

CHAPTER ONE

INTRODUCTION AND RESEARCH METHODOLOGY

1.1 INTRODUCTION

This thesis examines government intervention in higher education in South Africa and the implications of this intervention. It further proffers policy options for a number of important issues that have emerged in the government's policy agenda for higher education in the country, which remain unresolved.

Government intervention in higher education and its higher educational policy processes aim at redressing the imbalances in the system of higher education, redressing past inequalities, transforming the higher education system to serve a new social order, meeting pressing national needs, responding to new realities and opportunities and setting the higher educational landscape on a path of growth and development (Department of Education, 1997: 1.1). Prior to 1994, the higher educational system had a number of problems, some of which have persisted. The problems include inequities created by the pre-1994 system of higher education, ideological differences, lack of integration of staff and students, and resistance to change (Moraka, 2001: 31). The South African economy needs to meet the challenges of globalisation by integrating into the international arena of competitive finance and production which has undergone rapid changes as a result of new information and communication technologies (ICTs). Furthermore, the social and economic relations, which have created imbalances in wealth and ownership, must be addressed by the country (Kraak, 2001: 14).

The higher education system in South Africa in the 1990s was characterised by large scale corruption in many of the universities, especially the historically black universities; crises of governance in some institutions with the collapse of their councils; malpractice in university management; and the inability of a number of

universities to recover huge amounts of unpaid student fees. Several institutions both justifiably and unjustifiably used up substantial amounts of their accumulated reserves to raise the salaries of underpaid administrative personnel and to accommodate needy students. On the basis of being historically disadvantaged, a number of institutions such as the University of the Western Cape expected the National Government to help them out of their financial crisis. A number of financially viable higher educational institutions incurred huge debts as a result of the demands of student organisations and students for financial waivers, and demands by employee associations for higher salaries for their members even though these institutions could not meet such demands. Many institutions became ungovernable as a result of internal and external violent demonstrations and activities (Jansen, 2003: 13-14).

These problems could not be overlooked if the system of higher education was to be transformed to meet the needs of the citizens and the developmental agenda of South Africa. As a result, commissions of inquiry were set up by the government to investigate various higher educational institutions and make recommendations for their improvement.

The new vision for higher education of the current South African government is geared towards developing excellence, quality, efficient and effective governance and management systems, responsiveness and equity. It is geared towards redressing the imbalances of the past so as to reflect the demographic profile of the country in staff and student profiles; promoting equity of access and outcomes; providing equal opportunities to everyone; transforming into non-racial institutions; producing graduates and the kind of skills that meet the human resource needs of the country and the needs of a competitive technological world; ensuring that research is strengthened and contributes to development; and promoting institutional diversity in order to meet knowledge and skills requirements. The system of higher education that the government envisages should also consist of diverse institutions that are able to adequately respond to

the needs of the country, region and continent through learning and research (Van Essche & Mason, 2004: 1).

In pursuit of the policy objectives of the government, the National Commission on Higher Education (NCHE) proposed the following five key foundations for the new higher education framework, which were largely accepted by government:

- a single nationally coordinated system of higher education;
- increased access and raised participation rates;
- increased responsiveness to societal and economic needs;
- programme differentiation and the development of institutional niche areas; and
- a planning and coordination imperative for higher education by the State in cooperation with relevant stakeholders (Reuter & Dobert, 2002: 164).

Although the government has made substantial strides in its transformation objectives, a number of policy objectives have not been achieved. Moreover, it appears as though the government has contradicted its agenda in a number of ways, such as promoting access to higher education for all and at the same time reducing the number of student admissions to specific programmes, and reducing financial allocations to higher educational institutions, especially the previously advantaged ones, such as the University of Pretoria.

Higher educational institutions are concerned about the extent of government intervention in their affairs, which they perceive as negating institutional autonomy and academic freedom. These allegations have been emphasised by leading and reputable academics such as Jonathan Jansen, the Dean of the Faculty of Education at the University of Pretoria, who is also the current Administrator of the Durban University of Technology, and Barney Pityana, the Vice Chancellor of the University of South Africa. A number of the steps taken by

the government to correct the imbalances in the system of higher education in South Africa have caused dissatisfaction among higher educational institutions and their subsequent claims that their institutional autonomy and academic freedom are under threat. Jansen asserts that these steps through which the government has infringed on the autonomy and academic freedom of higher educational institutions include: prescribing the courses that universities may offer and how students may be taught; specifying institutions that should offer specific programmes; deciding and therefore controlling the number of student admissions to specific programmes; specifying a number of programmes as more desirable than others and providing differential funding accordingly; deciding the higher educational institutions that may exist through mergers and incorporation; and replacing key officials in institutions that fail to resolve their internal problems (Jansen, 2004: 4-5). Pityana also refers to similar problems, including the reduction in higher education funding, which makes it difficult to upgrade facilities such as libraries and laboratories. He considers state funding as insufficient in terms of what the government expects from higher educational institutions (The Mercury, April 8, 2005 & Pretoria News, April 7 2005). Reducing financial allocations to universities can neither enhance the national objective of access to higher education, redress the imbalances of the past, nor build a higher quality of education.

Government intervention in higher education is provided for in a number of acts and policies, including the *Higher Education Act*, 1997 (Act 101 of 1997); the *Education White Paper 3: A Programme for the Transformation of Higher Education of 1997*; the *National Plan for Higher Education of 2001*; the *Restructuring of Higher Education System in South Africa of 2001*; the *Guidelines for Mergers and Incorporation of 2003*; and the *Higher Education Funding Framework of 2004*. Pityana criticises higher education policies as often prescriptive, incoherent, contradictory and ineffective. He argues that the goals of the government cannot be realised without the establishment of an effective, efficient and fully functional system of higher education (Pretoria News, April 7

2005). Although it is agreed that some of these interventions are justifiable to a large extent, and though this research shows that they have had a number of positive as well as negative implications for the system of higher education, they have collectively changed the way higher educational institutions perceive themselves, their objectives and their levels of freedom (Jansen, 2004: 5).

Although government intervention in higher education is necessary to an extent, it is imperative to reconcile legitimate government priorities and institutional autonomy so that the priorities do not undermine institutional autonomy and the same autonomy does not undermine government priorities.

1.2 MOTIVATION FOR STUDY

The role of the government in higher education is a source of dissatisfaction for a number of universities. The argument is that the government interferes and intervenes excessively in higher education, thereby jeopardising the foundations of universities, namely institutional autonomy and academic freedom (Interview, Head of Department, Department of Philosophy, Rand Afrikaans University, Johannesburg, 19 January 2004). The centrally driven and controlled system of higher education and the interventionist nature of higher education policies such as the *National Plan for Higher Education* of 2001 are considered by the higher education sector as infringing on the autonomy and academic freedom of universities (Vermeulen, 2004: 21-22). On the other hand, the government claims to be concerned about the slow rate of transformation of higher education in South Africa; it considers the transformation of the structures, values and cultures of governance in tertiary institutions not as an option but as a necessity for higher education in the country (South Africa, Republic, 1997a: 35). It is necessary to ensure that the interests of government and higher educational institutions are protected and realised in such a manner that both stakeholders are satisfied and able to achieve their mandates.

1.3 PROBLEM STATEMENT

Government intervention in higher education can be ascribed to the need to transform the management and administration of higher education, to find solutions to the problems of equity and access, efficiency and effectiveness, transparency and accountability, and to set the higher education system on the path of growth and development. Although various legislation and policies, including the *Higher Education Act*, 1997 (Act 101 of 1997) and the *National Plan for Higher Education* of 2001 provide for the government and the Department of Education to play an active role in meeting the above objectives, the implementation of policy has largely been prescriptive and characterized by contradictory pronouncements by the government, and lack of unanimity among stakeholders on the modalities for implementing these policies. The South African higher education sector considers the current system of higher education as centrally driven and controlled, thereby compromising higher educational institutions' autonomy and academic freedom (Vermeulen, 2004: 22). These difficulties might prevent or delay the achievement of substantial transformation objectives in the higher education sector.

Currently, the system of higher education in South Africa has made substantial stride in minimising the fragmented nature of higher education management and administration. However, challenges which have been alluded to above remain, as does the need to ensure a functioning adequate relationship between the higher education sector and the state (Council on Higher Education, 2004: 184).

In view of the problems in higher education as shown above and in the motivation for this study, the underlying problem to be addressed is the role of government intervention in higher education to redress the imbalances of the past and contribute to realising the developmental objectives of the country.

1.3.1 Research Questions

The following research questions are therefore posed for the study:

- i) What are the theoretical foundations of Public Administration and specifically public policy?
- ii) What is the international context within which the system of higher education in South Africa operates?
- iii) What are the South African higher education context and policy processes, and reasons for government intervention in higher education?
- iv) How do these reasons relate to the process of transforming higher education?
- v) What are the government's objectives for the mergers and incorporation of higher educational institutions and how did the mergers and incorporation take place?
- vi) What are the implications of the mergers and incorporation for higher educational institutions?
- vii) What problems have or could result from government intervention in higher education?
- viii) What is the state of higher education funding and its implications for institutional autonomy and academic freedom?
- ix) What are the implications of government intervention in higher education in other areas such as the determination of what universities may teach and student admissions?
- x) What is the legitimacy of the claim that the autonomy of higher educational institutions is under threat as a result of government intervention in higher education?
- xi) What policy options and further recommendations can the government and higher educational institutions adopt as

alternative solutions to the problems identified in the research?

- xii) How can legitimate government priorities and institutional autonomy be reconciled so that the priorities do not undermine institutional autonomy and institutional autonomy does not undermine government priorities?
- xiii) How can cooperative governance between the government and universities be enhanced?

1.4 FRAME OF REFERENCE

The intention of this study is to investigate the reasons for government intervention in higher education, how these reasons relate to the process of transforming higher education, the problems that result or that could result from such levels of intervention, and the administrative and managerial implications of government intervention in selected South African universities. The study considers how to reconcile legitimate government priorities and institutional autonomy so that these priorities do not undermine institutional autonomy and institutional autonomy does not undermine government priorities.

The research has both a hierarchical and a geographical dimension. In the hierarchical dimension, it considers only tertiary institutions. In the geographical dimension, the study mainly examines higher education in South Africa, although the international context within which the system of higher education in South Africa operates is considered as well. Apart from references to historical factors that influenced the development of higher education policy before 1990, the research focuses mainly between 1990 and 2008. The beginning of the 1990s was a period of the decline of the former system of governance in South Africa and its system of education. This period witnessed negotiations by politicians,

bureaucrats and other stakeholders such as civil society and human rights groups, for a new democratic order.

1.5 OBJECTIVE OF STUDY

In view of the current policy of the South African government on higher education, which has been referred to earlier and the difficulties arising from this policy, the **primary** objectives of this study are to:

- consider the theoretical foundations of Public Administration and specifically public policy;
- examine the international context within which higher education in South Africa operates;
- examine the South African higher education context, the government's policy processes and the reasons for government intervention in higher education;
- understand how these reasons relate to the process of transforming higher education;
- explore the problems resulting or that could result from such a level of intervention;
- examine the implications of mergers and incorporation for higher educational institutions;
- examine the state of higher education funding and its implications for institutional autonomy and academic freedom;
- examine the implications of government intervention in higher education in other areas such as the determination of what universities may teach and student admissions;
- evaluate the claim that the autonomy of higher educational institutions is under threat as a result of the extent of government intervention; and

- establish how to enhance cooperative governance between universities and government.

The **secondary** objective is to identify the best policy options that the government and higher educational institutions could adopt as alternative solutions to the problems identified in the study, and that could facilitate the realisation of a system of higher education that redresses the imbalances of the past, meets the developmental needs of the country and protects higher education's institutional autonomy and academic freedom.

1.6 RESEARCH METHOD AND DESIGN

This investigation into government intervention in higher education and the relevant policy options employ a qualitative method of research. This entails extensive study of existing literature, and consultations and interviews with relevant stakeholders such as government officials and universities' academic staff and management. The target population consists of the government, Department of Education and three higher educational institutions with specific characteristics and experiences.

1.6.1 Qualitative Research

Qualitative research produces findings through means other than quantification methods such as statistical procedures. One reason for choosing a qualitative method relates to the nature of the research problem. For instance, qualitative research is well suited to investigating the functioning of organisations, people's lives, lived experiences, intergovernmental relations and implementation of government policies and agendas. It can also be useful in finding the nature or meaning of complex human experiences such as addiction, chronic illness or

divorce. In such cases, the qualitative researcher is required to conduct field investigations and establish what people are thinking and doing. Substantive areas, both well researched and less well known, can be explored by means of qualitative methods in order to yield new understanding. Qualitative methods can also be used to derive complex information about emotions, thought processes and feelings that are difficult to understand or extract by means of other conventional methods of research (Strauss & Corbin, 1998: 10-12).

Qualitative research involves a methodical, rigorous, carefully documented and disciplined analytical process. Analysing qualitative data includes understanding, theorizing or interpreting data, and drawing conclusions from the data (Schwandt, 1997: 4). Qualitative analysis further refers to a non-mathematical method of interpretation, executed in order to discover raw data which are then organised into theoretical explanation. Data consists of observation, interviews, videotapes, films, documents and even quantified data (Strauss *et al.*, 1998: 12).

Qualitative research involves a significant measure of interpretation of the subject matter. In other words, it studies events, programmes or situations in their natural setting so as to understand and give meaning to them (Denzin, 1998: 2). Although the bulk of the analysis is interpretative, some of the generated data may be quantified, for instance when considering the background information about the objects or people under study (Strauss *et al.*, 1998: 10-11). In qualitative research, meanings and processes are not rigorously measured or examined in terms of frequency, quantity, intensity or amount. Qualitative researchers emphasise the nature of an investigation's value base. Unlike quantitative research, which seldom studies the world directly but abstracts from this world, which emphasises not processes but the measurement and analysis of causal relationships between variables, qualitative research attempts to find answers for how social experience is created and given meaning. Qualitative researchers are reflective, biographical and historical thinkers, who attempt to make connections among lived experiences and economic, social and cultural

structures. These connections are made out of the empirical materials that are collected in any particular investigation (Denzin, 1998: xi, 8 & 10).

The methods of qualitative research include interviews, visual methods, participant observation, personal experience, case study, introspection, and life story. The combination of multiple interconnected methods brings rigour, depth and breath to the research, and enables qualitative researchers to derive a better understanding of the issues they are examining, (Denzin, 1998: 2-4), and on that basis to proffer adequate options or solutions to relevant problems.

Qualitative research consists of three major components. The first is data collected from sources such as observations, interviews, documents and records. The second relates to procedures for organising and interpreting the data; these can involve data conceptualisation, reduction and elaboration, otherwise known as coding, and include the writing of memos, non-statistical sampling and diagramming. The third component consists of verbal and written reports (Strauss et al, 1998: 11).

1.7 DEFINITION OF KEY CONCEPTS

“Academic freedom” refers to the ability of higher educational institutions to decide for themselves on core academic matters, including firstly freedom to choose staff and students and determine the criteria for retaining them in the institution; secondly freedom to determine the contents of curricula and degree standards; and thirdly, freedom to disburse available funds to various types of expenditure without external interference (Jansen, 2004: 2).

“Apartheid” refers to the policies of the South African government prior to 1994, which divided the citizens of the country into racial groups (Appiah & Gates, 1999).

“*Bill of Rights*” refers to the section of the South African *Constitution of 1996*, which, among other things, provides for the autonomy, academic freedom and freedom of scientific research of higher educational institutions (*Constitution of the Republic of South Africa, 1996: Chapter 2*).

“*Council on Higher Education*” refers to an independent higher education body that advises the government on higher education matters, and develops policy for the higher education sector (Council on Higher Education, 2005).

“*Culture integration*” refers to understanding other cultures, creating a welcoming atmosphere within the university environment and coexisting with other races in harmony (European Student Convention, 2003: 3).

“*DAAD*” refers to the German academic exchange programme known in German as *Deutscher Akademischer Austauschdienst* (DAAD, undated).

“*Department of Telematic Learning and Education Innovation*” refers to the department of the university of Pretoria that uses synchronous software for online teaching and learning programmes, which save students around the world the inconvenience associated with transport, residence and other costs (University of Pretoria, 2004: 21).

“*Education White Paper*” refers to the policy document that outlines the framework for transforming the higher educational system so as to redress the imbalances of the past, serve a new social order, meet pressing national needs and respond to new opportunities and realities (Department of Education, 1997: 2).

“*Gesamtochschule*” refers to the German higher educational institutions that were created through mergers between universities and universities of applied sciences (Department of Education, 2004: 9).

“*Government intervention in higher education*” refers to the various attempts by the government to reform the system of higher education in the country to reflect the new democratic order, to transform its systems and structures, to set the higher educational system on a path of growth and development, to redress the imbalances of the past and to meet the developmental needs of the country (Department of Education, 1997: 1.1).

“*German Rectors’ Conference*” refers to the German higher educational bodies through which German universities articulate their views. As a result of the German Federal system of governance, each region, in addition, has its own rectors’ conference (Erichsen, H.U., 2002: 19).

“*Globalisation*” refers to a combination of the growth of cross-border systems of production and freer trade, technological progress, capital mobility, information flows and communication, which have led to interdependent societies and national economies and homogenised cultures, which in turn have made it impossible for any country to overlook the domestic policies of other countries (International Labour Review, 2004: 1).

“*Higher Education Quality Committee*” refers to a body created by the Council for Higher Education (CHE) to audit and promote quality assurance in higher education and to accredit higher education courses (Van Essche & Masson, 2004).

“*Homelands*” refers to the non-autonomous states created for blacks by the *Bantu Authority’s Act* of 1951, and the *Promotion of the Bantu Self-government Act* of 1959. Tribal organisations administered these homelands. Black South

Africans became citizens of the homelands through the *Bantu Homelands Citizenship Act* of 1970, and were automatically excluded from participating in South African politics (Appiah & Gates, 1999).

"Incorporation" concerns the joining of a subdivision of a public higher educational institution with another public higher educational institution. In these cases, the legal personality of the incorporating institution remains intact, and simply absorbs the incorporated institution. The rules, regulations and academic programmes of the existing legal entity may remain (Department of Education, 2003: 1).

"Institutional autonomy" refers to the freedom of higher educational institutions from external interference in what is taught, how it is taught, who is to be taught and who teaches (Jansen, 2003: 5).

"Land-Grant Institutions" refers to territorial and state higher educational institutions in the United States, which receive support from the Federal Government for integrated programmes in agriculture, food and environmental systems ((West Virginia University, 1999).

"Merger" refers to the joining of two or more public higher educational institutions into a single public higher educational institution. New rules, regulations, institutional cultures and academic programmes are developed for the new institution. As a consequence, the legal personalities of these institutions disappear while a new institution with one legal entity is created (Department of Education, 2003: 1).

"National Plan for Higher Education" refers to the framework and mechanisms for restructuring the higher educational system so as to redress the imbalances of the past, set the higher educational system on the path of growth and

development and meet the development agendas of the country (Department of Education, 1997: 1.14).

“National Qualifications Framework” refers to the process of developing an integrated and comprehensive structure and approach to education and training. It utilises a system of credits for achieved learning outcomes (Reuter, 2002: 161).

“Public Administration” refers to the study of the mechanisms for the development and implementation of government policies. It is the totality of the daily activities of bureaucrats worldwide (Shafritz, 2004: 236).

“Public policy” refers to a course of action aimed at the accomplishment of some objective. It has to do with the decision to enact a law or regulation on an issue, as well as subsequent decisions concerning its implementation and enforcement (Anderson, 1979: 3).

“Policy analysis” refers to all types of analysis that produce and present information in a manner that improves “the basis of policy-makers to exercise their judgement” (Quade, 1975: 4).

“Synchronous software” refers to the University of Pretoria’s virtual learning system that allows students from around the world to participate in online classes through various operating systems, and bandwidth, no matter where their geographic location may be (University of Pretoria, 2004: 21).

“Transformation of higher educational institutions” refers to the attempt to redress the imbalances of the past within the higher education sector, imbalances which created an unequal society in terms of standards of education, employment opportunities and levels of crime (Department of Education, 2003: 2; South Africa, Republic, 1997a: 35).

1.8 STRUCTURE OF RESEARCH

This study has six chapters. Chapter one outlines the research topic, the aims and objectives of the study and the research methods employed. It identifies the research problem, outlines the time frame in which the research is conducted, and explains and defines key concepts and terminologies employed in the research.

Chapter two is a review of relevant literature on Public Administration and specifically public policy. It examines the boundaries of public administration and its functional areas, the concepts of public policy, policy analysis, complexities of policy implementation and policy option generation. This is relevant because the thesis deals with government intervention in higher education and particularly policy options. The place of ethics in policy analysis is given due consideration since ethics has a significant place in public policy. Public policy is an aspect of public administration, and government intervention in higher education in South Africa is a public policy attempt to improve higher education in the country.

Chapter three explores the international context within which the system of higher education in South Africa operates, because this system has been adapted using international best practices. The restructuring of the system of higher education in South Africa is a reflection of global trends in higher education, adapted for the South African developmental context, which involves understanding the past system of education in the country and imagining its future in specific ways. The chapter examines government intervention in higher education, with specific reference to a number of countries; the role of the state in providing education; the impact of globalization on a country's ability to provide education; the impact of weakened government support for higher education; and how to improve higher education. The chapter notes that although governmental and higher educational institutions are pulled apart by their desire for autonomy,

they also find themselves in closer alliance as a result of their desire to serve national economic interests.

Chapter three also examines the South African higher education context, policy processes and the reasons for government intervention in higher education. It considers how these reasons relate to the process of transforming higher education. It traces the history of higher education in the country and the relevant policy developments. Prior to 1994, the system of higher education was fragmented, and lacked common goals, systemic planning and coordination. These problems persisted after 1994, as shown by ideological differences, resistance to change, and minimal social interaction among students of various races. The system of higher education is further confronted with the challenge of redressing past inequalities, meeting pressing national needs and responding to new realities and opportunities. As a result of these problems, among others, the government has intervened in higher education to restore order, reorganise the system and ensure that higher institutions comply with the new academic regulations. Higher institutions are also expected to account for their performance in terms of equity, efficiency and effectiveness.

Chapter four examines the government's objectives for the mergers and incorporation of higher educational institutions, and how these processes occurred, with specific reference to the University of Pretoria, Tshwane University of Technology and University of Kwa-Zulu Natal. The government's objectives for the mergers and incorporation of higher educational institutions, as well as the reactions of higher educational institutions to these processes, are further considered. The reasons for the mergers and incorporation include a need firstly to overcome the imbalances of the former system of education, secondly to promote efficiency and effectiveness so as to meet the needs of a developing economy, and thirdly to reduce overlap and duplications in academic programmes. Although higher educational institutions showed reservations about the mergers and incorporation, as soon as the government decided to implement

the processes, the institutions had to comply with these national directives and ensure their success.

Chapter four, within the context of the main theme of government intervention in higher education, also examines the implications of mergers and incorporation for higher educational institutions, and the problems resulting or that could result from government intervention in higher education. The University of Pretoria, Tshwane University of Technology and University of Kwa-Zulu Natal were specifically considered in this regard. The difficulties that resulted from the mergers and incorporation varied across the higher educational sector. While a number of higher educational institutions had the mechanisms and capacity to deal with the problems that resulted from the processes, other institutions struggled with similar difficulties, such as how best to align widely differing internal systems and processes. New policies and procedures had to be developed for the new institutions, to serve the interests of all stakeholders in these newly merged or incorporated institutions.

Chapter five examines the state of higher education funding and its implications for institutional autonomy and academic freedom; the implications of government intervention in higher education in other areas such as the determination of what universities may teach and student admissions; and the legitimacy of the claim that the autonomy of higher educational institutions is under threat as a result of government intervention in higher education.

Higher education funding in South Africa, which is insufficient and characterised by steady decline, does not help the system's need for increased access to higher education, a need created by transformation. It does not facilitate the growth of underdeveloped institutions or ensure that students can study the courses of their choice. Furthermore, higher educational institutions are confronted by excessive government interference in their utilization of funds, their teaching and their enrolment of students for particular courses. Universities

cannot possess absolute autonomy and academic freedom because their functions impact on various stakeholders to whom they are accountable. However, although the state has a duty to provide strategic direction and develop regulatory frameworks and policies necessary for an effective and efficient system of higher education, these objectives can only be fulfilled in cooperation with other stakeholders such as the management and governance structures of higher educational institutions.

Chapter six considers a number of important problems caused by the government's intervention in higher education in the form firstly of policies which undermine institutional autonomy and academic freedom, secondly the mergers and incorporation and thirdly funding arrangements. It examines the issue of funding to find out how the financial constraints placed on higher educational institutions can be minimised, so as to resolve the contradiction inherent in government policy directions that try to ensure the provision of education for all citizens. This chapter addresses the question of how to minimise government intervention in higher education to ensure that institutional autonomy and academic freedom are protected. It identifies the best policy options as alternative solutions to the problems identified, and recommends steps to ensure a system of higher education that is able to meet the needs of a developing economy, a system that promotes access and equal opportunities for all qualified graduates and students seeking admission, and enhances true culture integration. The research questions examined in this chapter are: What policy options and further recommendations can the government and higher educational institutions adopt as alternative solutions to the problems identified in the research? How can legitimate government priorities and institutional autonomy be reconciled so that the priorities do not undermine institutional autonomy and institutional autonomy does not undermine government priorities? And how can cooperative governance between the government and universities be enhanced? The chapter also provides a summary of the research and a conclusion.

1.9 CONCLUSION

This chapter has outlined the problems under investigation, explained why they are worth investigating, how the research will be carried out and its timeframe. The frame of reference and research method employed in the study have been briefly set out, and a comprehensive list of key terms outlined to clarify unfamiliar concepts. Chapter two will review relevant literature on Public Administration and specifically public policy, since policy options are under consideration in the study.