, appropriateness and effectiveness of much current distance education provision. There is considerable evidence of self-examination and change among distance education providers, but major transformation requirements are still far from being met in many institutions, and there is still considerable work to do to re-focus institutional missions, modernise courseware, improve student support, and undertake essential efficiency reforms and cost-effective planning, so that the quality of provision and performance is improved.

2.61 The Ministry supports the development of a national network of centres of innovation in course design and development, as this would enable the development and franchising of well-designed, quality and cost-effective learning resources and courses, building on the expertise and experience of top quality scholars and educators in different parts of the country.

2.62 In addition, contact and distance education institutions will be encouraged to provide effective and flexible learning environments on a continuum of educational provision, in which educators will be able to select from an increasing range of educational methods and technologies those that are most appropriate to the context within which they operate. This development, together with a regional network of learning centres, will not only broaden access, but also facilitate and enhance quality education, especially in rural areas and less well-endowed urban institutions.

2.63 In summary, distance education and resource-based learning approaches have huge potential for integrating lifelong learning into the basic shape and structure of higher education, and increasing access by learners to quality programmes. The Ministry of Education is committed to help harness the new teaching and learning technologies, especially through its technology enhanced learning initiative (TELI).

2.64 The viability of creating a coherent national framework for facilitating distance education and resource-based learning throughout the higher education system needs a nationally-sponsored study. The investigation must include a comprehensive audit of existing public and private distance education and resource-based learning provision, in terms of programme quality, cost-efficiency and effectiveness, in order to assess strengths and weaknesses. The outcome should be a clear agenda for improvement, and guidance on future policy, planning and investment. The Ministry will appoint a Task Team to undertake this investigation, in collaboration with the CHE, after appropriate consultation with the distance education and resource-based learning community.

A QUALIFICATIONS FRAMEWORK FOR HIGHER EDUCATION

2.65 Separate and parallel qualification structures for universities, technikons and colleges have hindered articulation and transfer between institutions and programmes, both horizontally and vertically. The impermeability of multi-year degree and diploma programmes is a further obstacle to mobility and progression. This is clearly untenable in the light of the new NQF and the programme-based approach to higher education, which is premised on enhancing horizontal and vertical mobility through flexible entry and exit qualifications.

2.66 The Ministry endorses the principle that a single qualifications framework should be developed for all higher education qualifications in line with the NQF. In principle, the framework should comprise a ladder set of qualifications at higher education certificate, diploma and degree levels, including intermediate exit qualifications within multi-year qualifications. In addition, all higher education programmes, national or institutional, should be registered on the NQF, minimally at the exit level of whole qualifications.

2.67 The incorporation of academic qualifications within a national framework is not a straightforward matter and, quite properly, it has been the subject of intense debate. SAQA has determined that both unit standards and whole qualifications may be presented for registration on the NQF. This should meet the serious concern among many academic staff that unit standard methodology, and the construction of qualifications from multiple units of learning, are inappropriate foundations for certain academic programmes. The Ministry is confident that other issues of concern to the higher education system in the development of the NQF can be satisfactorily resolved within the relevant SAQA structures.

2.68 The establishment of SAQA with the full and active participation of higher education providers was a milestone and puts the evolution of the NQF in South Africa in the forefront of such systems world-wide.

A QUALITY ASSURANCE SYSTEM FOR HIGHER EDUCATION

2.69 The primary responsibility for quality assurance rests with higher education institutions. However, there is an important role for an umbrella national authority responsible for quality promotion and assurance throughout the system.

2.70 Accordingly, the Higher Education Act will provide for the co-ordination of quality assurance in higher education through a Higher Education Quality Committee (HEQC) which will be established as a permanent committee of the CHE. The establishment of the HEQC, its registration with SAQA and its modus operandi will be determined by the CHE within the framework and procedural guidelines developed by SAQA..

2.71 The functions of the HEQC will include programme accreditation, institutional auditing and quality promotion. It should operate within an agreed framework underpinned by:

- the formulation of criteria and procedures in consultation with higher education institutions
- a formative notion of quality assurance, focused on improvement and development rather than punitive sanction
- a mix of institutional self-evaluation and external independent assessment.

ADMISSION AND SELECTION PROCEDURES

2.72 The Ministry is committed to ensuring that the minimum statutory requirement for entry into all higher education programmes will in future be a pass in the proposed Further Education and Training Certificate (FETC). Institutions will continue to have the right to determine entry requirements as appropriate beyond the statutory minimum. However, in exercising this right, they should ensure that selection criteria are sensitive to the educational backgrounds of potential learners, and incorporate the recognition of prior learning which is an essential concept in the elaboration of the NQF.

2.73 The NQF provides for different routes—formal schooling, adult basic education and training and recognition of prior learning, or a combination of these—for obtaining the proposed FETC. However, many able, mature applicants for standard-entry and open learning programmes may not have had the chance to fulfil all the requirements for the FETC. The Ministry strongly supports developmental work and pilot projects which will help institutions to develop criteria to assess applicants' prior learning and experience, so that those with clear potential to succeed in higher education can be admitted.

2.74 In the period prior to the full operationalisation of the NQF and the introduction of the FETC, the existing matriculation requirements will remain in force, but the policy directions in 2.67 and 2.68 are just as applicable in the interim.

2.75 A National Higher Education Information and Admission Service (with regional centres) will be established to facilitate the administration of student applications, satisfy the information needs of applicants, and provide careers guidance, including information on labour market trends.

2.76 The Ministry recognises that establishing a national service of this sort will pose considerable problems of design and implementation, and it is therefore unlikely to be in operation in the short term. Accordingly, the Ministry favours regional initiatives that will serve as pilot programmes for a national service. The regional consortia and the CHE will have important roles in advising on their development.

LANGUAGE POLICY

2.77 The Constitution gives full recognition to the fact that South Africa is a multilingual country, and multilingualism is a prime objective of national language policy in general and further education, as determined by the Minister in terms of the South African Schools Act, 1996. South Africa's rich language inheritance offers many opportunities and challenges to the higher education sector, but thus far there has been no national policy framework within which the higher education institutions could establish their own institutional language policies and programmes, and which would enable the Ministry of Education to lend support to the achievement of national language goals.

2.78 The creation of an authoritative and representative Council on Higher Education will enable the higher education sector to take collective responsibility for investigating the language situation in higher education institutions and offering advice on language

policy to the Ministry of Education. This matter is sufficiently urgent that the Ministry will request the Council to advise on the development of a national language framework for higher education as an integral component of the first national higher education plan. In doing so, the Council will be expected to seek the advice and collaboration of the Pan South African Language Board.

2.79 The new national framework will be founded on the constitutional language provisions, the vision, mission, principles and goals for higher education described in chapter 1, and the final report of the Language Plan Task Group (LANGTAG), *Towards a National Language Plan for South Africa* (1996). The policy framework will need to address the following questions:

- the language or languages of learning (medium or mediums of instruction) in higher education institutions, bearing in mind the fundamental right of persons to receive education in the official language or languages of their choice in public educational institutions, where it is reasonably practicable to do so, and the duty of the state to ensure effective access to and implementation of this right (section 29(2) of the Constitution)
- the language or languages of communication within higher education institutions
- the role of higher education in promoting, and creating conditions for the development of, all South African languages, including the official languages, the Khoi, Nama and San languages, and Sign Language, and in elevating the status and advancing the use of the indigenous languages of our people
- the role of higher education in preparing sufficient language teachers, interpreters, translators and other language practitioners, to serve the needs of our multilingual society
- the role of higher education in promoting the language-based arts.
- the role of higher education in preparing South Africans for effective linguistic communication with the rest of Africa and the world in the fields of culture, diplomacy, science and business.

2.80 Once the national higher education language policy framework is approved, after full consultation, it will be given effect through the three-year rolling national higher education plan and the respective institutional plans, through which the public funding of higher education institutions will be negotiated.

2.81 Higher education institutions will be empowered, in terms of the Higher Education Act, to determine their institutional language policies, subject to the Constitution. In their institutional plans, they will have the opportunity to demonstrate how their institutional language policies will contribute to the achievement of the goals of the national higher education language policy framework.

RESEARCH

2.82 The production, advancement and dissemination of knowledge and the development of high-level human resources are core functions of the higher education system. Research plays a key role in both these functions. It is the principal tool for creating new knowledge. The dissemination of knowledge through teaching and collaboration in research tasks are the principal tools for developing academic and research staff through postgraduate study and training.

2.83 The current capacity, distribution and outcomes of research in the higher education system are cause for concern. In particular:

- there is insufficient articulation between the different elements of the research system, and between the research system and national needs for social, economic, cultural and intellectual reconstruction
- there is insufficient research capacity in higher education, and existing capacity is poorly co-ordinated and not adequately linked to postgraduate studies
- there are stark race and gender imbalances in the demographic composition of researchers in higher education, research councils, and private sector research establishments
- the distribution of research capacity in higher education institutions is skewed: under apartheid, the development of research capacity in black universities was severely limited, and the HDIs have only recently integrated research into their core functions; and a research mandate has only in recent years been included in the institutional mission of technikons.

2.84 At the same time, the nature of the research enterprise has undergone radical change through:

- the development of multiple sites of research and knowledge production which are partly or wholly separated from higher education, including industrial laboratories, corporate research units, parastatals, statutory research councils, and NGOs, or through collaboration among these research organisations
- the impact of transdisciplinary and transinstitutional research
- new forms of communication—the information highway—which have accelerated and widened access to data and research findings.

2.85 The accountability processes that flow from the changing nature of the research enterprise are much wider than those associated with traditional research in the higher education system. The outcomes of research are not only measured by traditional tools such as peer-reviews, but also by a broader range of indicators such as national development needs, industrial innovation and community development.

2.86 In South Africa today, therefore, the research system faces two main challenges. It must redress past inequalities and strengthen and diversify research capacity. It must also keep abreast with the emerging global trends, especially, the development of participatory and applications-driven research addressing critical national needs, which

requires collaboration between knowledge producers, knowledge interpreters and knowledge managers and implementers.

2.87 This has far-reaching implications for higher education, if it is to maintain and strengthen its pre-eminent role in the national research system and contribute to reconstruction and development. It needs to broaden its capacity to undertake research across the full spectrum, that is, traditional or basic research, application-driven research, strategic research, and participation-based research, in partnership with other stakeholders in the national research system.

2.88 There are encouraging developments in this direction which need to be further enhanced, such as the Technology and Human Resources for Industry Programme (THRIP) which comprises a partnership between higher education institutions, business, industry and government. THRIP aims to develop the competitiveness of South African industry, small and large, through the development of skills in science, engineering and technology.

2.89 The capacity of the national research system to develop innovative projects that cut across the research spectrum is critically dependent on the continued growth and development of traditional or basic research within the higher education system. The importance of traditional or basic research must be underscored, as it is crucial in nurturing a national intellectual culture, generating high-level and discipline-specific human resources, and providing opportunities for keeping in touch with international scientific developments—all of which facilitates innovation. The higher education system is, in fact, an integral component of the National System of Innovation (NSI) described in the White Paper on Science and Technology (1996).

2.90 Strengthening the role of higher education in the national research system requires increasing current research capacity, protecting current research resources, finding new sources of research funding, and using all these resources more effectively. In addition, existing research capacity, in particular the nation's centres of research excellence, must be sustained, and essential new centres created, despite the pressures of numerical expansion, diversification and budget stringency.

2.91 The Ministry of Education therefore supports the following measures:

- The development of a national research plan which will identify national priorities for research and postgraduate training, processes for the identification and establishment of centres of excellence and niche areas, targets and performance indicators to achieve redress by developing a more representative research community, and incentives for collaboration and partnerships, especially at the regional level, in research and postgraduate training. The National Research and Technology Audit and the Research and Technology Foresight, currently being undertaken by the Department of Arts, Culture, Science and Technology (DACST) and the Industry Cluster Studies currently-being conducted by the Department of Industry (DTI), will provide valuable resources in the development of a national research plan. For its part, the Ministry will request the CHE, in conjunction with the National Research Foundation (NRF), to provide early advice on the current state and future needs of research infrastructure and capacity, including institutional redress in the higher education system.

- Greater articulation and co-ordination of research activities and funding between different government departments and the Science Councils. In the case of the Department of Education and DACST, such articulation is given concrete expression by recognising the concurrent competencies of the two ministers in the establishment of the proposed NRF and recognising DACST, in the case of non-voting members and the NRF as stakeholders for purposes of nomination to the CHE.
- Increasing the proportion of private and public funding of research and development expenditure that is spent in higher education, through fostering partnerships between the relevant government departments, science councils, higher education institutions, NGOs and the private sector.
- Targeted expansion of the institutional base for research through redress funding for the HDIs, in line with national priorities and the overall development of an expanded and diverse higher education system. Earmarked funds for the development of the research capacity at technikons will also be considered.
- Prioritising access of black and women students to masters, doctoral and postdoctoral programmes, and designing a human resource development plan for higher education.
- The development of appropriate funding mechanisms (described in chapter 4).

CAPACITY BUILDING AND HUMAN RESOURCE DEVELOPMENT

2.92 The successful development of a single co-ordinated system requires more than a commitment to transformation. It is critically dependent on building and enhancing capacity in all spheres—academic, management, governance and infrastructural—to give effect to new policies and to ensure the efficient functioning of the expanded and transformed higher education system. In particular, attention will be paid to:

- management, including the management of change, leadership and strategic planning at institutional and national levels
- co-operative governance of the system at all levels
- development of Student Representative Councils
- development and maintenance of a management information system for higher education
- quality teaching and learning in the context of an expanded and diverse system
- promotion of research
- provision of administrative, infrastructural (including library and information technology) and other support for teaching, learning and research.

2.93 The Ministry recognises that while higher education institutions are primarily responsible for capacity-building, there is a need for national initiatives to facilitate and support institutional and regional capacity-building programmes. The Department of Education, in collaboration with the CHE, will develop a policy framework and funding mechanisms to support and promote institutional, regional and national capacity building programmes. These will be require partnerships between higher education institutions, NGOs, the private sector and international agencies, with support from the Department of Education.

2.94 Human resource development for the higher education system is particularly important. Unlike the changing student profile, especially in undergraduate programmes, the composition of staff in higher education fails to reflect demographic realities. Black people and women are severely underrepresented, especially in senior academic and management positions.

2.95 The Ministry recognises that the barriers to access are complex and that the building of human resource capacity poses the dual challenges of equity and development. The problem is broader than the redress of the apartheid legacy. In the case of women, it reflects deeply embedded sexist ideologies that cut across race and class. An enabling environment is needed which overcomes the social constraints that impede the mobility of women. These include inadequate or absent child-care facilities and inadequate maternity benefits.

2.96 Institutions will be required to submit human resource development plans, including equity goals, as part of their three-year rolling plans. HRD plans will need to include:

- staff recruitment and promotion policies and practices
- staff development, including academic development, that is improved qualifications, professional development and career pathing, instructional (teaching) development, management skills, technological reskilling, and appropriate organisational environment and support
- remuneration and conditions of service, taking into account the increasing competition from the public and private sectors for well-qualified black people, and women
- reward systems, including sabbaticals, conference attendance, academic contact visits, and
- the transformation of institutional cultures to support diversity.

CHAPTER 3

GOVERNANCE

TRANSFORMATION

3.1 The transformation of the structures, values and culture of governance is a necessity, not an option, for South African higher education. Higher education institutions are vital participants in the massive changes which our society is undergoing, and in the intellectual, economic and cultural challenges of the new world order. For the first time in their history, our higher education institutions have the opportunity to achieve their full potential, but they will not do so until their system of governance reflects and strengthens the values and practices of our new democracy. Furthermore, wholly transformed governance arrangements are needed to chart and steer the development of a single, integrated national system of higher education. The transformation of governance in the national system and its institutions is therefore a fundamental policy commitment of the Ministry of Education.

A MODEL OF GOVERNANCE

3.2 Governance arrangements reflect values about the distribution and exercise of authority, responsibility and accountability. The Ministry is well aware that governance in higher education institutions continues to be characterised by struggles for control, lack of consensus and even conflict over differing interpretations of higher education transformation. Among employers, past students, parents, and other members of the wider community, many different views and expectations about higher education abound. Among those currently involved directly in the process of higher education--in particular, students, academic staff, administrative staff, service staff, and institutional managers--there are often competing views and priorities which give rise to tensions and sometimes to turmoil.

3.3 Good governance must be based on a recognition of the existence of such different interests and the inevitability of contestation among them, and must therefore create structures and encourage processes which enable differences to be negotiated in participative and transparent ways. Successful negotiation and co-operative practice depend on the parties reaching agreement about the mission of the institution and their joint responsibilities toward it.

3.4 Both local and international experience confirm the importance of governments working co-operatively with institutions of civil society in a spirit of partnership and mutual dependence. The challenges of modern societies cannot be met by either party acting alone. Thus our model of governance must be interactive.

3.5 At the same time, our democratically elected government has a mandate from its electorate and is responsible to Parliament for ensuring that the mandate is fulfilled. Ministers have a duty to provide leadership. When all the appropriate investigations and consultations have been completed, a Minister must decide, and must take responsibility for the consequences of the decision.

3.6 In this spirit, recognising the need to transcend the adversarial relations between state and civil society arising from the apartheid era, the Ministry of Education adopts a model of co-operative governance for higher education in South Africa based on the principle of autonomous institutions working co-operatively with a proactive government and in a range of partnerships.

3.7 Co-operative governance assumes a proactive, guiding and constructive role for government. It also assumes a co-operative relationship between the state and higher education institutions. One implication of this is, for example, that institutional autonomy is to be exercised in tandem with public accountability. Another is that the Ministry's oversight role does not involve responsibility for the micro-management of institutions. A third implication is that the Ministry will undertake its role in a transparent manner.

3.8 The Ministry will drive the transformation of the higher education system through policies and strategies that are guided by this view of the role of the government and its relationship to institutions of higher education.

3.9 The White Paper on Education and Training of 1995 affirmed the Ministry's commitment to uphold 'both the tradition and the legal basis of autonomous governance' of higher education institutions. The Ministry reaffirms its commitment to academic freedom and institutional autonomy within the framework of public accountability as fundamental tenets of higher education and key conditions for a vibrant system.

GOVERNANCE AT SYSTEM LEVEL

3.10 To give effect to the transformation of higher education in the spirit of co-operative governance, the Ministry will enhance the capacity of the Higher Education Branch of the Department of Education, establish a Council on Higher Education (CHE), and enable reform of the governing structures of higher education institutions. These measures will provide opportunities for organised constituencies to express and negotiate their concerns, and will permit the government and the representative governance structures of the higher education sector to plan and transact the transformation and development of the system in an orderly way.

Legislative framework

3.11 The legislative framework of higher education will be established by the Higher Education Act, 1997, which establishes the legal basis of a single, national higher education system on the basis of the rights and freedoms of our democratic Constitution. The Higher Education Act replaces the Universities Act, 1995 (Act No. 61 of 1995), the Tertiary Education Act, 1988 (Act No. 66 of 1988), and the Technikons Act, 1993 (Act No. 125 of 1993). However, the Bill leaves intact the private university acts, which represent a legacy of the colonial and Commonwealth tradition of university governance.

3.12 In the view of the Ministry of Education, the continued existence of private university acts does not enhance the achievement of an integrated higher education system. In fact, it is anomalous, since neither technikons nor colleges will be governed in terms of private acts, nor has there been any suggestion that private acts should

become the pattern of institutional governance for such institutions. The universities alone have private acts, and such acts may be amended by Parliament only at the instance of the respective university council. The process is cumbersome and, in a time of rapid institutional transformation, it may also be retrogressive.

3.13 It may be thought by some that the repeal of private university acts would constitute an assault on institutional autonomy. In the Ministry's view, this is not so, any more than the absence of private technikon or college acts presently constitute an assault on their institutional liberties. Institutional autonomy, for all higher education institutions, will be guaranteed by the Higher Education Act, within the context of public accountability, as discussed in this document. The Act is a framing measure, drawn in broad terms. It will provide that each institution is governed in terms of its own institutional statutes, where its distinct character and pattern of governance will be spelled out.

3.14 The Ministry of Education will request the Council on Higher Education to investigate and consult upon this matter and provide advice on the desirability or otherwise of perpetuating private university acts, in the absence of such private acts for technikons and colleges.

The Council on Higher Education (CHE)

3.15 The Council on Higher Education will be a major statutory body established to provide independent, strategic advice to the Minister of Education on matters relating to the transformation and development of higher education in South Africa, and to manage quality assurance and quality promotion in the higher education sector.

3.16 The CHE will be supported by its own professional secretariat, headed by the Executive Officer, and will control its own operating budget.

3.17 The chairperson and most members of the CHE will be appointed by the Minister after a process of public nomination. The membership, taken as a whole, must be as representative as possible of the main stakeholder interests in the higher education system, and must be capable of providing advice of high quality to the Minister based on thorough research and consultation. The following criteria will therefore guide the Minister's appointment of the membership of the CHE:

- balance of stakeholder interests and expertise
- racial and gender representivity
- deep knowledge and understanding of higher education
- understanding of the role of higher education in reconstruction and development
- known and attested commitment to the interests of higher education.

3.18 The Minister will appoint the chairperson and members of the CHE in terms of the provisions of the Higher Education Act, which will specify the number of members to be appointed and their terms of office. Although most members will have been nominated by stakeholder bodies, they will be appointed to the CHE in their personal capacities, and will be expected to apply their minds to the interests of the whole sector, as well as their own particular field of experience. The Minister will consider nominations made by at least the following organisations or bodies:

- national organisations representing students
- national bodies representing academic staff
- national bodies representing non-academic staff
- national bodies representing university principals
- national bodies representing technikon principals
- national bodies representing principals of colleges of education
- national bodies representing other higher education colleges
- national bodies representing private institution principals
- national bodies representing the Further Education sector.
- national bodies representing organised business
- national bodies representing organised labour
- the National Research Foundation
- the South African Qualifications Authority

3.19 The Minister may also appoint other members of the CHE, including persons external to the higher education sector from among persons nominated by the public, on account of their particular expertise.

3.20 Additional members may be co-opted by the CHE on account of their experience and expertise.

3.21 Non-voting members may be nominated by

- the Director-General: Education
- the provincial heads of education
- the Director-General: Arts, Culture, Science and Technology
- the Director-General: Labour.

3.22 An Executive Committee chaired by the Chairperson will guide the affairs of the CHE and direct the work of the Executive Officer.

3.23 The CHE will be required to provide relevant, timely and independent advice on matters concerning the condition and development of higher education. The Minister will receive advice on any other matters that the CHE deems necessary to advise about and specific matters referred by the Minister from time to time. The Ministry will be looking to the Council to play a leading strategic role in the envisaged transformation of the system, consistent with the vision and goals set out in Chapter 1.

3.24 The Minister will consult the CHE in the context of the principles and goals outlined in chapter one, on the planning of the national higher education system, major changes to the policy framework affecting the development of the higher education system, such as policy regarding public and private financing and provision, the level and distribution of public subsidies to higher education, forms of student financial assistance, language policy and policy affecting the development of the higher education sub-sectors.

3.25 In particular, the CHE will be responsible for advising the Minister on:

- (a) the mission, needs and priorities, scale and shape of the higher education system, including the national and institutional plans, taking into account national

economic and social requirements, student demand, demography, regional and national human resource needs, teaching and learning technologies and the availability of public and private resources

- (b) the ways in which new learning, teaching and communication technologies should be harnessed in order to achieve improved integration, equity, cost-effectiveness and quality in the national higher education system
- (c) the research capacity and performance of the system, including postgraduate training and research infrastructure and ways of developing research strength in historically disadvantaged institutions
- (d) language policy, especially the development of languages as academic languages at higher education institutions
- (e) the governance of higher education institutions and the higher education system
- (f) the policies, principles and criteria that should govern the allocation of public funds among higher education providers
- (g) the policies and mechanisms for student support and academic development throughout the system and in particular for assisting educationally disadvantaged students to begin and complete programmes
- (h) the policies and regulatory frameworks that should govern the private provision of higher education
- (i) the promotion of the quality of the system and quality improvement among individual providers and programmes including the principles and procedures that should govern their accreditation in terms of the South African Qualifications Authority Act, 1995 (No. 58 of 1995)
- (j) the qualifications structure of higher education, as part of the National Qualifications Framework
- (k) the extent and adequacy of cross-sectoral linkages, including articulation of programmes between schooling, further education and training, and higher education, procedures for the recognition of prior learning, and the portability of credits and qualifications in terms of the National Qualifications Framework
- (l) the performance of the system, having regard to available performance indicators, to identify where efficiency gains have been made and need to be made
- (m) regional collaboration among providers, and other options for rationalisation of the system, and where appropriate, the merger or closure of institutions, the re-classification of institutions and the establishment of institutions
- (n) progress being made towards achieving national equity and human resource development goals and measures to overcome impediments to achieving transformation goals.

3.26 The CHE will be required to prepare annually a report to the Minister on the overall condition of the higher education system. This report will be tabled by the Minister in Parliament and made publicly available at an annual consultative conference of higher education stakeholders which will be convened by the Minister and the CHE in order to discuss the health of the system or of a particular sector of higher education.

3.27 The Minister will be obliged to take the advice of the CHE into account and, except in exceptional circumstances, provide reasons in writing if he or she does not accept its advice.

3.28 The CHE will be responsible for quality assurance and promotion in higher education, through its permanent committee, the Higher Education Quality Committee

(HEQC), which will seek delegated authority from SAQA for this purpose. (See paragraphs 2.69-2.71 above.) The CHE will make the arrangements it deems appropriate to operate within the policy framework and procedural guidelines established by SAQA.

National Task Team on Transformation (NTTT)

3.29 The Ministry has established a National Task Team on Transformation (NTTT) in accordance with a resolution of the July 1996 Indaba summit on higher education. The Ministry has also adopted the National Framework Agreement on Transformation (NFAT), prepared by the NTTT on the basis of a draft referred to it by the Summit, which it has recommended to institutions. Codes of conduct and conflict resolution mechanisms are recommended in the NFAT which the Ministry is committed to refining and strengthening in order to aid institutions in the process of transformation. The activities and programmes of the NTTT will be managed by the Department of Education. The NTTT will play a key role in convening the annual consultative stakeholders' summit, as well as in advising the Minister on the state of transformation in the institutions.

The Higher Education Branch of the Department of Education

3.30 The Ministry has established a new Higher Education Branch of the Department of Education, headed by a Deputy Director-General. The relevant functions of the Department regarding policy development and planning, resource allocation and financing, information collection and analysis, and monitoring and reporting on higher education, have been consolidated in the Branch, supported by other branches of the Department of Education. The Branch will augment its resources by contracting out as well as by the use of secondments from the higher education sector.

3.31 With regard to the objectives of transformation, the Branch in collaboration with other branches in the Department has the following main responsibilities:

- advising the Minister on policy formulation and national planning for the higher education system, in the light of or in addition to advice already provided by the CHE
- advising the Minister on the state of institutional transformation
- specifying information to be provided by higher education institutions and the collection, recording, processing and analysis of such information, including the development of comparative performance indicators
- negotiating and allocating general and specific-purpose funds to institutions on the basis of institutional plans, having regard to the planned programme goals and profiles of student enrolments by fields and levels of study
- allocating earmarked funds for individual and institutional redress and to promote performance improvement
- developing the National Student Financial Aid Scheme (NSFAS)
- enforcing the criteria and procedures for the registration of private providers of higher education in terms of the Higher Education Act
- providing information services, including those required in support of the functions of the CHE
- commissioning research which will assist the Branch in the execution of its functions
- leasing with and providing assistance to organised higher education staff, student and management constituencies.

3.32 The Higher Education Branch and the Council on Higher Education will co-operate in undertaking their respective functions, sharing information and jointly participating in meetings and on projects as appropriate. The Higher Education Branch will also be actively involved in inter-departmental activities that work to improve the coherence of the government's overall approach to social and economic development, including arts, culture, science and technology, research and development, labour supply and skills formation, health and social justice.

INSTITUTIONAL GOVERNANCE

3.33 It is the responsibility of higher education institutions to manage their own affairs. The Ministry has no responsibility or wish to micro-manage institutions. Nor is it desirable for the Ministry to be too prescriptive in the regulatory frameworks it establishes. Diversity and flexibility are important aspects of institutional responses to varying needs and circumstances. It is only in extreme circumstance that the Minister of Education, as the responsible representative of the elected government of the country, would consider intervening in order to assist to restore good order and legitimate governance and management in an institutions as contemplated in par. 3.45.

Councils

3.34 Councils are the highest decision-making bodies of public institutions. They are responsible for the good order and governance of institutions and for their mission, financial policy, performance, quality and reputation. To sustain public confidence, councils should include a majority of at least 60 per cent of members external to the institution. Councils ought not to be involved in the day-to-day management of institutions as that is the responsibility of their executive management, led by the vice-chancellor, rector or principal, who in turn is accountable to the council.

3.35 The transformation of councils through a participative democratic process involving all relevant and recognised stakeholders is a critical first step in creating strategies for the transformation of institutions. Transformed councils that enjoy the support and respect of all stakeholders will then be able to play an effective role in establishing the necessary policies and structures for the transformation of institutions.

Forums

3.36 The Ministry encourages the meaningful involvement of students and staff in all permanent governance structures of the institutions including councils. Their participation in the Broad Transformation Forum is not a substitute for membership and responsible participation in other formal governance structures of the institutions.

3.37 Nevertheless, the Ministry continues to support strongly the establishment and operation of Broad Transformation Forums. At their best, they have emerged as structures in and through which institutional stakeholders can unite to determine collectively the agenda, timetable and strategies of transformation, to prepare codes of conduct, agree and implement dispute resolution procedures, and draft new legislation. Where BTFs have not been established, have fallen into disuse, or have been disregarded, councils of institutions are enjoined to establish them and give them due status and recognition, within the framework of transformation policy described in this

White Paper. The composition, functions and procedures of such forums would vary according to the needs and circumstances of institutions. The lifespan of structures set up specifically for the transformation process may be limited, and may differ from institution to institution. Institutions may decide whether or not to give formal recognition to them in their private Acts or statutes.

3.38 However, the Ministry recognises the need for the establishment of permanent institutional forums whose functions could include the following:

- interpreting the new national policy framework
- identifying and agreeing on problem areas to be addressed
- involvement in selecting candidates for top management positions
- setting the change agenda, including the race and gender equity plans (see below)
- improving the institutional culture (see below)
- providing a forum for mediating interests and settling disputes
- participating in reforming governance structures
- developing and negotiating a code of conduct
- monitoring and assessing change (See NCHE, 1996:205.)

3.39 The Higher Education Act will provide for the establishment of a representative institutional forum as a committee of the Council of each higher education institution.

Student Services Council

3.40 "Student support services in higher education institutions provide personal, career, curriculum and educational guidance and counselling, life skills and sports programmes, health and financial aid services, and student housing facilities" (NCHE, 1996:205). The Ministry enjoins each institution to establish a Student Services Council with a policy advisory role in student services. This council should be democratically constituted but chaired by a senior executive member of the institution.

Institutional culture

3.41 The Ministry is seriously concerned by evidence of institutionalised forms of racism and sexism as well as the incidence of violent behaviour on many campuses of higher education institutions. It is essential to promote the development of institutional cultures which will embody values and facilitate behaviour aimed at peaceful assembly, reconciliation, respect for difference and the promotion of the common good.

3.42 The Ministry proposes that all institutions of higher education should develop mechanisms which will:

- create a secure and safe campus environment that discourages harassment or any other hostile behaviour directed towards persons or groups on any grounds whatsoever, but particularly on grounds of age, colour, creed, disability, gender, marital status, national origin, race, language, or sexual orientation

- set standards of expected behaviour for the entire campus community, including but not limited to administrators, faculty, staff, students, security personnel and contractors
- promote a campus environment that is sensitive to racial and cultural diversity, through extracurricular activities that expose students to cultures and traditions other than their own, and scholarly activities that work towards this goal.
- assign competent personnel to monitor progress in the above mentioned areas.

3.43 The Ministry is committed to an institutional culture in which there is gender equity. Institutions have a responsibility for creating an equitable and supportive climate for women students and staff. Priority areas affecting women's participation include women's representation in senior academic and administrative positions and institutional governance structures, child care facilities at institutions, affirmative action for women's advancement, and mechanisms to draw women students into post-graduate studies and into science and technology. Institutional information systems should incorporate mechanisms for monitoring and collecting data on women students and staff.

3.44 The Ministry deplores the many incidents of rape and sexual harassment on higher education campuses. Institutions are enjoined to develop and disseminate institutional policies prohibiting sexual harassment of students and employees, together with the establishment of reporting and grievance procedures incorporating victim support and counselling, confidentiality, protection of complainants from retaliation, as well as mechanisms for ensuring due process and protection for respondents.

Independent assessor

3.45 Consistent with the Ministry's responsibility to ensure accountability for the use of public resources and having regard to the reputation of the higher education system, the Higher Education Act will confer a legal right upon the Minister to seek an independent assessment and advice on the condition of a higher education institution when serious circumstances arise in an institution or institutions which warrant investigation in terms of the procedures prescribed by the Act. The CHE will be asked to prepare a panel of independent assessors from which the Minister will choose.

3.46 The right to send an assessor to an institution may be exercised where the council of an institution so requests, or in exceptional circumstances that involve financial or other maladministration of a serious nature, or which are seriously detrimental to the effective functioning of the institution, where the council has failed to resolve the situation, and such an appointment is in the best interests of higher education in an open and democratic society. An Independent Assessor will report to the Minister within 30 days of appointment, with findings and recommendations. The report will be made available to the council of the institution.

CHAPTER 4

FUNDING

EXPANSION, COSTS AND RESOURCES

4.1 The transformation of the higher education system to meet growth, equity and quality objectives will involve additional costs. The obvious question is: how are these costs to be met when significant real increases in public expenditure on higher education are unlikely to greatly exceed the real rate of economic growth?

4.2 There is substantial scope to improve the internal efficiency of the higher education system, even if it takes some time to generate significant savings. A concerted effort needs to be made to implement system-wide and institutional reforms that reduce wasteful expenditure, improve efficiency and enhance quality. Such measures include, for example:

- Reducing unit costs through an open and transparent allocation of public funds based on normative costs and performance criteria.
- Reducing duplication and overlap in institutional, programme and service provision.
- Broadening the use of high quality but less labour-intensive teaching and learning strategies, including distance education and resource-based learning.
- Improving student throughput and completion rates, aided by effective academic development and student support systems, and more focused or targeted public funding measures.

4.3 South Africa's present level of public expenditure on higher education is rather high by international standards and has been growing at a somewhat faster real rate than in many other countries. It is unlikely that the recent trend of public expenditure growth rates in this sector can be sustained over the next decade, given other pressing social needs. However, given projected national economic growth estimates, there would be significant real expenditure increases if current levels of public and private spending on higher education as a proportion of GDP were maintained. The Ministry therefore believes that there is a good case for maintaining the current levels of public expenditure on higher education as a proportion of GDP. This is necessary if the goals of expansion, transformation and redress are to be met.

4.4 While it is possible to achieve rapid enrolment growth without extra expenditure, the penalties for doing so are harsh. Experience both internationally and at home shows that expansion without new investment results in overcrowded facilities, low morale of academic staff, poor quality programmes, a fall in research output and quality, and, ultimately, a loss of confidence by students, employers and funders in the devalued products of higher education

4.5 Despite national fiscal constraints, and the government's commitment to fiscal discipline, the central role of higher education in developing high-level skills and

competencies essential for social and economic development requires sustained financial investment in the higher education system.

4.6 Substantial additional costs are associated with greater student participation, redress of current inequities, and the restructuring of existing programmes. These costs will have to be met from a strategic mix of funding sources. These will include system and institutional efficiencies, a greater volume of private contributions, and increased, redistributed and tightly targeted public sector outlays.

4.7 *Fee-free* higher education for students is not an affordable or sustainable option for South Africa. The knowledge and skills acquired in the course of achieving higher education qualifications generate significant lifetime private benefits for successful students as well as long-range social benefits for the public at large. Although higher education institutions admit an increasingly large proportion of students from poor families, students from middle-class and wealthy families still tend to be disproportionately well-represented. *For all these reasons*, the costs of higher education should be shared equitably between public and private beneficiaries.

4.8 It is important, however, that the direct cost to students should be proportionate to their ability to pay. As the profile of student enrolment becomes increasingly representative of the general population, the proportion of eligible students from poor families is rising steeply. Financial need should not be an insuperable barrier to access and success in higher education. A realistic fee structure must therefore go hand-in-hand with a sustainable programme of student financial assistance. This is discussed in more detail at para. 4.38 below.

4.9 The financing of higher education must increase equity in access and outcomes, improve quality and efficiency, and link higher education activities and national and regional development needs more purposefully. Diversity of mission, programmes and clientele are essential features of a thriving, integrated system. The funding framework will therefore support purposeful and equitable variety in the system.

4.10 The Ministry will adopt goal-oriented incentives as an integral part of the public funding framework. That is, explicit incentives will be used to steer the development of the higher education system in accordance with national goals.

4.11 This will be complemented by harnessing more private resources for higher education through, for example, various forms of employer contributions, bequests and donations, better management of institutional investments, contracts and consultancies, and an expansion of properly-regulated private higher education programmes and institutions.

GOAL-ORIENTED, PERFORMANCE-RELATED PUBLIC FUNDING

4.12 The new public funding framework must be equitable, performance-related, widely acceptable within the sector, and promote excellence. Over the next several years, advised by the Council on Higher Education, the Ministry will establish such a framework with:

- an appropriate balance between institutional autonomy and public accountability, and

- procedures that are simple, transparent, flexible and fair, and which are capable of being managed within the available and foreseeable capability of the Department of Education and the institutional councils, management's and academic leadership.

4.13 The Ministry does not expect to depart significantly from the main approach and essential funding principles established in this chapter, but they are open to improvement and modification on the basis of experience and advice, including advice from the CHE.

4.14 Goal-oriented public funding of higher education institutions is intended to result in:

- more equitable student access
- improved quality of teaching and research
- increased student progression and graduation rates, and
- greater responsiveness to social and economic needs.

4.15 The specification of performance criteria will need to be done in consultation with the CHE. Performance-related funding must be introduced incrementally, in order to allow institutions to adjust their information and monitoring systems.

4.16 The new public funding framework will have two main elements:

- (i) a simplified mechanism for allocating general purpose, block funding to institutions on a rolling triennial basis, and
- (ii) the provision of earmarked funds to achieve specific purposes, including targeted redress of inequities in access and capacity, student financial assistance, staff development, curriculum development, research development, libraries and information technology, capital works and equipment, and planned improvements in operational efficiency.

4.17 The subsidy formulae for universities and technikons currently determine on average about 85% of the public funding of these institutions. The remainder comprises funds for capital works, loan servicing and other ad hoc property-related charges, and the allocation of student financial aid. The Ministry is conscious of the need for institutions to obtain an adequate level of core funding to sustain their operations. However, it is evident that the current 15% share of funds provided through non-formula funding is too low to address urgent needs and to lay the foundations of a transformed system.

4.18 The Ministry therefore intends to increase the proportion of available funds for earmarked funding for each of the budget years 1998, 1999 and 2000. For instance, the level of funding provided for student financial assistance will need to rise. A targeted programme of institutional redress is also required. Several institutions have a backlog of buildings, overcrowded residences, poorly resourced libraries, inadequate information technology and other similarly quantifiable deficiencies. A redress programme could well operate on the basis of need for a defined period of time, and should take into account both need and institutional performance improvement plans and outcomes, so that internal inefficiencies are progressively reduced. Earmarked funds are also needed to

drive an improvement in student completions, research capacity building, postgraduate development, programme-related capital development, and the building of planning capacity, and regional collaboration.

4.19 The new framework will not, in itself, increase or decrease the total public funding to the sector, but will distribute it differently. With or without the new framework in place, it will still be necessary for the CHE and the Ministry to make the case for additional funding for the sector in line with GDP growth.

A NEW PUBLIC FUNDING FORMULA

4.20 The new public higher education funding framework will require goal-oriented planning at the institutional as well as at system levels. The Ministry will progressively devise and introduce a new formula for block operating grants to institutions to support their teaching and related recurrent costs. These block grants will be payable to institutions on the basis of their planned (full-time equivalent or FTE) enrolments in different fields and levels of study which will be related to their institutional missions and plans. As described in par 2.14 above, institutional plans will include the institutional mission, indicate enrolment targets by programme, race and gender equity goals and measures, human resource development plans, and plans for new programme development, academic development, research development and infrastructure development.

4.21 In the context of its broader public administration reforms, in particular its medium-term economic framework and new three-year budget planning, the Ministry intends to start publishing, as soon as the necessary systems are in place within the Department of Education and higher education institutions, three-year forward estimates of budget outlays by programme each fiscal year. The Minister of Education, accordingly, will issue an annual statement in the budget context that provides the estimated level of block grant funding to each higher education institution for each of the next three academic years.

4.22 Triennial plans of institutions will report all their planned FTE enrolments, whether supported by public subsidy or not. The plans will show the fields and levels of study in which institutions plan to expand or contract their enrolments according to their missions and goals and in response to changing demands.

4.23 Funding for an agreed number of publicly subsidised FTE enrolments will be announced three years in advance in order to give institutions a predictable basis for planning. The Ministry of Education will negotiate the number of publicly subsidised FTE places with institutions each year in respect of the following three years of the rolling triennium. Negotiations will take account of publicly available student demand estimates and long-range labour market signals on the one hand, and institutional capacity and performance on the other hand.

4.24 Institutions will be able to enrol students in addition to the agreed number of publicly-subsidised FTE student places, but they must be able to do so from funds raised by themselves, not from the government. Failure to meet FTE enrolment planning targets will make an institution liable to forfeit equivalent funds by way of reductions to its operating grants according to a publicly known procedure.

4.25 To maximise the flexibility of institutions under the new arrangements, institutions should determine their own fees for subsidised student places as well as for student places outside the publicly funded quota. The basis on which fee levels are established must be transparent and subject to proper scrutiny within the institution, and must satisfy reasonable equity criteria. However, the Ministry would expect institutions whose tuition fees were well above the nationally-determined price per subsidised student place, to explain why students should be expected to pay premium rates, and to describe how poor students would be assisted to pay.

4.26 Government funding rates per FTE student place will vary according to the broad field of study and level of study, but will be standard for all institutions. They will be based on index-linked estimates of the relative costs of teaching. Prices per student place at research levels of learning (typically masters and doctoral studies), will include the costs of research supervision, infrastructure and consumables integral to research, but not project costs per se. In addition research projects will continue to be funded separately by the National Research Foundation on a competitive peer review basis, and earmarked funding for research capacity development would also be available.

4.27 The establishment of a 'funding grid' of rand values against broad fields of study and levels of study requires analysis of the indicative average costs of such teaching and related activities, by broad fields and levels of study. These must have academic integrity and represent real cost differences. Prices can then be set for each cell in the grid. These matters, and the relationship between fields and levels of study, the NQF and South African Post Secondary Education (SAPSE) categories, will be referred to the Council on Higher Education for early advice.

4.28 The Ministry recognises the considerable cost differentials involved in teaching students from inadequate educational backgrounds and teaching students from advantaged backgrounds. The Ministry accepts that academic development, foundation and extended programmes should be incorporated in the funding formula.

4.29 The Ministry has considered the possible inclusion of student completions in the funding grid. While there is a need to improve institutional efficiency and effectiveness, the inclusion of student completions is inappropriate at this time given the different apartheid legacies of existing institutions and the need to adopt a forward-looking approach. In view of the wide variations in need and capacity, as well as the policy objective of encouraging diversity and quality improvement within the system, the Ministry will base its negotiations with institutions on their academic plans and on the progress they are making towards achieving the performance improvement targets outlined in their strategic plans. Student progression and graduation rates will be monitored in that context. Regard will also be given to the assessments of quality provided by the Council on Higher Education.

4.30 The Ministry adopts a policy of concentration and selectivity in the funding of research and research training. Negotiations on the number of places to be publicly funded at the research masters and doctoral levels will be informed by performance indicators of research capacity, competitive success and output by faculty. Within the funding grid, the Ministry will support and assist the expansion of postgraduate training in those parts of institutions (historically advantaged and historically disadvantaged alike) where there is demonstrable strength. (Earmarked funding will be used to support the

development of new institutional centres for postgraduate training and research where there is clear evidence of potential for success.)

4.31 The Ministry is persuaded that the funding formula should include provision for the recognition of measurable research output, since such recognition has proven incentive value in stimulating high quality research and publications, and in enabling institutions to monitor and compare the research performance of their scholars both internally (across fields) and externally (across institutions). The Ministry will seek advice from the CHE and the National Research Foundation with a view to revising the criteria for research recognition, in the light of international experience and taking into account the specific conditions of our own research and publications environment. Such a review is long overdue and will be widely welcomed.

4.32 In preparing for the introduction of the new funding formula, it is necessary to assess and explain the extent of disparities in programme costs among institutions. Preliminary analysis in the Department indicates that such disparities are widespread and, in many cases, extreme. Further work will involve notionally applying the new funding norms against the present profile of student enrolments and identifying aggregate variations among institutions. Where redistribution is necessary to level the field for future formula-based allocation of block grants, a combination of measures, including adjustments to the number of publicly funded places and/or top-up allocations to relatively underfunded institutions, will be applied over the medium term, after the appropriate consultation with institutions and in the CHE.

EARMARKED FUNDING

4.33 Funding formulae cannot take account of all the differences between institutions without becoming too complex and unwieldy. Nor do funding formulae lend themselves to accommodating particular needs, especially if such needs are expected to fluctuate or diminish over time. The mechanism of earmarked funding, however, readily lends itself to meeting specific and often short-term needs, and is therefore the second major component of the proposed new public funding framework

Earmarked funds for institutional redress

4.34 There will be a programme of targeted funding to redress inequities and deficiencies experienced in particular by historically disadvantaged institutions. The function of the redress programme is to target specific needs related to access and capacity which derive from the educational deficits and other forms of deliberate disadvantage suffered by learners or institutions as a result of past government policies. As a mechanism to aid the development of institutions or programmes, it will in time become superseded by the goal-oriented subsidy process and by other categories of earmarked funding.

4.35 Institutions applying for funding under the redress programme will be required to document the specific needs for which the funds will provide relief or a remedy, and the planned outcomes. For each project for which funding is sought, institutions will need to indicate the measures they will use to evaluate their success in applying the funds to achieve stated outcomes.

4.36 Funds provided through this programme will be available to support improvements in the following areas: management capacity development, staff development, academic development, curriculum development, library holdings, student amenities, buildings and the development of institutional capacity.

4.37 The Ministry will conduct an audit of those institutions eligible for funding through this programme in the 1998-2000 triennium. The audit will be undertaken to establish benchmarks for comparing the relative disadvantages of institutions and reference points for monitoring progress in ameliorating deficiencies. Institutions will be required to produce:

- a financial statement of revenues, expenditures, assets and liabilities
- a profile of staff by post levels and qualifications, age, race and gender
- a profile of student enrolments by race, gender and educational background.

The audit will produce:

- a financial projection and risk assessment
- an inventory of buildings, residences and equipment (including information technology) by age, condition, utilisation and maintenance and replacement costs.

4.38 The allocation of earmarked funds for redress purposes will be based on the needs identified in the institutional audits, the performance improvement plans of institutions and the following criteria:

- a viable business plan, including actions to diversify institutional sources of income
- realistic plans and demonstrable indicators of progress towards rationalising and diversifying program offerings and student enrolments; and
- definite steps towards improvements in internal efficiency.

Earmarked funds for student financial aid

4.39 The Ministry of Education is fully committed to a flexible, responsive and sustainable National Student Financial Aid Scheme (NSFAS), seen as part of the total funding policy for the higher education sector. The Ministry endorses an approach to higher education funding based on a sharing of costs between private beneficiaries (students) and the State, representing the public interest. At the same time the Ministry is aware that there are severe limits to the capacity of many students and their families to pay, particularly first generation students from poor families. To ensure that capable students are not excluded from access to higher education because of poverty, it is essential to have in place a well-functioning, comprehensive student financial aid scheme.

4.40 An adequate and effective programme of financial assistance for students is an essential condition of a transformed, equitable higher education system, operating on businesslike principles in a stable financial environment. Student financial aid is not an optional extra for a viable modern higher education system, but an integral part of the public and private investment in the nation's high-level human resource development. It must therefore be planned and managed professionally, and with an appropriate mechanism for accountability. Neither is student financial aid a substitute for responsible self-help by students, but a valid form of supplementary support, especially for the majority of young South Africans whose family support-systems can bear only a fraction of the cost of current higher education programmes. A sustainable system must be based on transparent and defensible criteria for eligibility, built-in incentives to encourage disciplined effort, rewards for academic success, and sanctions against failure or default.

4.41 The Department of Education has benefited by the extensive analysis and consultation on this matter which was undertaken by the National Commission on Higher Education, the advice of the group of eminent business and academic leaders appointed by the Minister to assist him to mobilise domestic and external support, and reports on current provision and future options.

4.42 It is now clear beyond doubt that the idea of a single, capitalised public endowment or trust fund, whose proceeds would support annual disbursements and which would be replenished (or even become self-supporting) through loan repayments, is not viable and cannot be supported by the government. The initial capitalisation required would be far too great for the state to contemplate. Actuarial estimates indicate that such a fund, if established, could not be self-sustaining but would require massive periodic re-capitalisation if insolvency were to be avoided. That option is therefore off the table.

4.43 The Department of Education, in co-operation with the Department of Finance, is now focusing its attention on the alternative of a public fund similar in concept to the present scheme, based on planned annual budgetary allocations made in terms of the three-year rolling budget framework. The scale of the annual allocations needs to be computed on the basis of far better data and projections of student needs than are currently available, and must be linked to the total goal-generated public subsidy to higher education institutions. The Department is currently working on such projections.

4.44 The financial aid offices of higher education institutions, rather than a central funding agency, are best placed to identify those students who most need assistance and will benefit most from it, in terms of publicly known and reasonably uniform criteria. Allocations to institutions by the funding agency from the earmarked fund for student financial aid will need to be based on the equity profiles of institutional enrolments and have regard to their student progression and graduation rates.

4.45 A significant proportion of student financial assistance currently flows into institutional revenues as fee payments. The inter-relationship of the scale of student assistance per institution, the level of fee tariffs, the financial health and (in some cases) the viability and social stability of an institution, argue for an increase in the volume of student financial assistance from public funds.

4.46 The Ministry of Education bears no liability for debts contracted between students and their institutions or funding agencies, but accepts that a study of the scope and dynamic of student debt in relation to institutional debt and liquidity has become necessary. The Department of Education will therefore build this element into its investigation of student finance.

4.47 Annual budgetary allocations are only one element in a complex equation, and the Ministry accepts that a multifaceted approach to student financial aid is essential. A sustainable long-term scheme will include loans and bursaries, as the present scheme does, and may well include scholarships to reward academic excellence, and student and community self-reliance programmes, such as work-study and community service. The Ministry is actively supporting an investigation into these alternatives.

4.48 The most suitable mechanism of collecting loan repayments is still under examination. Not enough is known about the current scale of privately-funded sponsorships and bursary programmes, both domestic and from external sources, or of student loans financed by the commercial banking sector for those who can provide the required security and are prepared to contemplate the terms of repayment. With a well-considered advocacy and marketing approach, the scale of private sector investment in higher education students through loans, bursaries and sponsorships might well increase substantially.

4.49 The Department's studies, which will underpin the policies discussed in this section, will be completed before the end of 1997. Until an amended or a substitute scheme is in place, the Ministry will continue to operate the National Student Financial Aid Scheme (NSFAS), and has reappointed the Tertiary Education Fund of South Africa (TEFSA) to administer the allocation of loans and bursaries from government and donor funds. TEFSA operates under a Board which is extensively representative of stakeholder interests, and has achieved significant expertise in the administration of student assistance, as well as in institutional capacity-building. Without pre-empting the shape of the new system, the Department expects to draw on the experience of the TEFSA Board and its professional staff in developing its proposals for the future NSFAS.

Earmarked funds for other specific purposes

4.50 In addition to funding for redress and student financial aid, there is a need to encourage innovation and adaptation, and to build capacity in new areas. Institutions applying for funds through this programme will be required to relate their submissions to their strategic plans.

4.51 For the triennium 1998-2000, funding through this programme will focus on six specific purposes: improving student completions, research capability development, postgraduate training, capital works, development in planning capacity, and regional collaboration.

4.52 *Improving student completions.* Incentives to encourage institutional success in improving the progression and graduation of students from disadvantaged backgrounds will be provided on a performance basis through earmarked funding. This would include successful academic development programmes, including staff development and curriculum development.

4.53 Research capability development. The development of research capability in South Africa's higher education institutions is of fundamental importance to national self-reliance. However, good scholarship (which should characterise all higher education academic staff) is not the same as research competence (which a minority of academic staff in the sector as a whole will either need or possess). While individual excellence in teaching is often assisted by and associated with an active research portfolio, it is not dependent on research experience. This is particularly, but not exclusively the case in the higher education colleges, where good teaching is particularly important but research is not a common part of the college mission.

4.54 In view of the national strategic importance of research, and in order to ensure that the relatively scarce funds available for the development of research capability are well targeted, public funds for participation in research, whether basic or applied, should not be spread across all faculties or schools in all institutions but should rather be concentrated in those areas where there is demonstrable research capacity or potential, in both HDIs and HWIs. To give practical effect to this view, the Ministry will provide earmarked funds:

- to preserve and strengthen existing areas of research excellence
- to develop new areas and centres of research excellence
- to develop research links with industry and to facilitate industry-related collaborative research,
- to facilitate inter-institutional research collaboration,
- to facilitate collaborative research and technology development with Science, Engineering and Technology Institutions (SETIs), as defined in the White Paper on Science and Technology.

4.55 The Ministry recognises the need for the co-ordination of research activities and their funding in higher education. The White Paper on Science and Technology, in particular, the National System of Innovation, provides a framework for the development of a national research plan. The Ministry of Education will collaborate with the Ministry of Arts, Culture, Science and Technology and the proposed National Research Foundation (NRF) in this endeavour.

4.56 Postgraduate training. The Government recognises the urgent need to increase the supply of postgraduates to the academic and general labour markets. The attrition and ageing of well-qualified academic staff and the emigration of graduate labour compels attention. Current low levels of enrolment in and graduation from doctoral programmes are insufficient to satisfy future requirements. Gross race and gender inequities are obvious at the postgraduate level. Mobility of students nationally and internationally to undertake postgraduate studies is an important means of adding to the skills base. While the new block funding mechanism will support student places at research-based postgraduate levels of study in fields where institutions have demonstrable research training capacity, institutions will be able to apply for earmarked funds to enhance the infrastructure necessary to support expanded postgraduate training.

4.57 Capital works. The expansion and diversification envisaged for the higher education sector requires new capital works projects. The existing capital stock needs to be adequately managed, efficiently utilised and maintained. Funding for capital works will be contingent on institutions developing a capital management plan which describes the total floor area, its condition and usage, its replacement value, and planned expenditures for maintenance and refurbishment and cash flow requirements for new construction projects.

4.58 Planning capacity development. The new funding framework establishes new requirements for planning and information collection, analysis and reporting. These demand more sophisticated information systems for institutional and system management, and substantial skill in planning. An element of the earmarked funding programme will therefore be directed to assisting institutions to improve their technical planning capacity and management information systems, including full participation in the new higher education management information system which will progressively replace SAPSE.

4.59 Regional collaboration. Incentive funding will be available on a selective basis to support the costs involved in regional collaboration among institutions which aim to consolidate, merge, share or otherwise collectively improve the efficient use of their facilities and resources for learning, teaching, research or community service.

ACCOUNTABILITY

4.60 The basis for improving public accountability in higher education is making public funding for institutions conditional on their Councils providing strategic plans and reporting their performance against their goals. The plans will provide a framework for continuous improvement within institutions and a reference point for quality assurance.

4.61 The provision of goal-oriented public funding is intended to result in more equitable student access, improved teaching, learning and research, increased student progression and graduation rates, and greater responsiveness to social and economic needs. Public funding will be conditional on institutions developing plans for their future development and providing evidence of the progress they are making to realise these goals. Institutions will be required to prepare a comprehensive strategic plan comprising:

- a distinctive mission statement
- an academic development plan (including three-year forward projections of student enrolments and graduations by field and level of study)
- an equity plan
- a capital management plan, and
- a performance improvement plan.

4.62 The plans will contain measurable goals and target dates supported by key performance indicators. The Ministry, in consultation with the Council on Higher Education, will publish guidelines for the development of and reporting on these plans. Copies of the plans will be held by the institution, the Ministry and the Council on Higher Education.

ALGEMENE KENNISGEWING

KENNISGEWING 1196 VAN 1997

Onderwyswitskrif 3

'N PROGRAM VIR DIE TRANSFORMASIE VAN HOËR ONDERWYS

Departement van Onderwys

Pretoria

JULIE 1997

VOORWOORD

Die vrystelling van die Onderwys Witskrif 3 - *'n Program vir Hoër Onderwys Transformasie*, is die hoogtepunt van 'n wydverspreide en uitgebreide proses van ondersoek en konsultasie wat geïnisieer is deur die totstandkoming van die Nasionale Kommissie vir Hoër Onderwys (NKHO) in Februarie 1995 deur President Mandela, en die gevolglike vrystelling van die Groenskrif oor Hoër Onderwys in Desember 1996 en die Konsep Witskrif oor Hoër Onderwys in April 1997.

Hierdie uitgebreide konsultasie is 'n konkrete betuiging van die demokratiese wil wat die dryfkrag van ons opkomende nasie is, en reflekteer my Ministerie se verbintenis tot die deelname van belanghebbers in die ontwikkeling en formulering van beleid. Die konsulerende proses het die ontwikkeling van 'n alomvattende konsensus oor die breë beleidsraamwerk soos uitgestip in hierdie Witskrif tot gevolg gehad, en het verseker dat dit die ondersteuning van al die sleutelbelanghebbers in hoër onderwys betrek. Dit het ook 'n fondament gelê, in lyn met my Ministerie se verbintenis tot gesamentlike bestuur, vir ons almal om gesamentlik die lang en opwindende reis na transformasie van die hoër onderwysstelsel te onderneem.

Die transformasie van die hoër onderwysstelsel om veranderinge wat in ons gemeenskap plaasvind en om die waardes en praktyke van ons nuwe demokrasie te reflekteer, is, soos ek reeds by vele vorige geleenthede gesê het, nie onderhandelbaar nie. Die hoër onderwysstelsel moet getransformeer word om die wanbalanse van die verlede reg te stel, om die nuwe sosiale orde te dien, om dringende nasionale behoeftes aan te spreek en om op nuwe realiteite en geleenthede te reageer.

Die Witskrif skets die raamwerk vir verandering wat beteken dat die hoër onderwysstelsel beplan, bestuur en befonds moet word as 'n enkele, nasionale gekoördinerende stelsel. Dit sal ons in staat stel om die fragmentering, ongelykheid en ondoeltreffendheid van die verlede te oorkom en

om 'n leerkultuur te skep wat die kreatiwiteit en intellektuele energie van al ons mense vrystel om sodoende die doelstellings van heropbou en ontwikkeling te verwesenlik.

Dié reis gaan nie maklik wees nie. Daaroor is daar geen twyfel by my nie. Ek is egter vol vertroue dat as ons kollektief onself daartoe verbind om die reis te voltooi in die gees van die konsensus wat ons alreeds verwerf het, dan sal ons ons bestemming bereik, dit wil sê, 'n hoër onderwysstelsel wat bydra tot 'n beter lewe vir almal.



PROF S M E BENGU, LP

MINISTER VAN ONDERWYS

AUGUSTUS 1997

INHOUDSOPGAWE

BLADSY

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HOOFSTUK 1

UITDAGINGS, VISIE EN BEGINSELS

INLEIDING

1.1 Suid-Afrika se oorgang van apartheid en minderheidsregering na demokrasie vereis dat alle bestaande praktyke, inrigtings en waardes van nuuts af in oënskou geneem en herbedink word in terme van hulle geskiktheid vir die nuwe era. Hoër onderwys speel 'n sentrale rol in die maatskaplike, kulturele en ekonomiese ontwikkeling van moderne gemeenskappe. In Suid-Afrika is die uitdaging vandag om ongelykhede van die verlede reg te stel en die hoër onderwysstelsel te transformeer om 'n nuwe maatskaplike orde te dien, om in dringende nasionale behoeftes te voorsien, en om te reageer op nuwe realiteite en geleenthede. Dit moet die grondslag lê vir die ontwikkeling van 'n studerende gemeenskap wat die skeppende en intellektuele energie van alle mense kan stimuleer, stuur en mobiliseer om sodoende die uitdaging van heropbouing en ontwikkeling te aanvaar.

1.2 Hierdie Witskrif skets 'n omvattende stel inisiatiewe vir die transformasie van hoër onderwys deur die ontwikkeling van 'n enkele gekoördineerde stelsel met nuwe beplannings-, bestuurs- en finansieringsreëlings.

DOELSTELLINGS

1.3 Hoër onderwys het etlike verwante doelstellings. In die konteks van 'n hedendaagse Suid-Afrika moet hulle bydra tot en die proses van gemeenskapstransformasie ondersteun, soos geskets in die Heropbouings- en Ontwikkelingsprogram (HOP), met sy noodsaaklike visie van mensgedrewe ontwikkeling wat lei tot die bou van 'n beter lewensgehalte vir almal. Hierdie doelstellings is:

- Om te voldoen aan die studiebehoefte en aspirasies van individue deur die ontwikkeling van hulle intellektuele vermoëns en aanleg reg deur hulle lewens. Hoër onderwys rus individue toe om die beste gebruik van hulle talente te maak, asook van die geleenthede wat deur die gemeenskap gebied word vir selfvervulling. Dit is dus 'n sleuteltoewyser van lewensgeleenthede en 'n belangrike medium om billikheid in die verspreiding van geleenthede en prestasies onder Suid-Afrikaanse burgers te bereik.
- Om die ontwikkelingsbehoefte van die gemeenskap aan te spreek en om die arbeidsmark, in 'n kennisgedrewe en kennis-afhanklike gemeenskap, te voorsien van die steeds veranderende hoë vlak bevoegdheid en kundigheid wat nodig is vir die groei en voorspoed van 'n moderne ekonomie. Hoër onderwys onderrig en lei mense op om

voorspoed van 'n moderne ekonomie. Hoër onderwys onderrig en lei mense op om gespesialiseerde maatskaplike funksies te vervul, om die geleerde professies te betree, of om loopbane in die administrasie, handel, nywerheid, wetenskap en tegnologie en die kunste te volg.

- Om by te dra tot die sosialisering van verligte, verantwoordelike en opbouend kritiese burgers. Hoër onderwys moedig die ontwikkeling van denkvermoë aan, asook 'n gewilligheid om heersende idees, beleid en praktyke, gebaseer op 'n toewyding aan die algemene heil, te hersien en te vernuwe.
- Om by te dra tot die skepping, die deel van en die evaluering van kennis. Hoër onderwys is betrokke by die nastreef van akademiese kundigheid en intellektuele ondersoek op alle terreine van menslike begrip, deur navorsing, studie en onderrig.

BEHOEFTE EN UITDAGINGS

1.4 In die waardebeplanning van die heersende status van hoër onderwys in Suid-Afrika teen die norm van hierdie vier algemene doelstellings en die beginsels soos geskets onder 1.17 hieronder, vind die Ministerie rede tot kommer en 'n noodsaak vir transformasie. Ten spyte van erkende prestasies en sterk punte, is die bestaande stelsel van hoër onderwys beperk in sy vermoë om aan al die morele, politieke, maatskaplike en ekonomiese eise van die nuwe Suid-Afrika te voldoen. Dit word gekenmerk deur die volgende leemtes:

- Daar is 'n onbillike verspreiding van toegang en geleenthede vir studente en personeel, geskoei op die grondslag van ras, geslag, klas en geografie. Daar is growwe teenstrydighede in die deelnemende getalle van studente van verskillende bevolkingsgroepe, onverdedigbare wanbalanse in die verhoudings van swart en vroulike personeel in vergelyking met blankes en mans, en ewe onhoudbare ongelykhede tussen histories swart en histories blanke inrigtings ooreenkomstig geriewe en kapasiteit.
- Daar is 'n chroniese ongelykheid tussen die produksie van hoër onderwys en die behoeftes van 'n ontwikkelende ekonomie. In besonder is daar 'n tekort aan hoogs opgeleide gegradueerdes in vakgebiede soos wetenskap, ingenieurswese, tegnologie en die handel (grootliks as gevolg van diskriminerende praktyke wat die toegang van swart en vroulike studente beperk het) wat nadelig vir maatskaplike en ekonomiese ontwikkeling was.
- Hoër onderwys het 'n ongeëwenaarde verpligting, wat nie voldoende nagekom is nie, om te help om die grondslag te lê vir 'n kritiese beskaafde gemeenskap, met 'n kultuur van openbare debatvoering en verdraagsaamheid wat verskillende en mededingende belange akkommodeer. Dit het veel meer om te doen, binne sy eie inrigtings sowel as in sy invloed

op die breër gemeenskap, om die demokratiese etos, die gevoel van gemeenskaplike burgerskap en die verbondenheid tot gemeenskaplike welsyn te versterk.

- Terwyl gedeeltes van die Suid-Afrikaanse hoër onderwysstelsel kan aanspraak maak op akademiese prestasies van internasionale faam, handhaaf te veel gedeeltes van die stelsel onderrig- en navorsingbeleide wat akademiese isolasie en geslote-stelsel dissipline-programme voorstaan. Alhoewel veel gedoen word, is daar steeds onvoldoende aandag aan die dringende plaaslike, streeks- en nasionale behoeftes van die Suid-Afrikaanse gemeenskap en aan die probleme en uitdagings van die breër Afrika-konteks.
- Die bestuur van hoër onderwys op 'n stelselvlak word gekenmerk deur fragmentasie, onbekwaamheid en ondoeltreffendheid, met te min koördinasie, min gemeenskaplike doelstellings en onbeduidende sistemiese beplanning. Op inrigtingsvlak word die demokratiese deelname en doeltreffende verteenwoordiging van personeel en studente in bestuurstrukture nog steeds op baie kampusse teengestaan.

1.5 Ten spyte van die negatiewe gevolge van die apartheidsfenis, het sommige hoër onderwysinrigtings internasionaal-mededingende navorsings- en onderrigkapasiteite ontwikkel. Hulle akademiese kundigheid en infrastrukture is nasionale bates. Dit sou tot nadeel van die nasionale belang en die toekomstige voorsiening van gehalte hoër onderwys wees indien die waardevolle eienskappe en prestasies van die bestaande stelsel nie geïdentifiseer, behou en in die herstrukturingsproses gebruik word nie.

1.6 Indien hoër onderwys egter tot die heropbouing en ontwikkeling van Suid-Afrika wil bydra en bestaande sentrums van uitnemendheid in stand gehou word, moet diestrukturele onbillikhede, wanbalanse en verdraaiings van die hede wat in die verlede ontstaan het, aangespreek word. Hoër onderwys moet getransformeer word om die uitdagings van 'n nuwe, nie-rassige, nie-seksistiese en demokratiese gemeenskap, wat toegewy is aan billikheid, geregtigheid en 'n beter lewe vir almal, te aanvaar.

Die beleidsuitdagings van transformasie, heropbouing en ontwikkeling

1.7 Die transformasie van hoër onderwys vorm deel van die breër proses van Suid-Afrika se politieke, maatskaplike en ekonomiese oorgang, wat politieke demokratisering, ekonomiese heropbouing en ontwikkeling, en hergedistribueerde maatskaplike beleidsrigtings, wat op billikheid gemik is, insluit. Hierdie nasionale agenda word nagestreef binne 'n kenmerkende bestel van druk en eise wat kenmerkend is van die laat twintigste eeu, wat dikwels as globalisasie getipeer word. Hierdie term verwys na menigvuldige inter-verwante veranderinge in maatskaplike, kulturele en ekonomiese verhoudinge, wat gekoppel is aan die wydverspreide impak van die inligtings- en kommunikasie-revolusie, die groei van trans-

nasionale vakkundige en wetenskaplike netwerke, die versnellende integrasie van die wêreld ekonomie en intense mededinging tussen nasies vir markte.

1.8 Hierdie ekonomiese en tegnologiese veranderinge sal noodwendig 'n impak op die nasionale agenda hê, gegewe die verweefde aard van die wêreld se ekonomiese verhoudinge. Die beleidsuitdaging is om te verseker dat ons krities en skeppend meedoen aan die wêreldimperatiewe met die bepaling van ons nasionale en streeksdoelstellings, prioriteite en verantwoordelikhede.

1.9 In die besonder word die Suid-Afrikaanse ekonomie gekonfronteer met die formidabele uitdaging om homself te integreer in die mededingende arena van internasionale produksie en finansies wat getuig van vinnige veranderinge as gevolg van nuwe kommunikasie- en inligtingstechnologieë. Hierdie tegnologieë, wat 'n premie plaas op kennis en vaardighede, wat lei tot die idee van die "kennissameenskap", het die wyse waarop mense werk en verbruik, getransformeer.

1.10 Terselfdertyd is die nasie gekonfronteer met die uitdaging om huishoudelike, maatskaplike en ekonomiese verhoudinge her op te bou om die onbillike patrone van eienaarskap, rykdom en maatskaplike en ekonomiese praktyke, wat deur segregasie en apartheid gevorm is, uit te wis en reg te stel. Dit het gelei tot die opkoms van 'n gesofistikeerde stedelike kerneconomie met 'n relatiewe goed-ontwikkelde tegnologiese infrastruktuur en 'n toenemende hoogsopgeleide geskoolde werksmag, wat sy aan sy medebestaan met 'n perifere landelike en informele stedelike ekonomie waaruit die meerderheid van die bevolking, wat voorheen toegang tot onderwys en opleiding geweier is en beperk is tot ongeskoolde arbeid, op 'n manier 'n bestaan maak.

1.11 Teen hierdie agtergrond moet hoër onderwys, onderwys en opleiding verskaf om die vaardighede en innovasies, wat nodig is vir nasionale ontwikkeling en suksesvolle deelname aan die wêreld ekonomie, te ontwikkel. Verder moet hoër onderwys intern hergestruktureer word om die uitdaging van globalisasie die hoof te bied en in die besonder die afbreek van nasionale en institusionele grense wat die ruimtelike en geografiese versperrings tot toegang sal verwyder.

1.12 Hierdie ekonomiese en tegnologiese veranderinge het 'n agenda geskep vir die rol van hoër onderwys in heropbouing en ontwikkeling. Dit sluit in:

- Menslike hulpbronnontwikkeling: die mobilisasie van menslike talent en potensiaal deur lewenslange studie om by te dra tot die maatskaplike, ekonomiese, kulturele en intellektuele lewe van 'n vinnig-veranderende sameenskap.

- Hoë vlak vaardigheidsopleiding: die opleiding en voorsiening van mensekrag om hierdie land se ondernemings, dienste en infrastruktuur te versterk. Dit vereis die ontwikkeling van professionele persone en kenniswerkers met vaardighede gelykstaande aan wêreldgehalte, maar wat sosiaal-verantwoordelik is en bewus is van hulle rol om by te dra tot die nasionale ontwikkelingspoging en maatskaplike transformasie.
- Skepping, verkryging en toepassing van nuwe kennis: nasionale groei en mededingendheid is afhanklik van voortgesette tegnologiese verbetering en innovasie, aangedryf deur 'n goed georganiseerde, opwindende navorsings- en ontwikkelingsstelsel wat die navorsings- en opleidingskapasiteit van hoër onderwys integreer met die behoeftes van die nywerheidssektor en van maatskaplike heropbouing.

1.13 Ter opsomming, die transformasie van die hoër onderwysstelsel en sy inrigtings vereis:

- *Verhoogde en verbrede deelname.* Suksesvolle beleid moet 'n histories-bepaalde patroon van fragmentasie, ongelykheid en ondoeltreffendheid te bowe kom. Dit moet toegang verhoog vir swart, vroue-, gestremde en volwasse studente, en nuwe kurrikula en plooibare leer- en onderwysmodelle genereer, insluitend leweringmodelle om 'n groter en meer diverse studentebevolking te akkommodeer.
- *Sensitiwiteit vir die belange en behoeftes van die gemeenskap.* Suksesvolle beleid moet die hoër onderwysstelsel en sy inrigtings herstruktureer om aan die behoeftes van 'n toenemend tegnologies-georiënteerde ekonomie te voldoen. Dit moet ook die vereiste navorsing, die hoogs-opgeleide mense en die kennis lewer om 'n ontwikkelende gemeenskap toe te rus met die vermoë om nasionale behoeftes aan te spreek en die vermoë tot deelname in 'n vinnig-veranderende en mededingende wêreldverband.
- *Samewerking en vennootskappe in bestuur.* Suksesvolle beleid moet die verhouding tussen hoër onderwys en die staat, die burgerlike gemeenskap, en belanghebbers, asook tussen inrigtings herkonsepsualiseer. Dit moet ook 'n bevoegde institusionele omgewing en kultuur skep wat sensitief is vir diversiteit en dit bevestig, wat versoening en respek vir menselewens bevorder, wat die waardigheid van individue beskerm teen rasse- en seksuele teistering, en wat alle ander vorme van gewelddadige optrede verwerp.

VISIE

1.14 Die Ministerie se visie is een van 'n getransformeerde, demokratiese, nie-rassige, nie-seksistiese stelsel van hoër onderwys, wat:

- billike toegang en regverdige kanse op sukses sal bevorder vir almal wat daarna streef om hulle potensiaal deur hoër onderwys te verwesenlik, terwyl dit alle vorme van onregverdige diskriminasie sal uitwis en die regstelling van die ongelykhede van die verlede sal bevorder
- deur deeglik beplande en gekoördineerde onderrig-, studie- en navorsingsprogramme aan die nasionale ontwikkelingsbehoefte sal voldoen, insluitend die hoogs geskoolde indiensnemingsbehoefte, verteenwoordig deur 'n groeiende ekonomie in 'n wêreldomgewing
- 'n demokratiese etos en 'n kultuur van menseregte sal ondersteun deur opvoedkundige programme en gebruike wat bevorderlik is vir kritiese bespreking en skeppende denke, kulturele verdraagsaamheid, en 'n gemeenskaplike toewyding aan 'n welwillende, nie-rassistiese, nie-seksistiese maatskaplike bestel
- sal bydra tot die bevordering van alle vorme van kennis en kundigheid, en in besonder die diverse probleme en eise van die plaaslike, nasionale, Suider-Afrikaanse en Afrika-kontekste sal aanspreek, en ook die streng standarde van akademiese gehalte sal handhaaf.

1.15 Hierdie visie vir hoër onderwys is gesetel binne die regering se breër siening van 'n toekoms waarin alle Suid-Afrikaners 'n verbeterde en volhoubare lewensgehalte kan geniet, aan 'n mededingende ekonomie kan deelneem en in 'n demokratiese kultuur kan deel.

1.16 Die Ministerie se visie en program vir transformasie is gebaseer op 'n stel onderliggende beginsels en doelstellings wat riglyne voorsien om die hoër onderwysstelsel te evalueer.

BEGINSELS

1.17 Die Ministerie beskou die volgende as fundamentele beginsels wat die transformasieproses moet lei in 'n gees van 'n oop en demokratiese gemeenskap, gebaseer op menswaardigheid, gelykheid en vryheid:

Billikheid en regstel

1.18 Die beginsel van billikheid vereis regverdige geleenthede om hoër onderwysprogramme te betree sowel as om suksesvol daarin te wees. Die toepassing van die billikheidsbeginsel impliseer aan die een kant 'n kritiese identifikasie van bestaande ongelykhede wat die produk is van beleid, strukture en gebruike gebaseer op rasse-, geslags-, gestremdheid- en ander vorme van diskriminasie of benadeling, en aan die ander kant 'n transformasieprogram met die oog op regstelling. Sodanige transformasie behels nie

slegs die afskaffing van alle bestaande vorme van onregverdige differensiasie nie, maar ook bemagtigingsmaatreëls, insluitend finansiële ondersteuning, om gelyke geleenthede vir individue en inrigtings te bewerkstellig.

Demokratisering

1.19 Die beginsel van demokratisering vereis dat die bestuur van die hoër onderwysstelsel en van individuele inrigtings demokraties, verteenwoordigend en deelnemend moet wees, gekenmerk deur wedersydse respek, verdraagsaamheid en die handhawing van 'n deeglik geordende en vreedsame gemeenskapslewe. Strukture en prosedures moet verseker dat diegene wat deur besluite geraak word, seggenskap in die neem daarvan moet hê, of regstreeks of deur verkose verteenwoordigers. Dit vereis dat die besluitnemingsprosesse op sistemiese, inrigtings- en departementele vlakke deursigtig is en dat diegene wat besluite neem en uitvoer, aanspreeklik sal wees vir die wyse waarop hulle hul pligte uitvoer en hulpbronne benut.

Ontwikkeling

1.20 Die beginsel van ontwikkeling beteken dat omstandighede geskep moet word om die transformasie van die hoër onderwysstelsel te vergemaklik om dit sodoende in staat te stel om tot die algemene heil van die gemeenskap by te dra deur die skepping, verkryging en toepassing van kennis, die opbou van menslike vermoëns, en die voorsiening van geleenthede vir lewenslange studie.

Gehalte

1.21 Die strewe na die beginsel van gehalte beteken die instandhouding en toepassing van akademiese standaarde, in die sin van spesifieke verwagtinge en vereistes waaraan voldoen moet word, en in die sin van ideale van uitnemendheid waarna gestreef moet word. Hierdie verwagtinge en ideale kan van konteks tot konteks verskil, deels afhangende van die spesifieke doelstellings wat nagestreef word. Die toepassing van die beginsel van gehalte omvat die evaluering van dienste en produkte teenoor gestelde standaarde, met die oog op verbetering, vernuwing en vooruitgang.

Doeltreffendheid en doelmatigheid

1.22 Die beginsels van doeltreffendheid en doelmatigheid is verwant maar eiesoortig. 'n Doeltreffende stelsel of inrigting funksioneer op só 'n wyse dat dit gewenste resultate lewer of gewenste doelstellings bereik. 'n Doelmatige stelsel of inrigting is een wat goed werk, sonder onnodige duplisering of verkwisting, en binne die perke van bekostigbaarheid en volhoubaarheid. Dit doen dinge reg ten opsigte van optimale gebruik van beskikbare middele.

Akademiese vryheid

1.23 Die beginsel van akademiese vryheid impliseer die afwesigheid van inmenging van buite, sensuur of hindernisse in die navolging en beoefening van akademiese werksaamhede. Dit is 'n voorvereiste vir kritiese, eksperimentele en skeppende denke en dus vir die bevordering van intellektuele ondersoek en kennis. Akademiese vryheid en wetenskaplike ondersoek is fundamentele regte wat deur die Grondwet beskerm word.

Institusionele outonomie

1.24 Die beginsel van institusionele outonomie verwys na 'n hoë mate van selfregulering en administratiewe onafhanklikheid ten opsigte van die toelating van studente, kurrikulum, onderrig- en waardebepalingsmetodes, navorsing, die vestiging van akademiese regulasies en die interne bestuur van hulpbronne wat deur private en openbare bronne gegenereer word. Sodanige outonomie is 'n voorwaarde vir doeltreffende selfregering. Daar is egter geen morele grondslag om die beginsel van institusionele outonomie te gebruik as 'n voorwendsel om demokratiese verandering teen te staan of ter verdediging van wanbestuur nie. Institusionele outonomie is daarom onlosmaaklik gekoppel aan die eise van openbare aanspreeklikheid.

Openbare aanspreeklikheid

1.25 Die beginsel van openbare aanspreeklikheid impliseer dat inrigtings verantwoordbaar is vir hulle optrede en besluite, nie slegs aan hulle eie bestuursliggame en die institusionele gemeenskap nie, maar ook teenoor die breër gemeenskap. Eerstens vereis dit dat inrigtings wat openbare fondse ontvang in staat moet wees om verslag te doen oor hoe, en hoe goed, geld bestee is. Tweedens vereis dit dat inrigtings die resultate wat hulle met die middele tot hulle beskikking behaal, sal demonstreer. Derdens vereis dit dat inrigtings sal demonstreer hoe hulle nasionale beleidsdoelstellings en -prioriteite bereik het.

DOELWITTE

1.26 Die beginsel wat hierbo geskets is, vestig die stuurmeganisme vir transformasie van die hoër onderwysstelsel. Die doelwitte is sleutelmikpunte en -resultate wat nagestreef moet word in die toepassing van die transformasiestrategie.

1.27 Op die nasionale of stelselvlak is die doelwitte:

(1) Om hoër onderwys in Suid-Afrika as 'n enkele, gekoördineerde stelsel te konseptualiseer, beplan, bestuur en te finansier.

- (2) Om 'n volledige spektrum van gevorderde opvoedkundige geleenthede vir 'n groterwordende gedeelte van die bevolking te verskaf, ongeag ras, geslag, ouderdom, geloof, klas of ander vorme van diskriminasie.
- (3) Om die stelsel te diversifiseer ooreenkomstig die mengsel van institusionele missies en programme wat benodig sal word om in nasionale en streeksbehoefte in maatskaplike, kulturele en ekonomiese ontwikkeling te voorsien.
- (4) Om horisontale en vertikale beweeglikheid te vergemaklik deur 'n raamwerk vir hoër onderwyskwalifikasies te ontwikkel wat toereikende roetes van artikulasie, asook plooibare toetree- en uitreepunte inkorporeer.
- (5) Om die gehalte van onderrig en studie reg deur die stelsel te verbeter en, in besonder, om te verseker dat kurrikula vatbaar is vir die nasionale en streekskonteks.
- (6) Om die ontwikkeling van 'n plooibare studiestelsel te bevorder, insluitend afstandsonderrig en hulpbron-gebaseerde studie gebaseer op oop studiebeginsels.
- (7) Om 'n gevorderde hoë vlak navorsingskapasiteit te waarborg wat die voortsetting van self-geïnisieerde, onbeperkte intellektuele ondersoek verseker, sowel as die volgehoue toepassing van navorsingsaktiwiteite in tegnologiese bevordering en maatskaplike ontwikkeling.
- (8) Om maatskaplike verantwoordelikheid en bewustheid van die rol van hoër onderwys in maatskaplike en ekonomiese ontwikkeling onder studente te bevorder en te ontwikkel deur middel van gemeenskapsdiensprogramme.
- (9) Om gegradueerdes op te lewer met die vaardighede en bevoegdhede wat die grondslag vir lewenslange studie lê, insluitend kritiese, analitiese, probleem-oplossings- en kommunikasie-vaardighede, asook die vermoë om verandering en diversiteit te hanteer, in besonder, die verdraagsaamheid teenoor verskillende sienings en idees.
- (10) Om maatreëls vir kapasiteitsbou te ontwikkel om 'n meer verteenwoordigende personeelkomponent te bevorder wat sensitief is vir plaaslike, nasionale en streeksbehoefte en wat toegewy is aan standarde en ideale van skeppende en nougesette akademiese werksaamhede.
- (11) Om deursigtige en koste-effektiewe bestuur te verseker, gemik op die optimale benutting van beskikbare hulpbronne.

(12) Om finansieringsmeganismes te ontwikkel en uit te voer wat in lyn is met die beginsels hierbo geskets en gebaseer op behoefte, bekostigbaarheid, volhoubaarheid en gedeelde kostes, en wat die doelwitte van die nasionale hoërondwysplan ondersteun.

1.28 Op die institusionele vlak is die doelwitte:

(1) Om die bestuurstrukture van hoër onderwys te transformeer en te demokratiseer. Nuwe strukture moet voorsiening maak vir gesamentlike besluitneming tussen verskillende maar funksioneel interafhanklike belanghebbers wat hulle verskillende identiteite, belange en vryhede erken, terwyl hulle die gemeenskaplike doelwit van 'n gekoördineerde en deelnemende staatsbewind en burgerlike gemeenskap nastreef.

(2) Om interaksie aan te moedig deur samewerking en vennootskappe tussen hoër onderwysinrigtings en tussen sodanige inrigtings en alle sektore van die breër gemeenskap.

(3) Om menslike hulpbron-ontwikkeling te bevorder deur programme wat vatbaar is vir die maatskaplike, politieke, ekonomiese en kulturele behoeftes van die land, en wat voldoen aan die beste standaarde van akademiese vakkundigheid en professionele opleiding.

(4) Om 'n akademiese klimaat te skep, gekenmerk deur vrye en oop debattering, kritiese bevraagtekening van bestaande ortodoksies en eksperimentering met nuwe idees.

(5) Om die maatskaplike verantwoordelikheid van inrigtings te demonstreer en hulle toewyding aan die algemene heil, deur die beskikbaarstelling van beskikbare kundigheid en infrastruktuur vir gemeenskapdiensprogramme.

(6) Om 'n institusionele omgewing en kultuur, gebaseer op verdraagsaamheid en respek, aan te moedig.

HOOFSTUK 2

STRUKTUUR EN GROEI

'N ENKELE GEKOÖRDINEERDE STELSEL

2.1 Hoër onderwys moet beplan, bestuur en gefinansier word as 'n enkele nasionale gekoördineerde stelsel, om die fragmentasie, ongelykheid en ondoeltreffendheid, wat 'n erfenis van die verlede is te bowe te kom, en om die huidige en toekomstige uitdagings van heropbouing en ontwikkeling suksesvol aan te spreek. Hierdie is 'n fundamentele beleidspunt waarop alle belanghebbers in die hoër onderwysstelsel ooreengekom het.

2.2 'n Sleutelkenmerk van 'n enkele gekoördineerde stelsel sal die verbreding wees van die maatskaplike grondslag van die hoër onderwysstelsel ingevolge ras, klas, geslag en ouderdom. Die stelsel sal voorsiening maak vir 'n aansienlik meer diverse studentegemeenskap as wat tans die geval is. Hulle sal al hoe meer verteenwoordigend word, op alle vlakke van die stelsel en in alle programme, van die rasse- en geslagsamestelling van die Suid-Afrikaanse bevolking. Toegang vir gestremde studente sal toeneem. Die stelsel sal sy deure oopmaak, in die gees van lewenslange studie, vir werkers en professionele persone wat multi-vaardigheid en hervaaardigheid nastreef, en volwasse studente wie se toegang tot hoër onderwys in die verlede gedwarsboom is.

2.3 Die struktuur en kultuur van die huidige stelsel is nie besonder geskik om die verskillende agtergronde, behoeftes, belange en vermoëns van die studentegemeenskap van die toekoms te akkommodeer nie. Dit stel hulle nie in staat om hulle potensiaal te verwesenlik nie en sodoende by te dra tot die noodsaaklike spektrum en gehalte van kennis, insig, vaardigheid en vermoë vir die ontwikkeling en heropbouing van ons land nie. Die stelsel het geen ander alternatief as om dit self nuut te maak om sodoende die visie te verwesenlik en die doelwitte te bereik wat in die vorige hoofstuk uiteengesit is.

2.4 Die mees betekenisvolle konsepsionele verandering is dat die enkele gekoördineerde stelsel 'n program-gebaseerde definisie van hoër onderwys as uitgangspunt sal gebruik:

Hoër onderwys omvat alle studieprogramme wat lei tot kwalifikasies hoër as die voorgestelde Verdere Onderwys en Opleiding-sertifikaat of die huidige Standaard 10-sertifikaat.

2.5 'n Program-gebaseerde benadering

- erken dat hoër onderwys plaasvind in veelvuldige inrigtings en plekke van studie, met gebruikmaking van 'n verskeidenheid van metodes, en dat dit 'n steeds groterwordende diverse studentegemeenskap trek

- is ten volle verenigbaar met al die funksies en integrale komponente van hoër onderwys, wat studie en onderrig, kennis en navorsing, gemeenskapontwikkeling en voorligtingsdienste insluit.

2.6 'n Program-gebaseerde hoër onderwysstelsel, wat beplan, bestuur en gefinansier word as 'n enkele, samehangende, nasionale stelsel, sal dit moontlik maak om vele noodsaaklike veranderings aan te bring:

- Dit sal die diversifikasie van die toegang, kurrikulum en kwalifikasiestruktuur bevorder, met programme wat ontwikkel en geartikuleer is binne die Nasionale Kwalifikasie-raamwerk (NKR), en sodoende 'n oop en plooibare sisteem, gebaseer op krediet-akkumulاسie en veelvoudige toetree- en uittreepunte vir leerders. Dit sal struikelblokke verwyder wat leerders se toegang tot programme onnodiglik beperk, en dit sodoende moontlik maak om behoorlike akademiese erkenning te verleen vir kennis wat voorheen verwerf is, en dus groter horisontale en vertikale beweeglikheid onder leerders in die hoër onderwysstelsel toelaat. Dit sal ook die greep verbreek van die tradisionele patroon van kwalifikasies gebaseer op opvolgende, jaarlange kursusse in enkeldissiplines.
- Dit sal die ontwikkeling van 'n plooibare studiestelsel bevorder, wat die totale hoër onderwyssektor in toenemende mate sal omvat, met 'n diversiteit van institusionele missies en programmengsels, 'n reeks afstands- en persoonlike leweringsmeganismes en ondersteuningstelsels, deur gebruik te maak van geskikte, koste-effektiewe kombinasies van hulpbron-gebaseerde studie- en onderrigtegnologieë.
- Dit sal die ontvanklikheid van die hoër onderwysstelsel verbeter met betrekking tot huidige en toekomstige maatskaplike en ekonomiese behoeftes, insluitend arbeidsmarktendense en geleenthede, die nuwe betrekkinge tussen onderwys en werk, en in besonder, die kurrikulum en metodologiese veranderinge wat uit die inligtingsrevolusie voortvloei, die implikasie vir kennisskepping en die soorte vaardighede en vermoëns wat nodig is om die nuwe tegnologieë toe te pas of te ontwikkel.
- Dit sal 'n stelselwye en inrigtingsgebaseerde beplanningsproses vereis, en 'n vatbare regulerings- en finansieringstelsel wat dit moontlik sal maak om beplande doelwitte en mikpunte na te streef. Die proses sal verseker dat die uitbreiding van die stelsel verantwoordelik bestuur word en gebalanseerd is ooreenkomstig die eise vir toegang, die behoefte vir regstelling en diversifikasie, die menslike hulpbronbehoefte van die gemeenskap en ekonomie, en die perke van bekostigbaarheid en volhoubaarheid.

BEPLANNING IN 'N ENKELE GEKOÖRDINEERDE STELSEL

2.7 Tans word die grootte en vorm van die hoër onderwysstelsel bepaal deur ongekoördineerde inrigtingsbesluite oor studente-inskrywings en programverspreiding. Dit is

onhoudbaar in die konteks van fiskale beperkinge en die behoefte aan groter ontvanklikheid van die hoër onderwysstelsel vir die nasionale ontwikkelingsagenda.

2.8 Die ontwikkeling van 'n beplanningsraamwerk en -proses ten opsigte van die stelsel en inrigtingsvlakke is kritiek om te verseker dat die enkele gekoördineerde stelsel die erfenis van die verlede suksesvol kan aanspreek, kan reageer op nasionale behoeftes, arbeidsmarkgeleenthede en onderwysresultate kan koppel, en 'n meer voorspelbare en stabiele finansieringsomgewing kan voorsien.

2.9 Die sleutelinstrumente in die beplanningsproses sal die ontwikkeling van globale nasionale en institusionele drie-jaar "rollende planne" wees, indikatiewe planne wat die stel van doelwitte en uitvoeringsmikpunte, wat gewysig kan word, bygewerk en jaarliks hersien kan word, kan vergemaklik. 'n Deelnemende meer-jarige beplanningsproses sal die inherente gebreke van die ou bo na onder sentrale begrotingstelsel kan vermy. Dit is in lyn met die regering se begrotingsontwikkelingsproses, soos weerspieël in die Mediumtermyn Uitgawe-raamwerk. 'n Drie-jaarbeplanningsiklus, met data, hulpbronskattings, mikpunte en planne wat jaarliks bygewerk word, maak die beplanning van groei en verandering in hoër onderwys meer plooibaar en vatbaar vir maatskaplike en ekonomiese behoeftes, insluitend markseine (terwyl die onbuigsaamheid van die ou styl van "mannekragbeplanning" vermy word), dit laat toe dat wysigings gedoen word op die basis van werklike prestasie, en het groter voorspelbaarheid, en dus stabiliteit in die begrotingsproses tot gevolg.

Nasionale hoër onderwysplan

2.10 Die nasionale hoër onderwysplan sal rigtinggewende mikpunte vestig vir die grootte en vorm van die stelsel, globale groei en deelnemingsyfers, en institusionele en programmengsels wat die visie, beginsels en beleidsdoelwitte van die stelsel bevorder. In die besonder sal die aandag gevestig word op:

- die vestiging van nuwe programme
- die ontmoediging van verouderde programme
- die ontwikkeling van nuwe vermoëns
- die omvorming van die institusionele landskap
- die bevordering van individuele en institusionele regstellings- en billikheidsdoelwitte.

2.11 Die nasionale hoër onderwysplan sal die raamwerk verskaf waarbinne institusionele planne ontwikkel sal word, en sal op sy beurt beïnvloed word deur streeks- en institusionele belange en voorstelle. Hierdie inter-aktiewe proses sal algehele nuwe oorlegplegings- en

onderhandelingsprosesse, nuwe databasisse en aansienlik verbeterde modellering- en rekenariseringsvermoëns, op die nasionale, streeks- en inrigtingsvlakke vereis.

2.12 Die nasionale plan sal deur die Departement van Onderwys ontwikkel word, na oorlegpleging en op die advies van die nuwe statutêre adviesliggaam, die Raad vir Hoër Onderwys (RHO).

Institusionele planne

2.13 Die drie-jaar rollende institusionele planne sal ontwikkel word binne die raamwerk van die nasionale plan, volgens prosedures wat onderhandel sal word tussen die Departement van Onderwys en die inrigtings met die advies van die RHO.

2.14 Daar sal verwag word dat institusionele planne die missie van die inrigting insluit, asook voorgestelde programme, rigtinggewende mikpunte vir inskrywingsvlakke volgens program-, rasse- en geslagsbillikheidsdoelwitte en voorgestelde maatreëls om nuwe programme en menslike hulpbronontwikkelingsplanne en ontwikkelingsplanne vir nuwe programme te ontwikkel. Dit sal ook planne insluit vir akademiese ontwikkeling, navorsingsontwikkeling en infrastrukturele ontwikkeling.

2.15 Die Ministerie sal die RHO versoek om advies te lewer oor die kriteria wat gebruik sal word om die geskiktheid en volhoubaarheid van institusionele planne te evalueer. In breë terme sal daar ooreenstemming moet wees tussen institusionele planne en nasionale beleid en doelwitte, asook konsekwentheid met betrekking tot institusionele missies en kapasiteit.

2.16 Voorts sal klem gelê word op streeksoorsigte van institusionele planne as 'n integrale deel van die nasionale beplanningsproses. Dit sal daarop gemik wees om streekskoördinasie en -medewerking te bevorder, as deel van die nasionale plan om die artikulasie van programme te verhoog, asook die beweeglikheid van studente tussen inrigtings, die deel van hulpbronne, insluitend skaars akademiese en tegniese personeel, en biblioteek- en inligtingsgeriewe. Die Ministerie sal aansporingsmaatreëls voorsien om streeksbeplanning en -koördinasie te vergemaklik.

2.17 In gevalle waar daar 'n wanaanpassing is tussen institusionele planne en die nasionale plan, sal wysigings aan institusionele planne deur die Departement van Onderwys met die tersaaklike inrigtings onderhandel word.

2.18 Die goedkeuring van institusionele planne sal lei tot die toewysing van gefinansierde studenteplekke aan inrigtings vir goedgekeurde programme in besondere vlakke en studieveldde. Individuele inrigtings sal studentegetalle bepaal vir spesifieke programme binne hierdie vlakke en terreine. Hulle sal ook oor die opsie beskik om nuwe programme aan te bied of om staatsgefinansierde programme uit hulle eie hulpbronne aan te vul.

2.19 Institusionele regstelling sal 'n belangrike rol speel in die beplanningsproses om te verseker dat oorgeërfde ongelykhede tussen histories swart en histories blanke inrigtings nie verskerp word nie, maar verminder word. Dit sal vereis dat die Departement van Onderwys en die RHO inrigtings proaktief sal bystaan om beplanningskapasiteit en geskikte institusionele missies te ontwikkel, asook om te verseker dat nuwe programme toepaslik binne die institusionele landskap geplaas word. In hierdie verband sal regstellingsfinansiering toegewys word waar nodig om inrigtings in staat te stel om die ooreengekome programmingsel op 'n doeltreffende wyse aan te bied.

2.20 Die beplanningsproses sal ook in ag neem dat die histories bevoordeelde inrigtings bykomende hulpbronne sal benodig om die studiebehoefes van benadeelde studente te hanteer as gevolg van resultaat van die veranderende samestelling van die studentegemeenskap, met groot en toenemende getalle swart studente wat by hierdie inrigtings inskryf.

2.21 Soos elke inrigting in die hoër onderwysstelsel sy institusionele missie, gebaseer op toepaslike programkeuses en -kombinasies verduidelik, die studentegemeenskap diversifiseer, die onderrig-, navorsings- en bestuursprofiel meer verteenwoordigend van ons mense word, gehalte-bevordering- en gehalte-versekeringsprosesse inslag vind, die institusionele landskap verander en sentrums van voortreflikheid erken en reg deur die stelsel bevorder word, sal die onderskeid tussen die histories bevoordeeldes en histories benadeeldes al hoe minder relevant word.

BILLIKHEID EN GROEI

2.22 Daar is 'n duidelike saak uit te maak vir die uitbreiding van die hoër onderwysstelsel indien dit aan die vereistes van billikheid, regstelling en ontwikkeling wil voldoen. Volgens die Nasionale Kommissie vir Hoër Onderwys (NKHO), het die totale getal swart studente aan universiteite en teknikons met 'n jaarlikse gemiddeld van 14% tussen 1986 en 1993 gestyg, teenoor 0,4% vir blankes. Die globale deelnemingsyfers, naamlik die persentasie van die 20 - 24 ouderdomsgroep wat in hoër onderwys ingeskryf is, wat die internasionale norm is wat deur UNESCO aanvaar is, is egter steeds deur ernstige ongelykhede gekenmerk. In 1993 was die globale deelnemingsyfers in alle programme na Standaard Tien, in openbare en private inrigtings, ongeveer 20 persent. Die deelnemingsyfers vir blanke studente was egter net onder 70 persent, terwyl dit vir swart studente ongeveer 12 persent was (NKHO-verslag, 1996:64). Alhoewel sodanige ongelykhede sedert 1993 betekenisvol verminder het, is dit steeds aansienlik, veral wanneer dit op 'n programbasis en vlak van kwalifikasie ontleed word.

2.23 Wat egter nie duidelik is nie, is watter stygings in deelnemingsyfers vir swart studente, en in die geheel, binne die afsienbare toekoms moontlik is binne die konteks van die regering se makro-ekonomiese raamwerk en fiskale beleid. Die Departement van Onderwys is in die

proses om 'n beplanningsmodel te ontwikkel, wat beramings sal verskaf rakende die koste om die hoër onderwysstelsel uit te brei, gebaseer op verskillende scenario's, gebaseer op 'n verskeidenheid van groeiberamings, met inagneming van demografiese, arbeids- en markaanwysers. Na toepaslike evaluering en oorlegpleging, sal die resultaat van hierdie studie die ontwikkeling van die eerste nasionale hoër onderwysplan lei.

2.24 Die Ministerie van Onderwys is toegewy aan die beplande uitbreiding van die stelsel. In hierdie verband, kan die dubbel doelwitte van billikheid en groei bereik word deur:

- te verseker dat die samestelling van die studentegemeenskap die demografiese werklikhede van die breër gemeenskap progressief weerspieël. 'n Belangrike fokus van enige uitbreidings- en billikheidsstrategie moet daarop gerig wees om die deelname en mate van sukses van swart studente in die algemeen, en van vrouestudente in die besonder te verhoog, veral in programme en vlakke waarin hulle ondervateenwoordig is
- beroepsgerigte programme op alle vlakke uit te brei, maar in die besonder in korter-siklusprogramme (een en twee jaar), op sertifikaat- en diplomavlakke, asook in wetenskaps-, ingenieurswese en tegnologieprogramme
- inskrywings vir nagraadse programme op meesters- en doktorale vlakke uit te brei, om die hoë vlak vaardighede wat nodig is vir maatskaplike en ekonomiese ontwikkeling aan te spreek, en om in die behoeftes van die akademiese arbeidsmark te voorsien
- die reeks programme uit te brei en inskrywings te verhoog, gebaseer op ope studie en afstandsonderrig, in besonder vir jong en ouer volwassenes, met besondere klem op vroue.

2.25 Die fokus op wetenskaps-, ingenieurswese en tegnologieprogramme is nodig om huidige wanbalanse reg te stel, in besonder die tekort aan opgeleide personeel in hierdie gebiede. Dit sal egter nie die belangrikheid van programme in die sosiale en geesteswetenskappe, wat sal bydra tot kennisskepping, in besonder tot 'n insig in maatskaplike en menslike ontwikkeling, insluitende maatskaplike transformasie, verminder nie. Hulle speel ook 'n belangrike rol in beroepsgerigte opleiding op 'n reeks terreine soos onderwys, regsgeleerdheid, privaat- en openbare sektorbestuur, maatskaplike ontwikkeling en die kunste. Voorts, binne die konteks van die kommunikasie- en inligtingsrevolusie, moet die sosiale en geesteswetenskappe, asook die natuurwetenskappe en tegnologie, bydra tot die ontwikkeling van die analitiese, intellektuele, kulturele en etiese vaardighede en bekwaamhede wat nodig is vir deelname aan die kennisgemeenskap.

BILLIKHEID EN REGSTELLING

2.26 Die Ministerie van Onderwys se toewyding aan die verandering van die samestelling van die studentegemeenskap sal beïnvloed word deur die bepaalde herverdeling van die openbare subsidie aan hoër onderwys. Die relatiewe verhouding van openbare finansiering wat gebruik word om akademies-bekwame maar benadeelde studente te ondersteun, moet verhoog word.

2.27 Verder, om vordering te maak met die bereiking van billikheids- en regstellingsdoelwitte, sal daar binne die huidige konteks van beperkte reële groei in openbare besteding, van inrigtings vereis word om meer privaat hulpbronne te mobiliseer, asook om hulle bedryfskenkings intern her toe te wys. Dit gebeur reeds by baie inrigtings na aanleiding van die onlangse vinnige toename in swart studente-inskrywings.

2.28 Die Ministerie sal van inrigtings vereis om hulle eie rasse- en geslagsbillikheidsdoelwitte te ontwikkel asook planne om dit te bereik, deur gebruik te maak van rigtinggewende mikkpunte, eerder as vaste kwotas, vir die toewysing van openbaar-gesubsidieerde plekke.

2.29 Versekering van billikheid van toegang moet aangevul word deur 'n besorgdheid oor die billikheid van uitkomst. Groter toegang moet nie lei tot 'n "draaideur"-sindroom vir studente met hoë druipe- en uitsaksyfers nie. In hierdie opsig is die Ministerie daartoe verbind om seker te maak dat openbare fondse wat geoormerk is vir regstelling en billikheid, gekoppel is aan meetbare vordering rakende die verbetering van gehalte en 'n vermindering in die hoë uitsak- en herhalingsyfers.

2.30 Dit beklemtoon die behoefte om aandag te gee aan die artikulasiegaping tussen die eise van hoër onderwysprogramme en skoolverlaters se gereedheid vir akademiese studie. Die uitwerking van Bantoe-onderwys, die chroniese onderfinansiering van swart onderwys gedurende die apartheidsera, en die uitwerking van onderdrukking en weerstand op die kultuur van studie en onderrig, het die gereedheid van talentvolle swart studente vir hoër onderwys ernstig ondermyn.

2.31 Die regering het 'n ambisieuse program geloods om die skoolstelsel oor die medium- en langtermyn te transformeer, om die vorige leemtes reg te stel en om die gehalte van skoolonderwys te verbeter. Om voorbeelde te noem, die HOP Presidensiële Leidingsprojekte, in besonder die Primêre Skool-voedingsprogramme en die Nasionale Skolebou-programme, gee aandag aan die studie-omgewing. Kurrikulum 2005 sal progressief nuwe uitkomsgebaseerde studieprogramme reg deur die skoolstelsel instel en die nasionale Veldtog vir die Kultuur van Studie, Onderrig en Diens probeer om gemeenskappe, studente en opvoeders te bemagtig om studie-inrigtings vir hulle werklike doel te herwin en om 'n

groeïende solidariteit by alle deelnemers aan die studieproses rondom die dissiplines en vreugde van studie, onderrig en diens te ontwikkel.

2.32 In die kort- tot mediumtermyn, met die doel om billikheid van resultate te verbeter, word daar van die hoër onderwysstelsel vereis om omvattend te reageer op die artikulasiegaping tussen studente se skoolbekwaamhede en die intellektuele eise van hoër onderwysprogramme. Dit sal nodig wees om die voorsiening van oorbruggings- en toegangsprogramme binne verdere onderwys te bespoedig, maar die leeragterstande is so wyd verspreid dat sistematiese veranderings aan hoër onderwysprogramme (opvoedkunde, kurrikulum en die struktuur van grade en diplomas) steeds nodig sal wees. Die ontwikkeling en voorsiening van studente-ondersteuningsdienste, insluitend loopbaanvoortligting, berading en finansiële hulpdienste, is ander noodsaaklike vereistes. Boonop moet 'n bemagtigingsomgewing reg deur die stelsel geskep word om diep-gesetelde rassistiese en seksistiese ideologieë, wat verhoudings opsweep, emosionele littekens laat en versperrings skep vir suksesvolle deelname aan studie en kampuslewe, te ontwortel. Slegs 'n benadering met veelvuldige fasette kan 'n vaste grondslag van kennis, idees, akademiese, sosiale en persoonlike vaardighede verskaf, en die kultuur van respek, ondersteuning en uitdaging skep waarop selfvertroue, werklike studie en billikheid kan floreer.

2.33 Dus is akademiese ontwikkelingsstrukture en -programme by alle hoër onderwysinrigtings nodig om die ontwikkeling van onderrigvaardighede, kurrikula, kursusmateriaal en studente-ondersteuningsdienste as 'n hoofstroom-programontwikkeling te bevorder.

2.34 Die Ministerie sal seker maak dat die nuwe finansieringsformule vir hoër onderwys aan sodanige behoeftes vir akademiese ontwikkelingsprogramme beantwoord, insluitend, waar nodig, uitgebreide kurrikula. Daar sal aan sodanige programme die nodige gewig en status verleen word as integrale elemente van 'n hoër onderwysstelsel wat toegewy is aan regstelling en om die gehalte van studie en onderrig te verbeter.

2.35 Die Ministerie, in samewerking met die RHO, deur middel van sy Hoër Onderwys Gehalte-komitee, sal 'n deeglike oorsig van die struktuur en duur van graad-, diploma- en sertifikaatprogramme inisieer, wat daarop gerig is om die skool, of (breër) verdere onderwys en opleiding, en hoër onderwysstelsels beter te laat strook. Hierdie hersiening sal noodwendig 'n evaluering van die breë kurrikulum in hoër onderwys, ten opsigte van inhoud, toepaslikheid, ontwerp en lewering tot gevolg hê.

2.36 Die Ministerie is hoogs ontvanklik vir die groeiende belangstelling in gemeenskapsdiensprogramme vir studente, om die maatskaplike toewyding en energie van jong mense in te span vir die behoeftes van die Heropbouings- en Ontwikkelingsprogram, en as 'n potensiële komponent van die Nasionale Studente Finansiële Hulpskema (NSFHS). Die

Ministerie sal die RHO en die Nasionale Jeugkommissie oor hierdie saak raadpleeg. In beginsel sal die Ministerie geskikte uitvoerbaarheidstudies en loodsprogramme, wat die potensiaal van gemeenskapsdiens ondersoek, aanmoedig

- om die oproep van jong mense vir opbouende maatskaplike verpligtinge te beantwoord
- om die Kultuur van Studie, Onderrig en Diens in hoër onderwys te versterk, en
- om die finansiële las van studie op hierdie vlak ietwat te verlig.

HERSTRUKTURERING EN DIVERSIFIKASIE

Institusionele landskap

2.37 Die Ministerie van Onderwys is ten gunste van 'n geïntegreerde en gekoördineerde hoër onderwysstelsel, maar nie 'n uniforme stelsel nie. 'n Belangrike taak in die beplanning en bestuur van 'n enkele nasionale gekoördineerde stelsel, is om diversifikasie in sy organisatoriese vorm en in die institusionele landskap te verseker, en om druk vir homogenisasie te neutraliseer. Sodanige druk bestaan tans, en sal verhoog soos die aanvraag vir hoër onderwysplekke toeneem, en soos die stelsel reageer op die erkende behoeftes om toegang te vergroot en die kurrikulum te diversifiseer.

2.38 Die risiko wat die Ministerie wil vermy is 'n laissez-faire vermenigvuldiging van hoër onderwysprogramme deur 'n toenemende reeks verskaffers, sonder die voordeel van 'n beplanningsraamwerk en sonder voldoende voorsorg om die gehalte van voorsiening te verseker. Dit sal feitlik gewis lei tot 'n onbeplande verwarring van institusionele rolle en funksies en, gegewe hulpbronbeperkings, 'n sterk neiging tot oorvoorsiening van lae koste-programme in lae prioriteitskurrikulum-afdelings.

2.39 Die homogeniserende druk, en risikos van laagste gemene deler-uitbreiding, kan vermy word deur

- die breë funksie en missie van universiteite, teknikons en kolleges as drie soorte inrigtings wat hoër onderwysprogramme aanbied te erken
- aan te dring op 'n streng beplannings- en keuringsproses vir die goedkeuring van openbaar-gefinansierde programme, wat die missie en doelwitte van die stelsel moet dien, en
- streng gehaltebeheer van verskaffers.

2.40 Die drie soorte inrigtings sal nie voortgaan om as afsonderlike sektore met onverenigbare missies en programaanbiedinge beskou te word nie. Wat die Ministerie verlang is 'n verslapping van die grenslyne tussen kolleges, teknikons en universiteite. Dit behoort 'n erkenning van die geleentheid tot samewerking op die basis van gemeenskaplike doelwitte en wedersydse belange te vergemaklik, asook van hulle onderskeie rolle.

2.41 Die presiese mengsel van programme wat deur bepaalde inrigtings aangebied word, sal tydens die beplanningsproses bepaal word op die grondslag van die paslikheid tussen die inrigting se voorgestelde programmengsel en streeks en nasionale behoeftes, asook 'n waardebeoordeling van huidige institusionele missies en kapasiteite. Sodanige waardebeoordeling sal insluit die evaluering van 'n inrigting se behoefte om sy missie te ontwikkel of uit te bou, en die behoefte vir kapasiteitsbouende strategieë om die wanbalanse en verdraaiings wat van apartheid geërf is reg te stel.

2.42 Die program-gebaseerde benadering tot beplanning en ontwikkeling, deur groter artikulasie tussen die verskillende sektore van die hoër onderwysstelsel te verseker, plooibaarheid en diversiteit in die reeks programme wat aangebied word te bevorder, en samewerking tussen inrigtings aan te moedig, sal tot strukturele veranderinge en 'n hervorming van die institusionele landskap in die medium- tot langtermyn lei.

2.43 Die Ministerie van Onderwys moedig die ontwikkeling van streekskonsortiums en vennootskappe, wat 'n reeks hoër onderwysinrigtings betrek, aan. Hulle bied 'n wye geleentheid vir samewerking om

- programme, insluitend die skepping van kursusmateriaal, te ontwikkel
- die oorvleueling en duplisering van programvoorsiening te verklein
- die institusionele kultuur en missie van beide Historiese Blanke Inrigtings (HBI's) en Historiese Swart Inrigtings (HSI's) binne die nasionale stelsel te herfokus
- te help met die bou van akademiese en administratiewe kapasiteit waar nodig, in besonder in HSIs, en
- om sensitiwiteit vir streeks- en nasionale behoeftes, vir akademiese programme, navorsing en gemeenskapsdiens te verhoog.

2.44 Die dieper belangrikheid van sodanige streeksamewerking is dat, deur die huidige skeidslyne in die stelsel te bowe te kom, dit 'n voorloper is van nuwe institusionele en organisatoriese vorme.

2.45 'n Kardinale taak, wat die Ministerie in samewerking met die RHO sal onderneem, is om die optimale getal en soorte inrigtings wat nodig is om aan die doelwitte van 'n getransformeerde hoër onderwysstelsel te voldoen, te evalueer. Baie inrigtings verg óf samesmelting óf herstrukturering vir nuwe missies en doelwitte. Eng, eie-belang kan nie toegelaat word om beplanning, wat tot die samesmelting en sluiting van inrigtings mag lei, en tot die ontwikkeling van nuwe institusionele vorme waar nodig, uit te sluit nie. Die nuwe beplannings- en bestuurstelsel sal dit moontlik maak om toepaslike ondersoeke te onderneem, asook oorlegpleging op nasionale, streeks- en plaaslike vlak. Die Minister sal dan in staat wees om ingeligte besluite te neem ingevolge die Wet op Hoër Onderwys.

Kolleges

2.46 Die Ministerie is daartoe verbind om te verseker dat die inskakeling van kolleges by die hoër onderwysstelsel die ontstaan van 'n reeks organisatoriese modelle sal toelaat, gebaseer op streeks- en nasionale behoeftes, gesonde onderwyspraktyk en doeltreffendheid en koste-effektiewe maatstawwe.

2.47 Toegang tot hoër onderwys sal verbeter word deur 'n beplande uitbreiding van kollege-gebaseerde programme op bepaalde terreine, in die besonder oorbruggingsprogramme. Daar sal ook van kolleges verwag word om 'n wyer reeks loopbaangerigte onderwys en opleiding, wat meer relevant is met betrekking tot die veranderende indiensnemingstruktuur en maatskaplike en ekonomiese behoeftes, aan te moedig. Die plooibaarheid wat deur die NKR gebied word, sal verseker dat studente wat kollege-programme kies, nie daarvan uitgesluit word om meer gevorderde studie elders, wat tot grade lei, na te streef nie.

2.48 Tans word hoër onderwysprogramme deur 'n reeks openbaar-gefinansierde na-sekondêre kolleges aangebied, insluitend onderwyskolleges, verplegings-, landbou-, veeartsenykundige, bosbou-, polisie- en militêre kolleges.

2.49 Kragtens die grondwetlike bepaling dat tersiêre onderwys 'n eksklusiewe nasionale bevoegdheid is (Skedule 4 van die Grondwet van die Republiek van Suid-Afrika, 1996, Wet No. 108 van 1996), is die Ministerie geadviseer dat alle hoër onderwyskolleges onder die jurisdiksie van die Ministerie van Onderwys val. Hulle sal beplan, bestuur en gefinansier word as deel van die enkele gekoördineerde hoër onderwysstelsel.

2.50 Die kolleges wat onder 2.48 gelys word, sal in die tussentyd steeds deur die departemente onder wie se jurisdiksie hulle tans val, geadministreer, beheer en gefinansier word. Dit sal stabiliteit verseker terwyl daar oor hulle toekomstige ligging besluit word. Die

Ministerie het samesprekings met die betrokke lynministeries, op die nasionale sowel as die provinsiale vlak begin, en sal 'n omvattende oorsig van die kolleges in oorleg met alle belanghebbers loods om hulle toekomstige rol en ligging te bepaal.

2.51 Die Minister van Onderwys sal egter sy grondwetlike verantwoordelikheid nakom om nasionale beleid met betrekking tot alle kolleges wat hoër onderwysprogramme aanbied te bepaal en te monitor, en in besonder om te verseker dat die nodige akkreditasie en meganismes vir gehalteversekering in plek is.

2.52 Die onderwyskolleges was voorheen 'n provinsiale verantwoordelikheid en word tans steeds op provinsiale vlak geadministreer. Hulle is nou 'n nasionale bevoegdheid en hul oordrag na die nasionale vlak sal met die provinsiale ministeries deur middel van die meganisme van die Raad van Onderwysministers (ROM) en die Komitee van Hoofde van Onderwysdepartemente (KOMHOD) onderhandel word.

2.53 Tegniiese kolleges, wat hoofsaaklik na-verpligte onderwysprogramme aanbied, vorm deel van die kern van die voorgestelde verdere onderwyssektor, waarvan die inrigtingsstruktuur, bestuur, finansiering en programbasis tans deur die Nasionale Komitee vir Verdere Onderwys en Opleiding ondersoek word. Hulle sal dus steeds op die provinsiale vlak geadministreer word. Daar word egter verwag dat hulle sal voortgaan om hoër onderwysprogramme op bepaalde terreine aan te bied, insluitend toegang en oorbruggings- of funderingsprogramme en die bestaande hoër onderwysprogramme op tegniiese vlak (N4-N6). Dit sal onderworpe wees aan die beplannings- en finansieringsmaatstawwe en prosesse van die geïntegreerde hoër onderwysstelsel.

Private inrigtings

2.54 Daar is 'n betreklik goed gevestigde private hoër onderwyssektor in Suid-Afrika, wat programme onder konsessie van professionele institute of van plaaslike en internasionale universiteite, en in sommige gevalle onder hulle eie vaandel, aanbied. Die programme wat aangebied word strek van sertifikate en diplomas op terreine soos menslike hulpbronontwikkeling, bedryfsadministrasie, kommunikasie en inligtingstechnologie (in besonder, rekenaarkunde), tot onderrig wat tot grade lei wat deur UNISA en universiteite wat oorsee gebaseer is, toegeken word. In 1995, volgens die NKHO, was daar sowat 150 000 studente vir sulke programme ingeskryf (NKHO-verslag 1996:159).

2.55 Die Ministerie besef dat private verskaffing 'n belangrike rol speel om toegang tot hoër onderwys uit te brei, in besonder op nisterreine, deur op arbeidsmarkgeleenthede en studente-aanvraag te reageer. Die sleuteluitdaging om die rol van private inrigtings uit te brei, is om 'n omgewing te skep wat nóg volhoubare private inrigtings wat onderwys-gesond is met

oorregulering deur die staat te versmoor, nóg 'n oormaat swak gehalte, onvolhoubare operateurs wat oornag verdwyn, in die hoër onderwysmark toelaat.

2.56 'n Regulerende raamwerk sal onder die Wet op Hoër Onderwys gevestig word, om te verseker dat slegs private inrigtings met die nodige infrastruktuur en hulpbronne om hoër onderwysprogramme van gehalte aan te bied en te handhaaf, geregistreer sal word. Sodanige programme sal geakkrediteer moet wees deur prosedures wat deur die Suid-Afrikaanse Kwalifikasieowerheid (SAKO), as deel van die NKR, gevestig is.

Afstandsonderrig en hulpbron-gebaseerde studie

2.57 Afstandsonderrig en hulpbron-gebaseerde studie, gebaseer op die beginsels van ope studie, het 'n uiters belangrike rol om te vervul om die uitdaging van verhoogde toegang, diversiteit in die studentegemeenskap en verbeterde gehalte, in 'n konteks van hulpbronbeperkinge, die hoof te bied. Dit laat studie toe om plaas te vind in verskillende kontekste, op 'n veelvoud van terreine, teen die student se eie tempo, deur baie mediums en 'n verskeidenheid van studie- en onderrigbenaderings.

2.58 Verder beteken die ontwikkeling van hulpbron-gebaseerde studie reg deur die hoër onderwysstelsel dat die gehalte en sukses van onderrig nie noodwendig afhanklik is van 'n styging in personeelvlakke in tandem met verhoogde inskrywings nie. Met ander woorde, deur 'n nasionale raamwerk van plooibare studie te bereik, kan beter gebruik gemaak word van skaars en duur fisiese hulpbronne, vak- en onderrigkundigheid.

2.59 Afstandsonderrig en hulpbron-gebaseerde studie is besonder toepaslik vir studente wat reeds werk, of vir die wie dit nodig is om te verdien ten einde studiekostes te dek. Baie van hierdie studente sal voorafgaande studie en ondervinding van 'n onkonvensionele aard aanbied, en afstandsonderrig- en hulpbrongebaseerde verskaffers is ideaal geplaas om baanbrekerswerk te doen in die evaluering van voorafgaande studie en ondervinding vir toegangsdoeleindes.

2.60 Afstandsonderrig en hulpbron-gebaseerde studie is gunstig geplaas vir uitbreiding, gegewe die bestaande infrastruktuur op hierdie terrein, in die openbare sowel as die private sektore. Dit is duidelik dat uitbreiding nie kan plaasvind sonder bykomende beleggings nie, veral in studietegnologie, personeelontwikkeling en studente-ondersteuning. Net soos ander dele van die hoër onderwysstelsel baie leemtes het, is die Minister van Onderwys besorg oor die doeltreffendheid, toepaslikheid en doelmatigheid van baie van die bestaande verskaffing van afstandsonderrig. Daar is aansienlike bewyse van selfondersoek en verandering in die geledere van afstandsonderrigverskaffers, maar groot transformasie-vereistes word by verre nie nagekom in baie inrigtings nie, en daar is steeds baie werk om te doen om inrigtingsmissies te herfokus, kursusmateriaal te moderniseer, studente-ondersteuning te

verbeter, en om noodsaaklike doeltreffendheidshervormings en koste-effektiewe beplanning te onderneem, sodat die gehalte van verskaffing en prestasie verbeter word.

2.61 Die Ministerie ondersteun die ontwikkeling van 'n nasionale netwerk van sentrums van innovering in kursusontwerp en -ontwikkeling, aangesien dit die ontwikkeling en verspreidingsreg van goed ontwerpte, koste-effektiewe studiehulpbronne en kursusse, wat voortbou op die kundigheid en ervaring van hoë gehalte vakkundiges en opvoeders in verskillende dele van die land, sal bevorder.

2.62 Voorts sal kontak- en afstandsonderrig-inrigtings aangemoedig word om doeltreffende en plooibare studie-omgewings te verskaf op 'n kontinuum van onderwysvoorsiening waarbinne dosente in staat sal wees om uit 'n toenemende reeks onderwysmetodes en -tegnologie daardie te selekteer wat die mees toepaslike is in die konteks waarin hulle funksioneer. Hierdie ontwikkeling, tesame met 'n streeksnetwerk van studiesentrums, sal nie slegs toegang verbreed nie, maar gehalte-onderrig, veral in landelike gebiede en minder goeie stedelike inrigtings, vergemaklik.

2.63 Ter opsomming, afstandsonderrig en hulpbron-gebaseerde studiebenaderings het groot potensiaal om lewenslange studie te integreer met die basiese vorm en struktuur van hoër onderwys, en om die toegang van studente tot gehalte-programme te verhoog. Die Ministerie van Onderwys is daartoe verbind om te help om die nuwe onderrig- en studietegnologie aan te wend, veral deur middel van sy "tegnologies-verbeterde studie-inisiatief (TVSI)."

2.64 Die lewensvatbaarheid daarvan om 'n duidelike nasionale raamwerk te skep om afstandsonderrig en hulpbron-gebaseerde studie reg deur die hoër onderwysstelsel te vergemaklik, benodig 'n nasionaal-geborgde studie. Die ondersoek moet 'n omvattende audit van bestaande openbare en private afstandsonderrig- en hulpbron-gebaseerde studieverskaffing insluit, ooreenkomstig programme van gehalte, koste-effektiwiteit en doeltreffendheid, om sodoende sterk en swak punte te evalueer. Die resultaat behoort 'n duidelike agenda vir verbetering te wees, asook leiding ten opsigte van toekomstige beleid, beplanning en belegging te verskaf. Die Ministerie sal 'n Taakgroep aanwys om hierdie ondersoek te doen, in samewerking met die RHO, na toepaslike oorlegpleging met die afstandsonderrig- en hulpbron-gebaseerde studie-gemeenskap.

'N KWALIFIKASIERAAMWERK VIR HOËR ONDERWYS

2.65 Afsonderlike en parallelle kwalifikasiestrukture vir universiteite, teknikons en kolleges het artikulasie en oordrag tussen inrigtings en programme belemmer, horisontaal sowel as vertikaal. Die ondeurdringbaarheid van meerjarige graad- en diplomaprogramme is 'n verdere hindernis vir beweeglikheid en vordering. Dit is duidelik onhoudbaar in die lig van die nuwe NKR en die program-gebaseerde benadering tot hoër onderwys, wat daarop gemik is om

horisontale en vertikale beweeglikheid deur plooibare toetree- en uittree-kwalifikasies te verhoog.

2.66 Die Ministerie ondersteun die beginsel dat 'n enkele kwalifikasieraamwerk ontwikkel moet word vir alle hoër onderwyskwalifikasies, in lyn met die NKR. In beginsel behoort die raamwerk te bestaan uit 'n stel trappe vir kwalifikasies op hoër onderwys sertifikaat-, diploma- en graadvlakke, insluitend oorgangsuittree-kwalifikasies binne meerjarige kwalifikasies. Verder behoort alle hoër onderwysprogramme, nasionaal of institusioneel, op die NKR geregistreer te wees, ten minste op die uittreevlak van 'n kwalifikasie.

2.67 Die insluiting van akademiese kwalifikasies binne 'n nasionale raamwerk is nie 'n eenvoudige saak nie en, heel toepaslik, was dit al die onderwerp van intense debatvoering. SAKO het bepaal dat eenheidstandaarde sowel as volledige kwalifikasies voorgelê kan word vir registrasie op die NKR. Dit behoort die ernstige kommer onder baie akademiese personeel te verlig dat eenheidstandaard-metodologie, en die opbou van kwalifikasies uit veelvoudige eenhede van studie, nie 'n toepaslike grondslag vir sekere akademiese programme is nie. Die Ministerie is vol vertroue dat ander sake wat kommer wek in die hoër onderwysstelsel met die ontwikkeling van die NKR, bevredigend opgelos kan word binne die toepaslike SAKO-strukture.

2.68 Die totstandkoming van SAKO, met die volle en aktiewe deelname van die verskaffers van hoër onderwys, is 'n mylpaal en plaas die evolusie van die NKR in Suid-Afrika op die voorpunt van sodanige stelsels wêreldwyd.

'N STELSEL VAN GEHALTEVERSEKERING VIR HOËR ONDERWYS

2.69 Die primêre verantwoordelikheid vir gehalteversekering berus by die hoër onderwysinrigtings. Daar is egter 'n belangrike rol vir 'n oorkoepelende nasionale owerheid wat verantwoordelik is vir gehaltebevordering en -versekering reg deur die stelsel.

2.70 Dienooreenkomstig sal die Wet op Hoër Onderwys voorsiening maak vir die koördinerende van gehalteversekering binne hoër onderwys deur 'n Hoër Onderwys-Gehalte-komitee (HOGK) wat as 'n permanente komitee van die RHO ingestel sal word. Die instelling van die HOGK, sy registrasie by SAKO en sy modus operandi sal bepaal word deur die RHO, binne die raamwerk en prosedure-riglyne wat deur SAKO ontwikkel is.

2.71 Die funksies van die HOGK sal programakkreditering, inrigtingsouditering en gehalteverbetering insluit. Dit behoort te funksioneer binne 'n ooreengekome raamwerk ondersteun deur:

- die formulering van kriteria en prosedures in ooreenstemming met hoër onderwysinrigtings

- 'n formatiewe begrip van gehalteversekering, gefokus op verbetering en ontwikkeling eerder as strafsanksies
- 'n mengsel van institusionele self-beoordeling en eksterne onafhanklike waardebeoordeling.

TOELATINGS- EN KEURINGSPROSEDURES

2.72 Die Ministerie is daartoe verbind om toe te sien dat die minimum statutêre vereiste vir toelating tot alle hoër onderwysprogramme in die toekoms die slaag van die voorgestelde Verdere Onderwys- en Opleidingsertifikaat (VOOS) sal wees. Inrigtings sal steeds die reg hê om toelatingsvereistes as toepaslik buitekant die statutêre minimum te bepaal. In die uitoefening van hierdie reg behoort hulle te verseker dat keuringskriteria sensitief is vir die opvoedkundige agtergrond van voornemende studente, en dat dit die erkenning van voorafgaande studie inkorporeer as 'n noodsaaklike konsep in die uitbreiding van die NKR.

2.73 Die NKR maak voorsiening vir verskillende roetes - formele skoolopleiding, volwasse basiese onderwys en opleiding en erkenning van voorafgaande studie, of 'n kombinasie hiervan - om die voorgestelde VOOS te verwerf. Baie bekwame, volwasse aansoekers vir standaardtoegang en ope studieprogramme mag egter nie die kans gehad het om aan al die vereistes van die VOOS te voldoen nie. Die Ministerie ondersteun ontwikkelingswerk ten sterkste, asook loodsprojekte wat inrigtings sal help om kriteria te ontwikkel om aansoekers se voorafgaande studie en ondervinding te evalueer, sodat diegene met duidelike potensiaal om van hoër onderwys 'n sukses te maak, toegelaat kan word.

2.74 Tydens die periode wat die volle inwerkingstelling van die NKR en die instelling van die VOOS voorafgaan, sal die bestaande matrikulasievereistes van krag bly, maar die beelidsaanwysings in 2.67 en 2.68 is net soveel van toepassing in die interim.

2.75 'n Nasionale Hoër Onderwys-Inligtings- en Toelatingsdiens (met streeksentrums) sal ingestel word om die administrasie van studente-aansoeke te vergemaklik, die inligtingsbehoefte van aansoekers te bevredig, en om loopbaanvoorligting te verskaf, insluitend inligting oor neigings in die arbeidsmark.

2.76 Die Ministerie erken dat die instelling van 'n nasionale diens van hierdie aard aansienlike probleme met betrekking tot ontwerp en toepassing sal meebring, en dit is dus onwaarskynlik dat dit in die korttermyn in werking sal tree. Die Ministerie is gevolglik ten gunste van streeksinisiatiewe wat as loodsprogramme vir 'n nasionale diens sal dien. Die streekskonsortiums en die RHO sal belangrike rolle speel in die advisering oor hulle ontwikkeling.

TAALBELEID

2.77 Die Grondwet gee volle erkenning aan die feit dat Suid-Afrika 'n veeltalige land is, en veeltaligheid is 'n fundamentele doelwit van nasionale taalbeleid in algemene en verdere onderwys soos deur die Minister bepaal kragtens die Suid-Afrikaanse Skolewet, 1996. Suid-Afrika se ryke taalerfenis bied vele geleenthede en uitdagings aan die hoër onderwyssektor, maar tot dusver was daar geen nasionale beleidsraamwerk waarbinne die hoër onderwysinrigtings hulle eie institusionele taalbeleid en -programme kon instel nie, en wat die Minister van Onderwys in staat sou stel om ondersteuning te verleen aan die bereiking van nasionale taaldoelwitte nie.

2.78 Die skepping van 'n gesaghebbende en verteenwoordigende Raad vir Hoër Onderwys sal die onderwyssektor in staat stel om gesamentlike verantwoordelikheid te aanvaar om die taalsituasie in hoër onderwysinrigtings te ondersoek en advies te verleen oor taalbeleid aan die Minister van Onderwys. Hierdie saak is dringend genoeg dat die Ministerie die Raad sal versoek om advies te lewer oor die ontwikkeling van 'n nasionale taalraamwerk vir hoër onderwys as 'n integrale komponent van die eerste nasionale hoër onderwysplan. Sodoende sal daar van die Raad verwag word om die advies en samewerking van die Pan-Suid-Afrikaanse Taalraad in te win.

2.79 Die nuwe nasionale raamwerk sal gegrond wees op die grondwetlike taalbepalings, die visie, missie, beginsels en doelwitte vir hoër onderwys omskryf in Hoofstuk 1, en die finale verslag van die Taalplan-taakgroep ("LANGTAG"): *Towards a National Language Plan for South Africa* (1996). Die beleidsraamwerk sal die volgende kwessies moet aanspreek:

- die taal of tale van studie (medium of mediums van onderrig) in hoër onderwysinrigtings, met inagneming van die fundamentele reg van persone om, waar dit redelik uitvoerbaar is, onderwys in die amptelike taal of tale van hulle keuse in openbare opvoedkundige inrigtings te ontvang, en die staat se plig om doeltreffende toegang tot en toepassing van hierdie reg (artikel 29(2) van die Grondwet) te verseker
- die taal of tale van kommunikasie binne hoër onderwysinrigtings
- die rol van hoër onderwys in die bevordering van en die skep van toestande vir die ontwikkeling van alle Suid-Afrikaanse tale, insluitend die amptelike tale, die Khoi-, Nama- en San-tale, en Gebaretaal, en om die status van die inheemse tale van ons mense te verhoog en die gebruik daarvan te bevorder
- die rol van hoër onderwys om genoeg taalonderwysers, tolke, vertalers en ander taalpraktisyns voor te berei om die behoeftes van ons veeltalige gemeenskap te bedien

- die rol van hoër onderwys in die bevordering van die taal-gebaseerde kunste
- die rol van hoër onderwys om Suid-Afrikaners voor te berei vir doeltreffende linguistiese kommunikasie met die res van Afrika en die wêreld op die terreine van kultuur, diplomatie, wetenskap en die sakewêreld.

2.80 Sodra die nasionale hoër onderwys taalbeleidsraamwerk goedgekeur is, na volle oorlegpleging, sal dit in werking gestel word deur die drie-jaar rollende nasionale hoër onderwysplan en die onderskeie institusionele planne, waardeur die openbare finansiering van hoër onderwysinrigtings onderhandel sal word.

2.81 Hoër onderwysinrigtings sal kragtens die Wet op Hoër Onderwys bemaatig word om hulle institusionele taalbeleid te bepaal, onderworpe aan die Grondwet. In hulle institusionele planne, sal hulle die geleentheid hê om te demonstreer hoe hulle institusionele taalbeleid sal bydra tot die bereiking van die doelwitte van die nasionale hoër onderwys-taalbeleidsraamwerk.

NAVORSING

2.82 Die skepping, bevordering en verspreiding van kennis en die ontwikkeling van hoër vlak menslike hulpbronne is kernfunksies van die hoër onderwysstelsel. Navorsing speel 'n sleutelrol in beide hierdie funksies. Dit is die hoofinstrument vir die skepping van nuwe kennis. Die verspreiding van inligting deur onderrig en samewerking met betrekking tot navorsingstake is die hoofinstrumente om akademiese en navorsingspersoneel deur nagraadse studie en opleiding te ontwikkel.

2.83 Die huidige kapasiteit, verspreiding en resultate van navorsing in die hoër onderwysstelsel bied rede tot kommer. In die besonder:

- daar is onvoldoende artikulasie tussen die verskillende elemente van die navorsingstelsel, en tussen die navorsingstelsel en nasionale behoeftes vir maatskaplike, ekonomiese, kulturele en intellektuele heropbouing
- daar is onvoldoende navorsingskapasiteit in hoër onderwys, en bestaande kapasiteit is swak gekoördineer en nie voldoende gekoppel aan nagraadse studies nie
- daar is ernstige ras- en geslagswanbalanse in die demografiese samestelling van navorsers in hoër onderwys, navorsingsrade, en private sektor navorsingsinstellings
- die verspreiding van navorsingskapasiteit in hoër onderwysinrigtings is skeefgetrek. Onder apartheid was die ontwikkeling van navorsingskapasiteit in swart universiteite beperk, en die HOI's het slegs onlangs navorsing by hulle kernfunksies geïntegreer; terwyl 'n

navorsingsmandaat slegs gedurende die onlangse jare in die institusionele missie van teknikons ingesluit is.

2.84 Terselfdertyd het die aard van die navorsingsomgewing radikale verandering ondergaan deur:

- die ontwikkeling van veelvuldige plekke van navorsings- en kenniskepping, wat gedeeltelik of heeltemal van hoër onderwys geskei is, insluitend nywerheidslaboratoriums, korporatiewe navorsingseenhede, parastatale organisasies, statutêre navorsingsrade en NRO's, of deur samewerking tussen hierdie navorsingsorganisasies
- die impak van transdissiplinêre en transinstitusionele navorsing
- nuwe vorme van kommunikasie - die inligtingsnelweg - wat toegang tot data en navorsingsbevindinge versnel en verbreed het.

2.85 Die prosesse van aanspreeklikheid wat uit die veranderende aard van die navorsingsomgewing voortvloei, is veel breër as daardie wat met tradisionele navorsing in die hoër onderwysstelsel geassosieer word. Die resultate van navorsing word nie slegs gemeet deur middel van tradisionele instrumente soos byvoorbeeld portuuroorsigte nie, maar ook deur 'n breër reeks van aanwysers soos byvoorbeeld nasionale ontwikkelingsbehoefte, nywerheidsinnovering en gemeenskapsontwikkeling.

2.86 Daarom staan die navorsingstelsel in Suid-Afrika vandag voor twee hoofuitdagings. Dit moet die ongelykhede van die verlede regstel en navorsingskapasiteit versterk en diversifiseer. Dit moet ook op die hoogte bly van opkomende wêreldneigings, in besonder die ontwikkeling van deelnemende en toepassingsgedrewe navorsing wat kritieke nasionale behoeftes aanspreek, wat samewerking tussen kenniskeppers, kennisvertolke en kennisbestuurders en -toepassers vereis.

2.87 Dit het verreikende implikasies vir hoër onderwys indien hy sy voortreflike rol in die nasionale navorsingstelsel wil handhaaf en versterk en bydra tot heropbouing en ontwikkeling. Hy moet sy kapasiteit verbreed om navorsing oor die volle spektrum te onderneem, naamlik tradisionele of basiese navorsing, toepassingsgedrewe navorsing, strategiese navorsing, en deelnemings-gebaseerde navorsing, in vennootskap met ander belanghebbende in die nasionale navorsingstelsel.

2.88 Daar is bemoedigende ontwikkelings in hierdie rigting, wat verder versterk moet word, soos byvoorbeeld die Tegnologie- en Menslike Hulpbronne vir Nywerheid-program (TMHNP), wat bestaan uit 'n vennootskap tussen hoër onderwysinrigtings, die sake-sektor, die nywerheidsektor en die regering. TMHNP het ten doel om die mededingendheid van die Suid-

Afrikaanse nywerheidsektor, klein en groot, deur die ontwikkeling van vaardighede in wetenskap, ingenieurswese en tegnologie te ontwikkel.

2.89 Die kapasiteit van die nasionale navorsingstelsel om innoverende projekte te ontwikkel wat oor die navorsingspektrum strek, is krities afhanklik van die voortgesette groei en ontwikkeling van tradisionele of basiese navorsing binne die hoër onderwysstelsel. Die belangrikheid van tradisionele of basiese navorsing moet beklemtoon word, aangesien dit noodsaaklik is vir die kweek van 'n nasionale intellektuele kultuur, wat hoë vlak en dissipline-gerigte menslike hulpbronne genereer, en geleenthede verskaf om in voeling te bly met internasionale wetenskaplike ontwikkelinge - wat almal innovering vergemaklik. Die hoër onderwysstelsel is in werklikheid 'n integrale komponent van die Nasionale Stelsel vir Innovasie (NSI), wat in die Witskrif oor Wetenskap en Tegnologie (1996) omskryf is.

2.90 Die versterking van hoër onderwys se rol in die nasionale navorsingstelsel vereis toenemende hedendaagse navorsingskapasiteit wat die bestaande navorsingshulpbronne beskerm, nuwe bronne vir die finansiering van navorsing vind, en wat al hierdie hulpbronne meer doeltreffend aanwend. Verder moet bestaande navorsingskapasiteit, in besonder die nasie se sentrums van navorsingsvoortreflikheid, volgehou word, en noodsaaklike nuwe sentrums geskep word, ten spyte van die druk van numeriese uitbreiding, diversifikasie en begrotingsnood.

2.91 Die Ministerie van Onderwys ondersteun dus die volgende maatreëls:

- Die ontwikkeling van 'n nasionale navorsingsplan wat nasionale prioriteite vir navorsing en nagraadse opleiding sal identifiseer, asook prosesse vir die identifikasie en vestiging van sentrums van voortreflikheid en nisterreine, mikpunte en prestasie-aanwysers om regstelling te bereik deur die ontwikkeling van 'n meer verteenwoordigende navorsingsgemeenskap, en aansporingsmaatreëls vir samewerking en vennootskappe, in besonder op die streeksvlak, in navorsing en nagraadse opleiding. Die Nasionale Navorsings- en Tegnologie-oudit en die Navorsings- en Tegnologie-versiendheid, wat tans deur die Departement van Kuns, Kultuur, Wetenskap en Tegnologie (DKKWT) onderneem word, en die Nywerheidsgroepstudies wat tans deur die Departement van Handel en Nywerheid (DHN) bestuur word, sal waardevolle hulpbronne verskaf in die ontwikkeling van 'n nasionale navorsingsplan. Op sy beurt sal die Ministerie die RHO versoek om in samewerking met die Nasionale Navorsingstigting (NNS), tydige advies te lewer oor die huidige stand en toekomstige behoeftes van navorsingsinfrastruktuur en -kapasiteit, insluitend institusionele regstelling in die hoër onderwysstelsel.
- Groter artikulasie en koördinasie van navorsingsaktiwiteite en finansiering tussen verskillende staatsdepartemente en die Wetenskapsrade. In die geval van die Departement van Onderwys en DKKWT word tasbare uitdrukking aan sodanige artikulasie

gegee, deur erkenning te verleen aan die gelyklopende bevoegdheide van die twee ministers in die vestiging van die voorgestelde NNS en deur die erkenning van DKKWT, in die geval van nie-stemgeregtigde lede, en die NNS as belanghebbers vir doeleindes van nominasie op die RHO.

- 'n Verhoging in die verhouding van private en openbare finansiering van navorsings- en ontwikkelingsbesteding wat in hoër onderwys bestee word, deur vennootskappe tussen die betrokke staatsdepartemente, wetenskapsrade, hoër onderwysinrigtings, NROs en die private sektor aan te moedig.
- Geoormerkte uitbreiding van die institusionele basis vir navorsing deur regstellingsfinansiering vir die HOIs, in lyn met nasionale prioriteite en die oorkoepelende ontwikkeling van 'n uitgebreide en diverse hoër onderwysstelsel. Geoormerkte fondse vir die ontwikkeling van die navorsingskapasiteit by teknikons sal ook oorweeg word.
- Die toegang van swart en dames studente tot meesters, doktorale en na-doktorale programme prioritiseer en die ontwerp van 'n menslike hulpbronontwikkelingsplan vir hoër onderwys.
- Die ontwikkeling van toepaslike finansieringsmeganismes (wat in Hoofstuk 4 beskryf word).

DIE BOU VAN KAPASITEIT EN MENSLIKE HULPBRONONTWIKKELING

2.92 Die suksesvolle ontwikkeling van 'n enkele gekoördineerde stelsel vereis meer as net toewyding aan transformasie. Dit is krities afhanklik van die bou en versterking van kapasiteit op alle terreine - akademies, bestuur, staatsbestuur en infrastruktureel - om uitvoering te gee aan nuwe beleid en om die doeltreffende funksionering van die uitgebreide en getransformeerde hoër onderwysstelsel te verseker. In die besonder sal aandag geskenk word aan:

- bestuur, insluitend die bestuur van verandering, leierskap en strategiese beplanning op inrigtings- en nasionale vlakke
- samewerkende bestuur van die stelsel op alle vlakke
- ontwikkeling van Verteenwoordigende Studenterade
- ontwikkeling en handhawing van 'n bestuursinligtingstelsel vir hoër onderwys
- gehalte-onderrig en studie teen die agtergrond van 'n uitgebreide en diverse stelsel
- bevordering van navorsing

- voorsiening van administratiewe, infrastrukturele (insluitend biblioteek- en inligtingstechnologie) en ander ondersteuning vir onderrig, studie en navorsing.

2.93 Die Ministerie gee erkenning aan die feit dat, terwyl hoër onderwysinrigtings primêr verantwoordelik is vir die bou van kapasiteit, daar 'n behoefte is aan nasionale aanspoeringsmaatreëls om institusionele en streekskapasiteitsbouprogramme te vergemaklik. Die Departement van Onderwys, in samewerking met die RHO, sal 'n beleidsraamwerk en finansieringsmeganismes ontwikkel om institusionele, streeks- en nasionale kapasiteitsbouprogramme te ondersteun en te bevorder. Dit sal vennootskappe tussen hoër onderwysinrigtings, NROs, die private sektor en internasionale agentskappe vereis, met ondersteuning van die Departement van Onderwys.

2.94 Menslike hulpbronontwikkeling vir die hoër onderwysstelsel is besonder belangrik. Anders as in die geval van die veranderende studenteprofiel, in die besonder in voorgraadse programme, slaag die samestelling van personeel in hoër onderwys nie daarin om demografiese realiteite te weerspieël nie. Swart mense en vroue is erg onderverteenvoerdig, veral in senior akademiese en bestuursposisies.

2.95 Die Ministerie erken dat die versperrings tot toegang gekompliseerd is en dat die bou van menslike hulpbronne-kapasiteit die tweeledige uitdagings van billikheid en ontwikkeling inhou. Die probleem is breër as die regstelling van die apartheidsfenis. In die geval van vroue weerspieël dit diep-gesetelde seksistiese ideologieë wat oor ras en klas strek. 'n Bemagtigingsomgewing is nodig wat die maatskaplike beperkinge, wat die beweeglikheid van vroue belemmer, oorkom. Hierdie beperkinge sluit in ontoereikende of geen kinderversorgingsgeriewe nie, en ontoereikende kraamvoordele.

2.96 Daar sal van inrigtings verwag word om menslike hulpbron-ontwikkelingsplanne voor te lê, insluitend billikheidsdoelwitte, as deel van hulle drie-jaar rollende planne. MHO-planne sal die volgende moet insluit:

- personeelwerwing- en bevorderingsbeleid en -praktyke
- personeelontwikkeling, insluitend akademiese ontwikkeling, naamlik verbeterde kwalifikasies, professionele ontwikkeling en loopbaanbeplanning, onderrigontwikkeling, bestuursvaardighede, die vernuwing van tegnologiese vaardighede, en 'n toepaslike organisatoriese omgewing en ondersteuning
- vergoeding en diensvoorwaardes, met inagneming van die toenemende mededinging van die openbare en private sektore vir goed gekwalifiseerde swart mense, en vroue
- beloningstelsels, insluitend sabbatsverlof, kongresbywoning, akademiese kontakbesoeke, en
- die transformasie van inrigtingskulture om diversiteit te ondersteun.

HOOFSTUK 3

BESTUUR

TRANSFORMASIE

3.1 Die transformasie van die strukture, waardes en kultuur van bestuur is 'n noodsaaklikheid vir Suid-Afrikaanse hoër onderwys, nie 'n opsie nie. Hoër onderwysinrigtings is kardinale deelnemers in die massiewe veranderinge wat ons gemeenskap ondergaan en in die intellektuele, ekonomiese en kulturele uitdagings van die nuwe wêreldorde. Vir die eerste maal in hulle geskiedenis het ons hoër onderwysinrigtings die geleentheid om hulle volle potensiaal te bereik, maar dit sal nie gebeur voordat hulle bestuurstelsel nie die waardes en praktyke van ons nuwe demokrasie weerspieël en versterk nie. Verder is totaal getransformeerde bestuursreëlins nodig om die ontwikkeling van 'n enkele, geïntegreerde nasionale hoër onderwysstelsel te bepaal en te stuur. Die transformasie van bestuur in die nasionale stelsel en sy inrigtings is dus 'n fundamentele beleidsverbintenis van die Ministerie van Onderwys.

'N BESTUURSMODEL

3.2 Bestuursreëlins weerspieël waardes aangaande die verspreiding en uitoefening van gesag, verantwoordelikheid en aanspreeklikheid. Die Ministerie is ten volle daarvan bewus dat bestuur in hoër onderwysinrigtings steeds deur 'n stryd om beheer, gebrek aan konsensus en selfs konflik oor verskillende interpretasies van hoër onderwystransformasie gekenmerk word. Verskillende sienswyses en verwagtings met betrekking tot hoër onderwys kom in oorfloed voor onder werkgewers, voormalige studente en ander lede van die breër gemeenskap. Onder diegene wat tans regstreeks by die proses van hoër onderwys betrokke is - in besonder, studente, akademiese personeel, administratiewe personeel, dienspersoneel, en inrigtingsbestuurders - is daar dikwels mededingende sienswyses en prioriteite wat tot spanning en somtyds tot onrus lei.

3.3 Goeie bestuur moet gebaseer wees op 'n erkenning van die bestaan van sodanige verskillende belange en die onvermydelikheid van geskille tussen hulle, en moet dus strukture skep en prosesse aanmoedig wat dit moontlik sal maak om verskille op 'n deelnemende en deursigte wyse te besleg. Suksesvolle onderhandeling en 'n praktyk van samewerking is afhanklik daarvan dat die partye ooreenstemming bereik oor die missie van die inrigting en hulle gesamentlike verantwoordelikhede teenoor die inrigting.

3.4 Plaaslike sowel as internasionale ondervinding bevestig die belangrikheid daarvan dat regerings moet saamwerk met inrigtings van die burgerlike gemeenskap in 'n gees van vennootskap en wedersydse afhanklikheid. Die uitdagings van moderne gemeenskappe kan

nie die hoof gebied word as enige van die partye alleen optree nie. Dus moet ons bestuursmodel interaktief wees.

3.5 Terselfdertyd het ons demokraties-verkose regering 'n mandaat van sy kieserskorps en is hy aan die Parlement verantwoordelik om te verseker dat die mandaat uitgevoer word. Ministers het 'n plig om leierskap te voorsien. Wanneer al die toepaslike ondersoeke en oorlegplegings afgehandel is, moet 'n Minister die besluit neem en moet hy ook verantwoordelikheid aanvaar vir die gevolge van die besluit.

3.6 In hierdie gees, en met 'n besef van die behoefte om die vyandige verhouding tussen die staat en die burgerlike gemeenskap, wat 'n resultaat is van die apartheids-era, te oorkom, neem die Ministerie van Onderwys 'n model van samewerkingsbestuur vir hoër onderwys in Suid-Afrika aan, gebaseer op die beginsel van outonome inrigtings, wat saamwerk met 'n proaktiewe regering en in 'n reeks vennootskappe.

3.7 Samewerkingsbestuur veronderstel 'n proaktiewe, leidende en konstruktiewe rol vir die regering. Dit veronderstel ook 'n verhouding van samewerking tussen die staat en hoër onderwysinrigtings. Een implikasie hiervan is, byvoorbeeld, dat institusionele outonomie in tandem met openbare aanspreeklikheid uitgeoefen moet word. 'n Ander is dat die Ministerie se oorsigtelike rol nie verantwoordelikheid vir die mikro-bestuur van inrigtings behels nie. 'n Derde implikasie is dat die Ministerie sy rol op 'n deursigte manier sal onderneem.

3.8 Die Ministerie sal die transformasie van die hoër onderwysstelsel deur beleid en strategieë stuur, wat gelei word deur hierdie sienswyse van die rol van die regering en sy verhouding met hoër onderwysinrigtings.

3.9 Die Witskrif oor Onderwys en Opleiding van 1995, het die Ministerie se verbintenis bevestig om 'die tradisie sowel as die wetlike basis van outonome bestuur' van hoër onderwysinrigtings te handhaaf. Die Ministerie herbevestig sy toewyding aan akademiese vryheid en institusionele outonomie, binne die raamwerk van openbare aanspreeklikheid, as fundamentele beginsels van hoër onderwys en sleutelvoorwaardes vir 'n lewenskragtige stelsel.

BESTUUR OP STELSELVLAK

3.10 Om uitvoering te gee aan die transformasie van hoër onderwys in die gees van samewerkingsbestuur, sal die Ministerie die kapasiteit van die Departement van Onderwys se Hoër Onderwysstak vergroot, 'n Raad vir Hoër Onderwys (RHO) vestig, en hervorming van die bestuurstrukture van hoër onderwysinrigtings moontlik maak. Hierdie maatreëls sal geleenthede aan georganiseerde belangegroepes bied om hulle bekommernisse te verwoord en te onderhandel, en sal die regering en die verteenwoordigende bestuurstrukture van die

hoër onderwyssektor toelaat om te beplan en die transformasie en ontwikkeling van die stelsel op 'n geordende wyse deur te voer.

Wetgewende raamwerk

3.11 Die wetgewende raamwerk van hoër onderwys sal deur die Wet op Hoër Onderwys, 1997, ingestel word, wat die regsbasis vir 'n enkele, nasionale hoër onderwysstelsel, op die grondslag van die regte en vryhede van ons demokratiese Grondwet, vestig. Die Wet op Hoër Onderwys vervang die Wet op Universiteite, 1995 (Wet No. 61 van 1995), die Wet op Tersiêre Onderwys, 1988 (Wet No. 66 van 1988), en die Wet op Technikons, 1993 (Wet No. 125 van 1993). Die Wetsontwerp laat egter die privaat wette van individuele universiteite, wat 'n erfenis van die koloniale en statebondstradisie van universiteitsbestuur verteenwoordig, onaangetas.

3.12 Na die oordeel van die Ministerie van Onderwys verhoog die voortgesette bestaan van die privaat wette van universiteite nie die bereiking van 'n geïntegreerde hoër onderwysstelsel nie. In teendeel, dit is onreëlmatig, aangesien nie teknikons of kolleges ingevolge privaat wette bestuur sal word nie, en daar was ook nie enige voorstel dat privaat wette die patroon vir die institusionele bestuur van sulke inrigtings sal word nie. Slegs universiteite het privaat wette, en sulke wette kan slegs op aandrang van die besondere universiteitsraad deur die Parlement gewysig word. Die proses is omslagtig en, gedurende 'n tyd van vinnige institusionele transformasie, mag dit ook agteruitbeweging beteken.

3.13 Sommige mag van mening wees dat die herroeping van privaat wette van universiteite 'n aanslag op institusionele outonomie mag beteken. Na die Ministerie se mening is dit nie so nie, nie méér so nie as dat die afwesigheid van privaat wette vir teknikons of kolleges tans 'n aanslag op hulle institusionele vryhede beteken nie. Institusionele outonomie, vir alle hoër onderwysinrigtings, sal deur die Wet op Hoër Onderwys gewaarborg word, binne die konteks van openbare aanspreeklikheid, soos in hierdie dokument bespreek. Die Wet is 'n raamwerk wat breë riglyne aandui. Dit sal voorsiening maak dat elke inrigting ingevolge sy eie institusionele statuut bestuur word, waar sy bepaalde karakter en bestuurspatroon uitgespel sal word.

3.14 Die Ministerie van Onderwys sal die Raad vir Hoër Onderwys versoek om hierdie saak te ondersoek en daaroor oorleg te pleeg en advies te lewer oor die wenslikheid of nie om die privaat wette van individuele universiteite te laat voortbestaan, in die afwesigheid van sulke privaat wette vir teknikons en kolleges.

Die Raad vir Hoër Onderwys (RHO)

3.15 Die Raad vir Hoër Onderwys sal 'n belangrike statutêre liggaam wees, ingestel om onafhanklike, strategiese advies aan die Minister van Onderwys te verleen oor sake wat

verband hou met die transformasie en ontwikkeling van hoër onderwys in Suid-Afrika, en om gehalteversekering en gehaltebevordering in die hoër onderwyssektor te bestuur.

3.16 Die RHO sal deur sy eie professionele sekretariaat ondersteun word, met 'n uitvoerende beampte aan die hoof daarvan, en sal sy eie bedryfsbegroting beheer.

3.17 Die voorsitter en meeste lede van die RHO sal deur die Minister aangestel word, na 'n proses van openbare nominasie. Die ledetal, in sy geheel, moet so verteenwoordigend moontlik wees van die belange van die hoof-belanghebbers in die hoër onderwysstelsel, en moet in staat wees om advies van gehalte aan die Minister te verleen, gebaseer op deeglike navorsing en oorlegpleging. Die volgende kriteria sal dus die Minister se aanstelling van die ledetal van die RHO lei:

- 'n balans tussen belange van belanghebbers en kundigheid
- rasse- en geslagsverteenwoordigendheid
- grondige kennis en begrip van hoër onderwys
- begrip vir die rol van hoër onderwys in heropbouing en ontwikkeling
- erkende en verklaarde toewyding aan die belange van hoër onderwys

3.18 Die Minister sal die voorsitter en lede van die RHO aanstel ingevolge die bepalings van die Wet op Hoër Onderwys, wat die aantal lede wat aangestel moet word, asook hulle ampstermyn sal spesifiseer. Alhoewel die meerderheid lede deur belanghebbertliggame genomineer sal word, sal hulle op die RHO aangestel word in hulle persoonlike hoedanighede, en sal van hulle verwag word om hulle intellek in belang van die sektor as geheel toe te pas, asook in belang van hulle eie besondere ervaringsterrein. Die Minister sal nominasies deur ten minste die volgende organisasies of liggame oorweeg:

- nasionale organisasies wat studente verteenwoordig
- nasionale liggame wat akademiese personeel verteenwoordig
- nasionale liggame wat nie-akademiese personeel verteenwoordig
- nasionale liggame wat universiteitshoofde verteenwoordig
- nasionale liggame wat teknikhoofde verteenwoordig
- nasionale liggame wat hoofde van onderwyskolleges verteenwoordig
- nasionale liggame wat ander hoër onderwyskolleges verteenwoordig

- nasionale liggame wat hoofde van privaat inrigtings verteenwoordig
- nasionale liggame wat die sektor vir Verdere Onderwys verteenwoordig
- nasionale liggame wat die georganiseerde sakesektor verteenwoordig
- nasionale liggame wat georganiseerde arbeid verteenwoordig
- die Nasionale Navorsingstigting
- die Suid-Afrikaanse Kwalifikasie-owerheid

3.19 Die Minister mag ook ander lede van die RHO aanstel, insluitend persone buite die hoër onderwyssektor vanuit persone deur die publiek genomineer, vanweë hulle besondere kundigheid.

3.20 Bykomende lede mag deur die RHO gekoöpteer word vanweë hulle ervaring en kundigheid.

3.21 Nie-stemgeregtigde lede mag genomineer word deur

- die Direkteur-Generaal: Onderwys
- die provinsiale onderwyshoofde
- die Direkteur-Generaal: Kuns, Kultuur, Wetenskap en Tegnologie
- die Direkteur-Generaal: Arbeid.

3.22 'n Uitvoerende Komitee, onder voorsitterskap van die Voorsitter, sal die sake van die RHO lei en die Uitvoerende Beampte se werk rig.

3.23 Daar sal van die RHO verwag word om relevante, tydige en onafhanklike advies te verleen oor aangeleenthede rakende die toestand en ontwikkeling van hoër onderwys. Die Minister sal advies ontvang oor enige ander aangeleenthede waaroor die RHO dit nodig ag om te adviseer en spesifieke aangeleenthede wat van tyd tot tyd deur die Minister verwys word. Die Ministerie sal van die Raad verwag om 'n leidende strategiese rol te speel in die voorgename transformasie van die stelsel, in ooreenstemming met die visie en doelwitte wat in Hoofstuk 1 weergegee is.

3.24 Die Minister sal die RHO raadpleeg in die konteks van die beginsels en doelwitte in Hoofstuk 1 geskets, oor die beplanning van die nasionale hoër onderwysstelsel, groot veranderinge aan die beleidsraamwerk wat die ontwikkeling van die hoër onderwysstelsel beïnvloed, soos byvoorbeeld beleid oor openbare en private finansiering en verskaffing, die

vlak en verdeling van openbare subsidies vir hoër onderwys, vorme van finansiële hulp aan studente, taalbeleid en beleid wat die ontwikkeling van die hoër onderwys-subsektore beïnvloed.

3.25 In die besonder, sal die RHO verantwoordelik wees om die Minister te adviseer oor:

- (a) die missie, behoefte en prioriteite, skale en vorm van die hoër onderwysstelsel, insluitend die nasionale en institusionele planne, met inagneming van nasionale ekonomiese en maatskaplike vereistes, studente-aanvraag, demografie, streeks- en nasionale menslike hulpbronbehoefte, onderrig- en studie-tegnologie en die beskikbaarheid van openbare en private hulpbronne
- (b) die wyses waarop nuwe studie-, onderrig- en kommunikasie-tegnologie ingespan moet word om verbeterde integrasie, billikheid, koste-effektiwiteit en gehalte in die nasionale hoër onderwysstelsel te bereik
- (c) die navorsingskapasiteit en prestasie van die stelsel, insluitend nagraadse opleiding en navorsingsinfrastruktuur en wyses om navorsingsvermoë in histories benadeelde inrigtings te ontwikkel
- (d) taalbeleid, in besonder die ontwikkeling van tale as akademiese tale by hoër onderwysinrigtings
- (e) die bestuur van hoër onderwysinrigtings en die hoër onderwysstelsel
- (f) die beleid, beginsels en kriteria wat die toewysing van openbare fondse onder hoër onderwysverskaffers behoort te bestuur
- (g) die beleid en meganismes vir studente-ondersteuning en akademiese ontwikkeling reg deur die stelsel en in besonder om onderwys-benadeelde studente te help om programme te begin en te voltooi
- (h) die beleid en regulerende raamwerke wat die private verskaffing van hoër onderwys behoort te bestuur
- (i) die bevordering van die gehalte van die stelsel en gehalte-bevordering onder individuele verskaffers en programme, insluitend die beginsels en prosedures wat hulle akkreditasie behoort te bestuur, ingevolge die Wet op die Suid-Afrikaanse Kwalifikasie-owerheid, 1995 (Wet No. 58 van 1995)
- (j) die kwalifikasie-strukture van hoër onderwys, as deel van die Nasionale Kwalifikasie-raamwerk

(k) die omvang en toereikendheid van kruis-sektorale verbindings, insluitend artikulasie van programme tussen die skoolstelsel, verdere onderwys en opleiding, en hoër onderwys, prosedures vir die erkenning van voorafgaande studie, en die oordraagbaarheid van krediete en kwalifikasies ingevolge die Nasionale Kwalifikasie-raamwerk

(l) die stelsel se prestasie, met betrekking tot beskikbare prestasie-aanwysers, om te identifiseer waar doeltreffendheidsvordering gemaak is en gemaak moet word

(m) streeksamewerking tussen verskaffers, en ander opsies vir rasionalisasie van die stelsel, en waar toepaslik, die samesmelting of sluiting van inrigtings, die herklassifikasie van inrigtings en die oprigting van inrigtings

(n) vordering wat gemaak word om nasionale billikheid en menslike hulpbron-ontwikkelingsdoelwitte te bereik, asook maatreëls om struikelblokke in die bereiking van transformasiedoelwitte te oorkom.

3.26 Daar sal van die RHO verwag word om jaarliks 'n verslag aan die Minister voor te berei oor die algemene toestand van die hoër onderwysstelsel. Hierdie verslag sal deur die Minister in die Parlement ter tafel gelê word en aan die publiek beskikbaar gestel word tydens 'n jaarlikse oorlegplegingskonferensie van hoër onderwysbelanghebbers wat deur die Minister en die RHO byeengeroep sal word om die gesondheid van die stelsel of van 'n besondere sektor van hoër onderwys te bespreek.

3.27 Die Minister sal verplig wees om die RHO se advies in aanmerking te neem en, met die uitsondering van buitengewone omstandighede, om skriftelike redes te verskaf indien hy of sy nie die advies aanvaar nie.

3.28 Die RHO sal verantwoordelik wees vir gehalteversekering en -bevordering in hoër onderwys, deur sy permanente komitee, die Hoër Onderwys Gehalte-komitee (HOGK), wat gedelegeerde bevoegdheid van SAKO vir hierdie doel sal versoek. (Sien paragrawe 2.69 - 2.71 hierbo.) Die RHO sal die reëlins wat hy toepaslik ag tref om binne die beleidsraamwerk en prosedure-riglyne, soos deur SAKO vasgestel, te funksioneer.

Nasionale Taakgroep oor Transformasie (NTGT)

3.29 Die Ministerie het 'n Nasionale Taakgroep oor Transformasie (NTGT) gestig ingevolge 'n resoluie van die Julie 1996 Indaba-spitsberaad oor hoër onderwys. Die Ministerie het ook die Nasionale Raamwerk-ooreenkoms oor Transformasie (NROT) aanvaar, voorberei deur die NTGT op die basis van 'n konsep wat deur die Spitsberaad na hom verwys is, wat hy by inrigtings aanbeveel het. Gedragskodes en konflikoplossing-meganismes word in die NROT aanbeveel, en waartoe die Ministerie hom verbind het om dit te verfyn en versterk om sodoende inrigtings in die proses van transformasie by te staan. Die NTGT se

werksaamhede en programme sal deur die Departement van Onderwys bestuur word. Die NTGT sal 'n sleutelrol speel in die byeenroeping van die jaarlikse oorlegplegingspitsberaad van belanghebbers, asook in die advisering van die Minister aangaande die stand van transformasie in die inrigtings.

Die Hoër Onderwystak van die Departement van Onderwys

3.30 Die Ministerie het 'n nuwe Hoër Onderwystak van die Departement van Onderwys gestig, met 'n Adjunk Direkteur-Generaal aan die hoof daarvan. Die toepaslike funksies van die Departement aangaande beleidsontwikkeling en -beplanning, hulpbrontoewysing en finansiering, inligtingsinsameling en ontleding, en monitering en verslagdoening oor hoër onderwys, is in die Tak gekonsolideer, en word deur ander takke van die Departement van Onderwys ondersteun. Die Tak sal sy hulpbronne vergroot deur uit te kontrakteer asook deur die gebruikmaking van gesekondeerde persone uit die hoër onderwyssektor.

3.31 Met betrekking tot die doelwitte van transformasie, het die Tak, in samewerking met ander takke in die Departement, die volgende hoof-verantwoordelikhede:

- om die Minister te adviseer oor beleidsformulering en nasionale beplanning vir die hoër onderwysstelsel, in die lig van of bykomend tot advies wat reeds deur die RHO verleen is
- om die Minister te adviseer oor die stand van institusionele transformasie
- om inligting te spesifiseer wat deur hoër onderwysinrigtings verskaf moet word en die insameling, dokumentering, prosessering en ontleding van sulke inligting, insluitend die ontwikkeling van vergelykende prestasie-aanwysers
- die bedinging en toewysing van algemene en doelwit-spesifieke fondse aan inrigtings op die basis van institusionele planne, met inagneming van die beplande programdoelwitte en prioriteite van studente-inskrywings volgens terreine en vlakke van studie
- die toewysing van geoormerkte fondse vir individuele en institusionele regstelling en om prestasieverbetering te bevorder
- die ontwikkeling van die Nasionale Studente Finansiële Hulpskema (NSFHS)
- die streng toepassing van die kriteria en prosedures vir die registrasie van private verskaffers van hoër onderwys ingevolge die Wet op Hoër Onderwys
- om inligtingsdienste te verskaf, insluitend daardie dienste wat vereis word om die funksies van die RHO te ondersteun
- die opdra van navorsing wat die Tak in die uitvoering van sy funksies sal ondersteun

- skakeling met en die verskaffing van bystand aan georganiseerde hoër onderwyspersoneel, studente- en bestuursbelangegroep.

3.32 Die Hoër Onderwystak en die Raad vir Hoër Onderwys sal saamwerk in die onderneming van hulle onderskeie funksies, deur inligting te deel en gesamentlik deel te neem aan vergaderings en projekte waar toepaslik. Die Hoër Onderwystak sal ook aktief betrokke wees by inter-departementele werksaamhede wat daarop ingestel is om die samehangendheid van die regering se oorkoepelende benadering tot maatskaplike en ekonomiese ontwikkeling te verbeter, insluitend kunste, kultuur, wetenskappe en tegnologie, navorsing en ontwikkeling, arbeidsvoorsiening en die skep van vaardighede, gesondheid en maatskaplike regverdigheid.

INSTITUSIONELE BESTUUR

3.33 Dit is die verantwoordelikheid van hoër onderwysinrigtings om hulle eie sake te bestuur. Die Ministerie het geen verantwoordelikheid of begeerte om inrigtings te mikro-bestuur nie. Dit is ook nie wenslik vir die Ministerie om té voorskriftelik te wees in die regulerende raamwerke wat hy vestig nie. Diversiteit en plooibaarheid is belangrike aspekte van institusionele reaksie op verskillende behoeftes en omstandighede. Dit is slegs in uiterste omstandighede dat die Minister van Onderwys, as die verantwoordelike verteenwoordiger van die verkose regering van die land, dit sal oorweeg om in te meng om sodoende bystand te verleen om die goeie orde en wettige bestuur in 'n inrigting, soos beoog in par. 3.45, reg te stel.

Rade

3.34 Rade is die hoogste besluitnemingsliggame van openbare inrigtings. Hulle is verantwoordelik vir die goeie orde en bestuur van inrigtings en vir hulle missie, finansiële beleid, prestasie, gehalte en reputasie. Om openbare vertroue te handhaaf, behoort rade 'n meerderheid van minstens 60 persent van lede buite die inrigting in te sluit. Rade behoort nie betrokke te wees by die daaglikse bestuur van inrigtings nie, aangesien dit die verantwoordelikheid is van hulle uitvoerende bestuur, gelei deur die visekanselier, rektor of prinsipaal, wat op sy beurt teenoor die raad aanspreeklik is.

3.35 Die transformasie van rade deur 'n deelnemende demokratiese proses, wat al die betrokke en erkende belanghebbers insluit, is 'n kritiese eerste stap in die skepping van strategieë vir die transformasie van inrigtings. Getransformeerde rade, wat die ondersteuning en respek van alle belanghebbers geniet, sal dan in staat wees om 'n doeltreffende rol te speel in die vestiging van die nodige beleid en strukture vir die transformasie van inrigtings.

Forums

3.36 Die Ministerie moedig die betekenisvolle betrokkenheid van studente en personeel aan in alle permanente bestuurstrukture van die inrigtings, insluitend rade. Hulle deelname aan die Breë Transformasie-forum is nie 'n plaasvervanger vir lidmaatskap en verantwoordelike deelname aan ander formele bestuurstrukture van die inrigtings nie.

3.37 Nieteenstaande gaan die Ministerie voort om die vestiging en werking van Breë Transformasie-forums sterk te ondersteun. Ten beste het hulle verrys as strukture in en deur wie institusionele belanghebbers kan verenig om gesamentlik die agenda, rooster en strategieë vir transformasie te bepaal, om gedragskodes voor te berei, om tot dispuut-oplossingsprosedures toe te stem en dit deur te voer, en om nuwe wetgewing te formuleer. Waar BTFs nog nie ingestel is nie, in onbruik verval het, of verontagsaam is, word rade en inrigtings gelas om hulle te vestig en aan hulle die verskuldigde status en erkenning te verleen, binne die raamwerk van transformasie-beleid, soos omskryf in hierdie Witskrif. Die samestelling, funksies en prosedures van sulke forums sal verskil volgens die behoeftes en omstandighede van inrigtings. Die lewensduur van strukture wat ingestel is spesifiek vir die transformasieproses mag beperk wees, en van inrigting tot inrigting verskil. Inrigtings mag besluit om formele erkenning of nie aan hulle te verleen in hulle private wette of statute.

3.38 Die Ministerie erken egter die behoefte vir die vestiging van permanente institusionele forums wie se funksies die volgende kan insluit:

- vertolking van nuwe nasionale beleidsraamwerk
- identifisering en instemming oor probleemterreine wat aangespreek moet word
- betrokkenheid by die keuring van kandidate vir top bestuurposisies
- die daarstelling van die veranderingsagenda, insluitend die ras- en geslagsbillikheidsplanne (sien hieronder)
- verbetering van die institusionele kultuur (sien hieronder)
- die verskaffing van 'n forum om belange te bemiddel en dispute te beslis
- deelname aan die hervorming van bestuurstrukture
- die ontwikkeling en bedinging van 'n gedragskode
- die monitering en evaluasie van verandering (Sien NKHO, 1996: 205.)

3.39 Die Wet op Hoër Onderwys sal voorsiening maak vir die vestiging van 'n verteenwoordigende institusionele forum as 'n komitee van die Raad van elke hoër onderwysinrigting.

Studente-diensraad

3.40 "Studente ondersteuningsdienste in hoër onderwysinrigtings verskaf persoonlike, loopbaan-, kurrikulum- en onderwysvoorligting en -berading, lewensvaardighede en sportprogramme, gesondheids- en finansiële hulpdienste, en studente-behuisingsgeriewe" (NKHO, 1996: 205). Die Ministerie gelas elke inrigting om 'n Studente-diensraad te vestig, met 'n beleidsadviserende rol in studente-dienste. Hierdie raad moet demokraties saamgestel wees, maar onder voorsitterskap van 'n senior uitvoerende lid van die inrigting.

Institusionele kultuur

3.41 Die Ministerie het ernstige kommer oor bewyse van geïnstitusionele vorme van rassisme en seksisme, asook die voorkoms van gewelddadige gedrag op baie kampusse van hoër onderwysinrigtings. Dit is noodsaaklik om die ontwikkeling van institusionele kulture te bevorder, wat waardes sal vergestalt en gedrag, gemik op vreedsame vergadering, rekonsiliësie, respek vir verskille en die bevordering van die algemene heil sal vergemaklik.

3.42 Die Ministerie stel voor dat alle hoër onderwysinrigtings meganismes behoort te ontwikkel wat:

- 'n beskermde en veilige kampusomgewing sal skep, wat teistering of enige ander vyandelike gedrag, gemik teen persone of groepe op enige gronde, wat dit ook al is, sal ontmoedig, maar in besonder op grond van ouderdom, kleur, geloof, gestremdheid, geslag, huwelikstatus, nasionale oorsprong, ras, taal of seksuele oriëntasie
- standarde sal stel vir verwagte optrede vir die totale kampusgemeenskap, insluitend maar nie beperk tot administrateurs, fakulteite, personeel, studente, veiligheids personeel en kontrakteurs nie
- 'n kampusomgewing sal bevorder wat sensitief is vir rasse- en kulturele diversiteit, deur middel van buitekurrikulêre aktiwiteite wat studente blootstel aan kulture en tradisies verskillend van hulle eie, en studente-aktiwiteite wat gemik is op hierdie doelwit
- bekwame personeel sal toewys om vordering in die terreine hierbo genoem te monitor.

3.43 Die Ministerie is ten gunste van 'n institusionele kultuur waarin daar geslagsgelykheid is. Inrigtings het 'n verantwoordelikheid om 'n billike en ondersteunende klimaat vir vroue-studente en -personeel te skep. Prioriteitsterreine wat die deelname van vroue beïnvloed, sluit in vroue se verteenwoordiging in senior akademiese en administratiewe posisies en

institusionele bestuurstrukture, kindersorgeriewe by inrigtings, regstellende aksie vir die vordering van vroue, en meganismes om vroue-studente by nagraadse studies en by wetenskap en tegnologie te betrek. Institusionele inligtingstelsels behoort meganismes in te sluit vir die monitering en versameling van data oor vroue-studente en -personeel.

3.44 Die Ministerie betreur die vele insidente van verkragting en seksuele teistering op hoër onderwyskampusse. Inrigtings word gelas om institusionele beleid, wat seksuele teistering van studente en werknemers verbied te ontwikkel en te versprei, tesame met die instelling van verslagdoenings- en grieweprosedures wat slagoffer-ondersteuning en berading, vertroulikheid, beskerming van klaers teen vergelding, asook meganismes om gepaste prosesse en beskerming vir respondente te verseker.

Onafhanklike assessor

3.45 In ooreenstemming met die Ministerie se verantwoordelikheid om aanspreeklikheid vir die gebruik van openbare hulpbronne en agting vir die reputasie van die hoër onderwysstelsel te verseker, sal die Wet op Hoër Onderwys 'n wetlike reg aan die Minister verleen om onafhanklike waardebeoordeling en advies oor die toestand van 'n hoër onderwysinrigting te vra, wanneer ernstige toestande in 'n inrigting of inrigtings ontstaan wat ondersoek ingevolge die prosedures, voorgeskryf deur die Wet, regverdig. Die RHO sal versoek word om 'n paneel van onafhanklike assessors saam te stel waaruit die Minister sal kies.

3.46 Die reg om 'n assessor na 'n inrigting te stuur mag uitgeoefen word waar die raad van 'n inrigting dit versoek, of in buitengewone omstandighede wat finansiële of ander wanadministrasie van 'n ernstige aard behels, of wat die doeltreffende funksionering van die inrigting ernstig benadeel, waar die raad nie daarin kon slaag om die situasie op te los nie, en so 'n aanstelling in die beste belang van hoër onderwys in 'n oop en demokratiese gemeenskap is. 'n Onafhanklike Assessor sal binne 30 dae van aanstelling aan die Minister verslag doen, met bevindinge en aanbevelings. Die verslag sal aan die raad van die inrigting beskikbaar gestel word.

HOOFSTUK 4

FINANSIERING

UITBREIDING, KOSTES EN HULPBRONNE

4.1 Die transformasie van die hoër onderwysstelsel om aan groei-, billikheids- en gehalte-doelwitte te voldoen, sal bykomende kostes behels. Die voor die hand liggende vraag is: hoe sal hierdie kostes betaal word wanneer dit onwaarskynlik is dat noemenswaardige stygings in openbare besteding op hoër onderwys die reële ekonomiese groeikoers grootliks sal oorskry?

4.2 Daar is wesenlike geleentheid om die interne doeltreffendheid van die hoër onderwysstelsel te verbeter, al sou dit ook tyd neem om betekenisvolle besparings te genereer. 'n Doelbewuste poging is nodig om stelselwye en institusionele hervormings in werking te stel wat verkwistende besteding inkort, doeltreffendheid bevorder en gehalte verbeter. Sulke maatreëls sluit byvoorbeeld in:

- Verlaging van eenheidskoste deur 'n oop en deursigtige toewysing van openbare fondse gebaseer op normatiewe kostes en prestasiekriteria.
- Vermindering van duplisering en oorvleueling in institusionele, program- en diensverskaffing.
- Verbreding van die gebruik van hoër gehalte maar minder arbeidsintensiewe onderrig- en studiestrategieë, insluitend afstandonderrig en hulpbron-gebaseerde studie.
- Verbetering van studente deurvloeiing en slaagkoerse, bygestaan deur doeltreffende akademiese ontwikkeling en studente-ondersteuningstelsels, en meer gefokusde of gerigte openbare finansieringsmaatreëls.

4.3 Suid-Afrika se huidige vlak van openbare besteding op hoër onderwys is taamlik hoog volgens internasionale standaarde, en het teen 'n ietwat vinniger reële tempo gegroei as wat die geval is in baie lande. Dit is onwaarskynlik dat die onlangse tendens van openbare bestedingsgroeikoerse in hierdie sektor oor die volgende dekade gehandhaaf kan word, gegewe ander dringende maatskaplike behoeftes. Gegewe geproekteerde nasionale ekonomiese groeiberamings, sal daar egter beduidende reële bestedingstygings wees indien die huidige vlakke van openbare en private besteding op hoër onderwys as 'n verhouding van die BBP gehandhaaf word. Die Ministerie glo dus dat daar 'n goeie saak uit te maak is vir die handhawing van die huidige vlakke van openbare besteding op hoër onderwys as 'n

verhouding van die BBP. Dit is nodig indien die doelwitte van uitbreiding, transformasie en regstelling bereik wil word.

4.4 Alhoewel dit moontlik is om vinnige inskrywingsgroei te bewerkstellig sonder ekstra besteding, is die gevolge daaraan verbonde problematies. Ondervinding, internasionaal sowel as op die tuisfront, wys dat uitbreiding sonder nuwe belegging lei tot oorvol geriewe, lae moraal onder die akademiese personeel, swak gehalte programme, 'n daling in navorsingsproduksie en -gehalte, en, uiteindelik 'n verlies aan vertroue onder studente, werkgewers en finansiers in die gedevalueerde produkte van hoër onderwys.

4.5 Ten spyte van nasionale fiskale beperkinge, en die regering se verbintenis tot fiskale dissipline, vereis die sentrale rol van hoër onderwys in die ontwikkeling van hoë vlak vaardighede en bekwaamhede, wat noodsaaklik is vir maatskaplike en ekonomiese ontwikkeling, volgehoue finansiële belegging in die hoër onderwysstelsel.

4.6 Wesenlike bykomende kostes word geassosieer met groter studente-deelname, die regstelling van huidige ongelykhede, en die herstrukturering van bestaande programme. Hierdie kostes sal gedek moet word uit 'n strategiese mengsel van finansieringsbronne. Dit sal insluit stelsel- en institusionele doeltreffendheid, 'n groter volume private bydraes, en verhoogde, hertoegedeelde en streng geoormerkte openbare sektor-uitgawes.

4.7 *Gratis* hoër onderwys vir studente is nie 'n bekostigbare en volhoubare opsie vir Suid-Afrika nie. Die kennis en vaardighede wat verwerf word in die bereiking van hoër onderwyskwalifikasies genereer beduidende lewenslange private voordele vir suksesvolle studente asook langtermyn maatskaplike voordele vir die publiek as geheel. Alhoewel hoër onderwysinrigtings 'n steeds toenemende groot gedeelte van studente uit arm gesinne toelaat, is studente van middelklas- en ryk gesinne steeds buite verhouding goed verteenwoordig. *Vir al hierdie redes*, behoort die koste van hoër onderwys billik verdeel te word tussen openbare en private begunstigdes.

4.8 Dit is egter belangrik dat die regstreekse koste vir studente binne verhouding moet wees met hulle vermoë om te betaal. Soos die profiel van studente-inskrywings al hoe meer verteenwoordigend raak van die algemene bevolking, is daar 'n skerp styging in die verhouding van geskikte studente uit arm gesinne. Finansiële behoeftes behoort nie 'n onoorkomelike versperring tot toegang en sukses in hoër onderwys te wees nie. 'n Realistiese fooistruktuur moet dus hand aan hand gaan met 'n volhoubare program van finansiële bystand vir studente. Dit word in meer besonderhede bespreek in paragraaf 4.38 hieronder.

4.9 Die finansiering van hoër onderwys moet billikheid van toegang en resultate verhoog, gehalte en doeltreffendheid verbeter, en hoër onderwysaktiwiteite en nasionale en streeksontwikkelingsbehoefte meer doelgerig koppel. Diversiteit in missies, programme en

klante is noodsaaklike kenmerke van 'n florerende, geïntegreerde stelsel. Die finansieringsraamwerk sal doelgerigte en billike verskeidenheid in die stelsel ondersteun.

4.10 Die Ministerie sal doelwit-georiënteerde aansporingsmaatreëls as 'n integrale deel van die openbare finansieringsraamwerk aanvaar. Duidelike aansporingsmaatreëls sal naamlik gebruik word om die ontwikkeling van die hoër onderwysstelsel ooreenkomstig nasionale doelwitte te stuur.

4.11 Dit sal aangevul word deur meer private hulpbronne vir hoër onderwys in te span, deur byvoorbeeld verskeie vorme van werkgewerbydraes, bemakings en donasies, beter bestuur van institusionele beleggings, kontrakte en raadgewers, en 'n uitbreiding van behoorlik gereguleerde hoër onderwysprogramme en -inrigtings.

DOELWIT-GEORIËNTEERDE PRESTASIE-VERWANTE OPENBARE FINANSIERING

4.12 Die nuwe openbare finansieringsraamwerk moet billik wees, prestasie-verwant, en wyd binne die sektor aanvaar word, asook voortreflikheid bevorder. Oor die volgende aantal jare, geadviseer deur die Raad vir Hoër Onderwys, sal die Ministerie 'n raamwerk vestig met:

- 'n toepaslike balans tussen institusionele outonomie en openbare aanspreeklikheid, en
- prosedures wat eenvoudig, deursigtig, plooibaar en regverdig is, en wat binne die beskikbare en voorsienbare vermoëns van die Departement van Onderwys en die institusionele rade, bestuurs- en akademiese leierskap bestuur kan word.

4.13 Die Ministerie verwag nie om beduidend van die hoofbenadering en noodsaaklike finansieringbeginsels, soos neergelê in hierdie hoofstuk af te wyk nie, maar hulle is oop vir verbetering en wysiging op die basis van ondervinding en advies, insluitend advies van die RHO.

4.14 Doelwit-georiënteerde openbare finansiering van hoër onderwysinrigtings is bedoel om te lei tot:

- meer billike studente-toegang
- verbeterde gehalte van onderrig en navorsing
- verhoogde studente-vordering en slaagkoerse, en
- groter sensitiviteit vir maatskaplike en ekonomiese behoeftes.

4.15 Die spesifikasie van prestasiekriteria sal in oorlegpleging met die RHO gedoen moet word. Prestasie-verwante finansiering moet toenemend ingestel word om inrigtings sodoende toe te laat om hulle inligtings- en moniteringstelsels aan te pas.

4.16 Die nuwe openbare finansieringsraamwerk sal twee hoofelemente hê:

- (i) 'n vereenvoudigde meganisme vir die toewysing van blokfinansiering vir algemene doeleindes op 'n rollende drie-jaarlikse basis, en
- (ii) die verskaffing van geoormerkte fondse om spesifieke doelwitte te bereik, insluitend bepaalde regstelling van onbillikhede in toegang en kapasiteit, finansiële bystand vir studente, personeelontwikkeling, kurrikulumontwikkeling, navorsingsontwikkeling, biblioteke en inligtingstechnologie, kapitaalwerke en toerusting, en beplande verbetering in funksioneringsdoeltreffendheid.

4.17 Die subsidie-formules vir universiteite en teknikons vorm tans gemiddeld ongeveer 85% van die openbare finansiering van hierdie inrigtings. Die res bestaan uit ad hoc fondse vir kapitaalwerke, die betaal van lenings, eiendomsbelasting en die toewysing van finansiële bystand vir studente. Die Ministerie is bewus van die behoefte by inrigtings om 'n toereikende vlak van kernfinansiering te bekom om hulle werksaamhede te handhaaf. Dit is egter duidelik dat die huidige 15% gedeelte van fondse wat deur nie-formule finansiering verskaf word te laag is om dringende behoeftes aan te spreek en om die grondslag te lê vir 'n getransformeerde stelsel.

4.18 Die Ministerie is dus van plan om die verhouding van beskikbare fondse vir geoormerkte finansiering van elk van die begrotingsjare 1998, 1999 en 2000 te verhoog. So byvoorbeeld sal die vlak van finansiering wat verskaf word vir finansiële hulp aan studente moet styg. 'n Bepaalde program van institusionele regstelling is ook nodig. Verskeie inrigtings het 'n agterstand van geboue, oorvol koshuise, biblioteke met swak hulpmiddele, ontoereikende inligtingstechnologie en ander soortgelyke kwantifiseerbare leemtes. 'n Program van regstelling kan wel vir 'n gedefinieerde tydperk op 'n behoefte-basis funksioneer, en moet behoefte sowel as institusionele prestasieverbeteringsplanne en resultate in ag neem, sodat interne leemtes progressief verminder word. Geoormerkte fondse is ook nodig om 'n verbetering in studente slaagkoerse, navorsingskapasiteitsbouing, nagraadse ontwikkeling, program-verwante kapitaalontwikkeling, die bou van beplanningskapasiteit en streeksamewerking te bewerkstellig.

4.19 Die nuwe raamwerk sal nie op sigself die totale openbare finansiering van die sektor vermeerder of verminder nie, maar sal dit anders verdeel. Met of sonder die nuwe raamwerk in plek, sal dit steeds vir die RHO en die Ministerie nodig wees om 'n saak uit te maak vir bykomende finansiering vir die sektor in lyn met BBP-groei.

'N NUWE OPENBARE FINANSIERINGSFORMULE

4.20 Die nuwe openbare hoër onderwys finansieringsraamwerk sal doelwit-georiënteerde beplanning op die institusionele vlak asook op stelselvlakke vereis. Die Ministerie sal

progressief 'n nuwe formule ontwerp en instel vir blokbedryfstoewysings aan inrigtings om hulle onderrig- en verwante herhalende kostes te ondersteun. Hierdie bloktoewysings sal aan inrigtings betaalbaar wees op die basis van hulle beplande (volydse ekwivalent of VE) inskrywings op verskillende terreine en studievlakke, wat in ooreenstemming met hulle institusionele missies en planne sal wees. Soos in par 2.14 hierbo beskryf is, sal institusionele planne die institusionele missie insluit, asook aanduidings van inskrywingsmikpunte volgens program-, rasse- geslags- en billikheidsdoelwitte en -maatreëls, menslike hulpbron-ontwikkelingsplanne, en planne vir nuwe programontwikkeling, akademiese ontwikkeling, navorsingsontwikkeling en infrastruktuurontwikkeling.

4.21 Binne die konteks van sy breër publieke administrasie-hervormings, in besonder sy mediumtermyn ekonomiese raamwerk en nuwe driejaar-begrotingsbeplanning, beoog die Ministerie om elke belastingjaar driejaar-voorstelberamings van begrotingsuitgawes volgens program te publiseer, so gou as wat die nodige stelsel binne die Departement van Onderwys en hoër onderwysinrigtings in plek is. Die Ministerie van Onderwys sal ooreenkomstig 'n jaarlikse staat in begrotingsverband uitreik, wat die geraamde vlak van bloktoewysings aan elke hoër onderwysinrigting vir elk van die volgende drie akademiese jare verskaf.

4.22 Driejaarlikse planne van inrigtings sal verslag doen van al hulle beplande VE-inskrywings, ongeag of dit deur openbare subsidie ondersteun word. Die planne sal die terreine en vlakke van studie aandui waarin inrigtings beplan om hulle inskrywings volgens hulle missies en doelwitte, en in reaksie op veranderende aanvraag uit te brei of in te krimp.

4.23 Finansiering vir 'n ooreengekome aantal openbaar-gesubsidieerde VE-inskrywings sal drie jaar vooruit aangekondig word om sodoende aan inrigtings 'n voorspelbare basis vir beplanning te verskaf. Die Ministerie van Onderwys sal die aantal openbaar-gesubsidieerde VE-plekke elke jaar met inrigtings onderhandel, met betrekking tot die volgende drie jaar van die rollende driejarige tydperk. Onderhandelings sal studente-vraagberamings wat algemeen beskikbaar is in ag neem, asook langtermyn arbeidsmarkseine aan die een kant, en institusionele kapasiteit en prestasie aan die ander kant.

4.24 Inrigtings sal in staat wees om studente in te skryf bykomend tot die ooreengekome aantal openbaar-gesubsidieerde VE-studenteplekke, maar hulle moet in staat wees om dit te doen uit fondse wat hulle self ingesamel het en nie van die regering ontvang het nie. Onvermoë om die VE-inskrywings beplande mikpunte te behaal, sal 'n inrigting aanspreeklik maak om ekwivalente fondse te verbeur deur verlaging in sy bedryfstoewysings volgens 'n algemeen bekende prosedure.

4.25 Om die maksimum plooibaarheid van inrigtings onder die nuwe reëlins te bereik, moet inrigtings hulle eie fooie vir gesubsidieerde studenteplekke bepaal, asook vir studenteplekke buite die openbaar-gefinansierde kwota. Die basis waarop die vlak van fooie

vasgestel word moet deursigtig wees en onderworpe aan noukeurige ondersoek binne die inrigting, en dit moet redelike billikheidskriteria bevredig. Die Minister sal egter van inrigtings, wie se onderrigfooie heelwat bokant die nasionaal-bepaalde prys per gesubsidieerde studenteplek was, verwag om te verduidelik waarom daar van studente verwag word om premium koerse te betaal, en om te beskryf hoe arm studente bygestaan sal word met betaling.

4.26 Regeringsfinansieringskoerse per VE-studenteplek sal varieer volgens die breë studieterrein en studievlak, maar sal standaard wees vir alle inrigtings. Dit sal gebaseer wees op indeksgekoppelde beramings van die relatiewe koste van onderrig. Pryse per studenteplek op navorsingsvlak van studie (tipies meesters- en doktorale studies), sal die koste van navorsingstoelig, infrastruktuur en verbruiksgoedere wat 'n integrale deel van navorsing vorm insluit, maar nie projektkostes per se nie. Boonop sal navorsingsprojekte steeds afsonderlik deur die Nasionale Navorsingstigting gefinansier word, op 'n mededingende portuuroorsigbasis, en geoormerkte finansiering vir die ontwikkeling van navorsingskapasiteit sal ook beskikbaar wees.

4.27 Die instelling van 'n "finansieringsmatriks" van randwaardes teenoor breë studieterreine en studievlakke, vereis ontleding van die rigtinggewende gemiddelde koste van sulke onderrig en verwante aktiwiteite, volgens breë terreine en vlakke van studie. Dit moet oor akademiese integriteit beskik en reële kosteverskille verteenwoordig. Pryse kan bepaal word vir elke sel in die matriks. Hierdie aangeleenthede, en die verhouding tussen terreine en vlakke van studie, die NKR en Suid-Afrikaanse Na-sekondêre Onderwys (SANSO) kategorieë, sal na die Raad vir Hoër Onderwys verwys word vir tydige advies.

4.28 Die Ministerie besef die aansienlike koste-differensiale wat betrokke is in die onderrig van studente uit benadeelde agtergronde teenoor student uit bevoordeelde agtergronde. Die Ministerie aanvaar dat akademiese ontwikkeling en oorbruggingsprogramme by die finansieringsformule ingelyf moet wees.

4.29 Die Ministerie het die moontlike insluiting van studenteslaagkoerse in die finansieringsmatriks oorweeg. Terwyl daar 'n behoefte is om institusionele doeltreffendheid en doelmatigheid te verbeter, is die insluiting van studenteslaagkoerse op hierdie stadium ontoepaslik, gegewe die verskillende apartheidserfenisse van bestaande inrigtings en die behoefte om 'n toekomsgerigte benadering te aanvaar. In die lig van die breë variasies in behoefte en kapasiteit, asook die beleidsdoelwit om diversiteit en gehalteverbetering binne die stelsel aan te moedig, sal die Ministerie sy onderhandelings met inrigtings baseer op hulle akademiese planne en op die vordering wat hulle maak om die prestasieverbeteringsmikpunte, soos geskets in hulle strategiese planne, te bereik. Studentevordering en slaagkoerse sal binne daardie konteks gemonitor word. Daar sal ook aandag

geskenk word aan die waardebepalings van gehalte wat deur die Raad op Hoër onderwys verskaf word.

4.30 Die Ministerie aanvaar 'n beleid van konsentrasie en selektiwiteit in die finansiering van navorsing en navorsingsopleiding. Onderhandelinge oor die aantal plekke wat met openbare fondse gefinansier moet word op die navorsingsmeesters en doktrale vlakke, sal bepaal word deur die prestasie-aanwysers vir navorsingskapasiteit, sukses en uitset per fakulteit. Binne die finansieringsmatriks sal die Ministerie die uitbreiding van nagraadse opleiding in daardie dele van inrigtings (histories-bevoordeelde en histories-benadeelde tesaam), waar daar bewysbare sterk punte is, ondersteun en bystaan. (Geoormerkte finansiering sal gebruik word om die ontwikkeling van nuwe institusionele sentrums vir nagraadse opleiding en navorsing, waar daar duidelike bewys van potensiaal vir sukses is, te ondersteun.)

4.31 Die Ministerie is ooreed dat die finansieringsformule voorsiening vir die erkenning van meetbare navorsingsproduksie moet insluit, aangesien sodanige erkenning bewys het dat dit aansporingswaarde het om hoë gehalte navorsing en publikasies te stimuleer, en om inrigtings in staat te stel om die navorsingsprestasie van hulle studente te monitor en te vergelyk, intern (oor terreine heen) sowel as ekstern (oor inrigtings heen). Die Ministerie sal om advies vra by die RHO en die Nasionale Navorsingstigting, om die kriteria vir navorsingserkenning te hersien. Dit sal gedoen word in die lig van internasionale ondervinding en met inagneming van die spesifieke toestande van ons eie navorsings- en publikasie-omgewing. So 'n oorsig is reeds lank agterweë en sal wyd verwelkom word.

4.32 In die voorbereiding vir die instelling van die nuwe finansieringsformule, is dit nodig om die omvang van teenstrydighede in programkoste onder inrigtings te beraam en te verduidelik. Voorlopige ontledings in die Departement dui daarop dat sulke teenstrydighede wyd versprei is en, in baie gevalle, uitermatig is. Verdere werk sal behels dat die nuwe finansieringsnorme denkbeeldig teenoor die huidige profiel van studente-inskrywings toegepas moet word, asook die identifisering van variasies onder inrigtings. Waar herverdeling nodig is om die veld gelyk te maak vir toekomstige formule-gebaseerde toewysing van bloktoewysings, sal 'n kombinasie van maatreëls, insluitend aanpassings aan die aantal plekke wat met openbare fondse gefinansier is en/of aanvullende toewysings aan relatief onderbefondse inrigtings, oor die mediumtermyn toegepas word, na toepaslike oorlegpleging met inrigtings en in die RHO.

GEOORMERKTE FINANSIERING

4.33 Finansieringsformules kan nie al die verskille tussen inrigtings in ag neem sonder om te ingewikkeld en lomp te raak nie. Finansieringsformules leen hulle ook nie daartoe om

besondere behoeftes te akkommodeer nie, veral indien die behoeftes fluktueer of met die tyd te verminder. Die meganisme van geoormerkte finansiering leen hom geredelik daartoe om in spesifieke, en dikwels korttermyn behoeftes te voorsien, en is dus die tweede groot komponent van die voorgestelde nuwe openbare finansieringsraamwerk.

Geoormerkte fondse vir institusionele regstelling

4.34 Daar sal 'n program van bepaalde finansiering wees om onbillikhede en leemtes, wat in die besonder deur histories-benadeelde inrigtings ondervind word, reg te stel. Die funksie van die regstellingsprogram is om spesifieke behoeftes te bepaal, verwant aan toegang en kapasiteit, wat ontstaan het uit onderwystekorte en ander vorme van opsetlike benadeling wat deur studente of inrigtings verduur is, as 'n gevolg van voormalige regeringsbeleid. As 'n meganisme om bystand te verleen vir die ontwikkeling van inrigtings of programme, sal dit met die tyd vervang word deur die doelwit-georiënteerde subsidieproses en deur ander kategorieë van geoormerkte finansiering.

4.35 Daar sal van inrigtings, wat onder die regstellingsprogram om finansiering aansoek doen, vereis word om die spesifieke behoeftes waarvoor die fondse verligting sal bring of 'n hulpmiddel sal verskaf, asook die beplande resultate, te dokumenteer. Vir elke projek waarvoor finansiering gevra word, sal inrigtings die maatreëls moet aandui wat hulle wil gebruik om hulle sukses te evalueer in die toepassing van die fondse om gestelde resultate te bereik.

4.36 Fondse wat deur hierdie program verskaf word sal beskikbaar wees om verbetering op die volgende terreine te ondersteun: bestuurskapasiteitsontwikkeling, personeelontwikkeling, akademiese ontwikkeling, kurrikulumontwikkeling, bibliotekeiendom, studente-geriewe, geboue en die ontwikkeling van institusionele kapasiteit.

4.37 Die Ministerie sal 'n oudit uitvoer van daardie inrigtings wat geskik is vir finansiering deur hierdie program in die 1998 - 2000 driejarige tydperk. Die oudit sal onderneem word om beginpunte vas te stel om die relatiewe benadeling van inrigtings en verwysingspunte vir die monitering van vordering in die verbetering van leemtes te vergelyk. Daar sal van inrigtings vereis word om die volgende te voorsien:

- 'n finansiële staat van inkomste, uitgawes, bates en laste
- 'n personeelprofiel volgens posvlakke en kwalifikasies, ouderdom, ras en geslag
- 'n profiel van studente-inskrywings volgens ras, geslag en opvoedkundige agtergrond.

Die oudit sal die volgende lewer:

- 'n finansiële vooruitskouing en risiko-beraming

- 'n inventaris van geboue, koshuise en toerusting (insluitend inligtingstechnologie) volgens ouderdom, toestand, benutting en onderhouds- en vervangingskoste.

4.38 Die toekenning van geoormerkte fondse vir regstellingsdoeleindes sal gebaseer wees op die behoeftes wat in die institusionele oudits geïdentifiseer is, die prestasieverbeteringsplanne van inrigtings en die volgende kriteria:

- 'n lewensvatbare besigheidsplan, insluitend aksies om institusionele bronne van inkomste te diversifiseer
- realistiese planne en bewysbare aanwysers van vordering in die rigtings van rasionalisering en diversifisering van programaanbiedings en studente-inskrywings; en
- definitiewe stappe in die rigting van verbetering in interne doeltreffendheid.

Geoormerkte fondse vir finansiële hulp aan studente

4.39 Die Ministerie van Onderwys is ten volle verbind tot 'n plooibare, deelnemende en volhoubare Nasionale Studente Finansiële Hulpskema (NSFHS), wat gesien word as deel van die totale finansieringsbeleid vir die hoër onderwyssektor. Die Ministerie ondersteun 'n benadering tot hoër onderwysfinansiering wat gebaseer is op die deel van kostes tussen private begunstigdes (studente) en die Staat wat openbare belange verteenwoordig. Terselfdertyd is die Ministerie daarvan bewus dat daar ernstige beperkings is op die vermoë van baie studente en hulle gesinne om te betaal, in besonder eerste-generasie studente uit arm gesinne. Om te verseker dat bekwame studente nie uitgesluit is van toegang tot hoër onderwys as gevolg van armoede nie, is dit noodsaaklik om 'n omvattende finansiële hulpskema vir studente wat goed funksioneer in plek te hê.

4.40 'n Toereikende en doeltreffende program van finansiële bystand aan studente is 'n noodsaaklike voorwaarde vir 'n getransformeerde, billike hoër onderwysstelsel, wat volgens sakebeginsels in 'n stabiele finansiële omgewing funksioneer. Finansiële hulp vir studente is nie 'n opsionele ekstra vir 'n lewensvatbare moderne hoër onderwysstelsel nie, maar 'n integrale deel van die openbare en private belegging in die nasie se hoë vlak menslike hulpbronontwikkeling. Dit moet dus professioneel beplan en bestuur word met 'n toepaslike meganisme vir aanspreeklikheid. Finansiële hulp aan studente is ook nie 'n substituuat vir verantwoordelike self-onderhouding deur studente nie, maar 'n geldige vorm van aanvullende ondersteuning, veral vir die meerderheid van jong Suid-Afrikaners wie se gesinsondersteuningstelsels slegs 'n fraksie van die koste van huidige hoër onderwysprogramme kan dra. 'n Volhoubare stelsel moet gebaseer wees op deursigtige en verdedigbare kriteria vir geskiktheid, ingeboude aansporingsmaatreëls om gedissiplineerde pogings aan te moedig, belonings vir akademiese sukses, en sanksies teen mislukking of versuim.

4.41 Die Departement van Onderwys het gebaat by die uitgebreide ontleding en oorlegpleging oor hierdie aangeleentheid wat deur die Nasionale Kommissie vir Hoër Onderwys onderneem is, die advies van die groep vooraanstaande sake- en akademiese leiers wat deur die Minister aangestel is om hom by te staan om binnelandse en buitelandse ondersteuning te mobiliseer, en verslae oor huidige verskaffing en toekomstige opsies.

4.42 Dit is nou sonder twyfel duidelik dat die idee van 'n enkele, gekapitaliseerde openbare skenkings- of trustfonds, waarvan die opbrengs jaarlikse uitbetalings sal ondersteun, en wat aangevul sal word (of selfs self-onderhoudend sal word) deur leningsterugbetalings, nie lewensvatbaar is nie, en nie deur die regering ondersteun kan word nie. Die aanvanklike kapitalisasie wat vereis word sou by verre te hoog wees vir die owerheid om te oorweeg. Aktuariële beramings dui aan dat sodanige fonds, sou dit gestig word, nie self-onderhoudend kan wees nie, maar dat dit massiewe periodieke herkapitalisering sal vereis indien insolvensie vermy wil word. Daardie opsie is dus van die tafel af.

4.43 Die Departement van Onderwys, in samewerking met die Departement van Finansies, fokus nou sy aandag op die alternatief van 'n openbare fonds, soortgelyk in konsep aan die huidige skema, gebaseer op beplande jaarlikse begrotingstoewysings wat gedoen word ooreenkomstig die driejaar rollende begrotingsraamwerk. Die skaal van die jaarlikse toewysing moet gerekeneriseer word op die basis van baie beter data en vooruitskouings van studentebehoeftes as wat tans beskikbaar is, en moet gekoppel wees aan die totale doelwit-gedrewe openbare subsidie aan hoër onderwysinrigtings. Die Departement werk tans aan sulke vooruitskouings.

4.44 Die finansiële hulpsentrums van hoër onderwysinrigtings, eerder as 'n sentrale finansieringsagentskap, is die beste geplaas om daardie studente te identifiseer, wat ingevolge algemeen bekende en redelik uniforme kriteria, bystand die meeste nodig het en wat die meeste daarby sal baat. Toewysings aan inrigtings deur die finansieringsagentskap vanuit die geoormerkte fonds vir finansiële hulp aan studente sal gebaseer moet wees op die billikheidsprofiel van institusionele inskrywings, met inagneming van hulle studente-vordering en slaagkoerse.

4.45 'n Aansienlike gedeelte van finansiële hulp aan studente vloei tans na inrigtings as betalings vir klas en koshuisgelde. Die inter-verwantskap van die omvang van studentebystand per inrigting, die vlak van klasgelde, die finansiële gesondheid en (in sommige gevalle) die lewensvatbaarheid en maatskaplike stabiliteit van 'n inrigting, regverdig 'n styging in die omvang van finansiële bystand aan studente vanuit openbare fondse.

4.46 Die Ministerie van Onderwys dra geen aanspreeklikheid vir skulde wat tussen studente en hulle inrigtings of finansieringsagentskappe gekontrakteer is nie, maar aanvaar dat 'n studie van die omvang en dinamika van studenteskuld, in verhouding tot institusionele

skuld en likiditeit, nodig geword het. Die Departement van Onderwys sal dus hierdie element in sy ondersoek na studentefinansiering inbou.

4.47 Jaarlikse begrotingstoewysings is slegs een element in 'n ingewikkelde vergelyking, en die Ministerie aanvaar dat 'n benadering met vele fasette tot finansiële hulp aan studente noodsaaklik is. 'n Volhoubare, langtermyn skema sal lenings en beurse insluit, soortgelyk aan die huidige skema, en mag selfs studiebeurse insluit om akademiese voortreflikheid en studente- en gemeenskapsselfstandigheidsprogramme, soos byvoorbeeld werkstudie en gemeenskapsdiens, te beloon. Die Ministerie is aktief besig om 'n ondersoek na hierdie alternatiewe te ondersteun.

4.48 Die mees geskikte meganisme om leningsterugbetalings in te vorder word nog steeds ondersoek. Daar is nie genoeg kennis oor die huidige skale van privaat-gefinansierde borgskappe en beursprogramme, van binnelandse sowel as buitelandse bronne nie, of van studentlenings wat deur die kommersiële banksektor gefinansier word vir diegene wat die vereiste sekuriteit kan verskaf en wat bereid is om die terugbetalingsvoorwaardes te oorweeg. Met 'n goed deurdragte aanbevelings- en bemarkingsbenadering, mag die skaal van private sektorbelegging in hoër onderwysstudente deur lenings, beurse en borgskappe wel wesenlik verhoog.

4.49 Die Departement se studies, wat die beleid wat in hierdie afdeling bespreek is sal ondersteun, sal voor die einde van 1997 voltooi wees. Totdat 'n gewysigde of substituutskema in plek is, sal die Ministerie voortgaan om die Nasionale Studente Finansiële Hulpskema (NSFHS) te bedryf, en is die Tersiere Onderwysfonds van Suid-Afrika (TOFSA) heraangestel om die toewysing van lenings en beurse vanuit regerings- en donateursfondse te administreer. TOFSA funksioneer onder 'n Raad wat op groot skaal verteenwoordigend is van belanghebbende belange, en wat aansienlike kundigheid in die administrasie van studentebystand bereik het, asook in institusionele kapasiteitsbouing. Sonder om die vorm van die nuwe stelsel vooruit te loop, verwag die Departement om te kan staatmaak op die ondervinding van die TOFSA-raad en sy personeel in die ontwikkeling van sy voorstelle vir die toekomstige NSFHS.

Geoormerkte fondse vir ander spesifieke doeleindes

4.50 Bykomend tot die finansiering vir regstelling en finansiële hulp aan studente, is daar 'n behoefte om vernuwing en aanpassing aan te moedig, en om kapasiteit op nuwe terreine te bou. Daar sal van inrigtings, wat deur hierdie program om fondse aansoek doen, vereis word om hulle voorleggings met hulle strategiese planne in verband te bring.

4.51 Vir die driejarige tydperk 1998 - 2000, sal finansiering deur hierdie program op ses spesifieke doelwitte fokus: die verbetering van studenteslaagkoerse, die ontwikkeling van

navorsingsbekwaamheid, nagraadse opleiding, kapitale werke, ontwikkeling in beplanningskapasiteit, en streeksamewerking.

4.52 *Die verbetering van studenteslaagkoerse.* Aansporingsmaatreëls, om institusionele sukses in die verbetering van die vordering en graduering van studente van benadeelde agtergronde aan te moedig, sal op 'n prestasiebasis verskaf word deur geoormerkte finansiering. Dit sal insluit suksesvolle akademiese ontwikkelingsprogramme, insluitend personeelontwikkeling en kurrikulumontwikkeling.

4.53 *Die ontwikkeling van navorsingsbekwaamheid.* Die ontwikkeling van navorsingsbekwaamheid in Suid-Afrika se hoër onderwysinrigtings is van fundamentele belang vir nasionale selfstandigheid. Goeie vakkundigheid (wat alle hoër onderwys akademiese personeel behoort te kenmerk), is egter nie dieselfde as navorsingsbekwaamheid nie (wat 'n minderheid van die akademiese personeel in die sektor as geheel of sal benodig of oor sal beskik). Terwyl individuele voortreflikheid in onderrig dikwels bygestaan en geassosieer word met 'n aktiewe navorsingsportefeulje, is dit nie afhanklik van navorsingsondervinding nie. Dit is veral, maar nie uitsluitlik nie, die geval in die hoër onderwyskolleges, waar goeie onderrig besonder belangrik is maar navorsing nie 'n alledaagse deel van die kollege-missie is nie.

4.54 Met die oog op die nasionale strategiese belangrikheid van navorsing, en om te verseker dat die relatiewe skaars fondse wat vir die ontwikkeling van navorsingsbekwaamheid beskikbaar is goed bestem is, behoort openbare fondse vir deelname aan navorsing, basies of toegepas, nie oor al die fakulteite of skole in alle inrigtings versprei te word nie, maar behoort dit eerder op daardie terreine gekonsentreer te word waar daar bewysbare navorsingskapasiteit of -potensiaal is, in HOIs sowel as HWIs. Om praktiese uitvoering aan hierdie siening te gee, sal die Ministerie geoormerkte fondse verskaf:

- om die bestaande terreine van navorsingvoortreflikheid te handhaaf en te versterk
- om nuwe terreine en sentrums van navorsingvoortreflikheid te ontwikkel
- om navorsingbande met die nywerheid te ontwikkel en om nywerheidsverwante samewerkingsnavorsing te vergemaklik
- om inter-institusionele navorsingsamewerking te vergemaklik
- om samewerkingsnavorsing en tegnologie-ontwikkeling met Wetenskap- Ingenieurswese in Tegnologie-inrigtings (WITIs), soos gedefinieer in die Witskrif oor Wetenskap en Tegnologie, te vergemaklik.

4.55 Die Ministerie erken die behoefte aan die koördinerings van navorsingsaktiwiteite en hulle finansiering in hoër onderwys. Die Witskrif oor Wetenskap en Tegnologie, en in besonder die Nasionale Stelsel vir Innovasie, verskaf 'n raamwerk vir die ontwikkeling van 'n nasionale navorsingsplan. Die Ministerie van Onderwys sal met die Ministerie van Kuns, Kultuur, Wetenskap en Tegnologie, en die voorgestelde Nasionale Navorsingstigting (NNS) saamwerk in hierdie poging.

4.56 *Nagraadse opleiding.* Die regering erken die dringende behoefte om die aanbod van nagraadsgekwalfiseerdes op die akademiese en algemene arbeidsmarkte te verhoog. Die veroudering van goed gekwalfiseerde akademiese personeel en die emigrasie van gegradueerde arbeid vereis aandag. Huidige lae inskrywingsvlakke in en graduering vanuit doktrale programme is onvoldoende om in toekomstige behoeftes te voorsien. Ernstige rasse- en geslagsongelykhede is ooglopend op die nagraadse vlak. Beweeglikheid van studente nasionaal en internasionaal, om nagraadse studies te onderneem, is 'n belangrike manier om tot die algemene vaardigheidsvlak by te dra. Terwyl die nuwe blokfinansieringsmeganisme studenteplekke op navorsingsgebaseerde nagraadse vlakke van studie sal ondersteun op terreine waar inrigtings oor bewysbare navorsingsopleidingskapasiteit beskik, sal inrigtings in staat wees om aansoek te doen vir geoormerkte fondse om die infrastruktuur wat nodig is om uitgebreide nagraadse opleiding te ondersteun, te vergroot.

4.57 *Kapitaal werke.* Die uitbreiding en diversifikasie wat vir die hoër onderwyssektor beoog word vereis nuwe kapitaal projekte. Die bestaande kapitale bates moet toereikend bestuur en doeltreffend benut en in stand gehou word. Finansiering vir kapitaal werke sal voorwaardelik wees vir inrigtings wat 'n kapitale bestuursplan ontwikkel wat die totale vloeroppervlak, sy toestand en gebruik, sy vervangingswaarde, en beplande uitgawes vir onderhoud en opknapping en kontantvloei-vereistes vir nuwe kapitaal-projekte beskryf.

4.58 *Beplanningskapasiteitsontwikkeling.* Die nuwe finansieringsraamwerk vestig nuwe vereistes vir beplanning en die versameling, ontleding en verslagdoening van inligting. Dit vereis meer gesofistikeerde inligtingstelsels vir institusionele en stelselbestuur, en wesenlike vaardighede in beplanning. 'n Element van die geoormerkte finansieringsprogram sal dus daarop gemik wees om inrigtings te help om hulle tegniese beplanningskapasiteit en bestuursinligtingstelsels te verbeter, insluitend volle deelname aan die hoër onderwys bestuursinligtingstelsel wat SANSO in toenemende mate sal vervang.

4.59 *Streeksamewerking.* Aansporingsfinansiering sal op 'n selektiewe basis beskikbaar wees om die kostes te ondersteun wat betrokke is in streeksamewerking tussen inrigtings wat beoog om te konsolideer, saam te smelt, te deel of op 'n ander wyse die doeltreffende gebruik van hulle geriewe en hulpbronne vir studie, onderrig navorsing en gemeenskapsdiens gesamentlik te verbeter.

AANSPEEKLIKHEID

4.60 Die basis vir die verbetering van openbare aanspreeklikheid in hoër onderwys is om openbare finansiering van inrigtings voorwaardelik te maak daaraan dat hulle Rade strategiese planne sal verskaf en verslag sal doen oor hulle prestasie teenoor hulle doelwitte. Die planne sal 'n raamwerk verskaf vir voortgesette verbetering binne inrigtings, asook 'n verwysingspunt vir gehalteversekering.

4.61 Die verskaffing van doelwit-georiënteerde openbare finansiering is daarop gemik om te lei tot meer billike studente-toegang, verbeterde onderrig, studie en navorsing, verhoogde studente-vordering en slaagkoerse, en groter sensitiviteit vir maatskaplike en ekonomiese behoeftes. Openbare finansiering sal voorwaardelik daaraan wees dat inrigtings planne vir hulle toekomstige ontwikkeling sal ontwikkel en bewys sal lewer van die vordering wat hulle maak om hierdie doelwitte verwesenlik. Daar sal van inrigtings verwag word om 'n omvattende strategiese plan voor te berei wat sal bestaan uit:

- 'n eiesoortige missie-verklaring
- 'n akademiese ontwikkelingsplan (insluitend driejaarlikse vooruitskouings van studente-inskrywings en graduerings volgens terrein en vlak van studie)
- 'n billikheidsplan
- 'n kapitaalbestuursplan, en
- 'n prestasieverbeteringsplan.

4.62 Die planne sal meetbare doelwitte en teikendatums, ondersteun deur sleutelprestasie-aanwysers, bevat. Die Ministerie, in oorlegpleging met die Raad vir Hoër Onderwys, sal riglyne publiseer vir die ontwikkeling van en verslagdoening oor hierdie planne. Kopieë van die planne sal in besit wees van die inrigting, die Ministerie en die Raad vir Hoër Onderwys.

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