

**THE ROLE OF THE HIGHER EDUCATION SECTOR IN
CAPACITATING THE DEVELOPMENTAL STATE IN
SOUTH AFRICA**

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**THE ROLE OF THE HIGHER EDUCATION SECTOR IN
CAPACITATING THE DEVELOPMENTAL STATE IN
SOUTH AFRICA**

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ACRONYMS

ANC	AFRICAN NATIONAL CONGRESS
CHE	COUNCIL ON HIGHER EDUCATION
DBE	DEPARTMENT OF BASIC EDUCATION
DHET	DEPARTMENT OF HIGHER EDUCATION AND TRAINING
FET	FURTHER EDUCATION AND TRAINING
HESA	HIGHER EDUCATION SOUTH AFRICA
HRD-SA	HUMAN RESOURCE DEVELOPMENT-SOUTH AFRICA
IGR	INTERGOVERNMENTAL RELATIONS
NSDSIII	NATIONAL SKILLS DEVELOPMENT STRATEGY
NSFAS	NATIONAL STUDENT FINANCIAL AID SCHEME
SETA	SECTORAL EDUCATION AND TRAINING AUTHORITIES
UFS	UNIVERSITY OF THE FREE STATE
UP	UNIVERSITY OF PRETORIA

ABSTRACT

This study investigates the role of the higher education sector in capacitating the developmental state in South Africa. This research is motivated by the rising need to assess the role that the South African higher education sector plays in capacitating the developmental state.

The research objectives of this study are to describe the environment within which higher education attempts to address the needs of the developmental state and to explain the composition, role, and functions of partnership structures which will address the needs of a developmental state. To achieve the study's objectives, the qualitative method of research was implemented as it attempts to propose actions to strengthen the intergovernmental relations between the Department of Higher Education and Training and higher education institutions.

Pre-determined open-ended interview questions were used to interview representatives of the Department of Higher Education and Training, the University of Pretoria, as well as the University of the Free State with the purpose of discovering what is currently being done in the higher education sector to assist the South African government to achieve the state's developmental agenda.

The study provided explanation of various concepts and terms, including Public Administration, the South African developmental state and agenda, and intergovernmental relations. The study highlights the fact that in South Africa the concept of "developmental state" has a slightly different meaning to that of the internationally accepted on the basis of the "Asian Tigers".

The study contextualises the Public Administration, higher education, and intergovernmental relations. The research explains and describes the South African developmental agenda, external and internal environment of the higher education sector and its policies, as well as the main players in the higher education intergovernmental relations. The main players are the Department of Higher Education and Training, higher education institutions and statutory bodies (the Council on Higher Education and Higher Education South Africa).

This research describes current developments in the higher education sector and pertaining to its intergovernmental relations, based on the views and opinions of the representatives from the DHET, UP, and the UFS, as well as policy documents and strategic plans.

This study shows that currently there is a framework for intergovernmental relations in the higher education sector. However, the framework is not effective and efficient for the sector to assist the South African government in meeting the developmental agenda. This research suggests restructuring current intergovernmental relations structure in the sector, as well as including more role players, such as the Department of Trade and Industry (the DTI), Department of Science and Technology, the National Research Foundation (NRF), the National Planning Commission, the Department of Monitoring and Evaluation, the Evaluation and the Economic Development Department (EDD), private and public sectors as well as the community.

CHAPTER 1: INTRODUCTION TO THE ROLE OF THE HIGHER EDUCATION SECTOR IN CAPACITATING THE DEVELOPMENTAL STATE IN SOUTH AFRICA

“If education is always to be conceived along the same antiquated lines of a mere transmission of knowledge, there is little to be hoped from it in the bettering of man's future. For what is the use of transmitting knowledge if the individual's total development lags behind?”

Maria Montessori

“Education is a human right with immense power to transform. On its foundation rest the cornerstones of freedom, democracy and sustainable human development”

Kofi Annan

1.1 INTRODUCTION

This research investigates a crucial public administration challenge namely creating and promoting a higher education sector that caters for the needs of a developmental state, such as South Africa. A country cannot be considered developmental if its education system does not address developmental challenges. The focus of this research is on intergovernmental relations in the education sector as various government departments, as well as educational institutions and other stakeholders should interact with each other “in mutual trust and good faith” to strive to promote quality pertaining to service delivery in the education sector.

The concept “developmental state” is widely used in South Africa both by public officials and private business. The concept in the South African context will be explained in this research. Education, which includes higher education, is the priority of the South African government and is part of the developmental agenda of the state and would therefore also be investigated.

This research focuses on the developmental state and its developmental agenda; and how the higher education sector and resulting from it intergovernmental relations may capacitate the South African developmental state. The current environment within which the higher education sector operates will be described. In addition, the weaknesses and strengths of the higher education sector environment in the context

of intergovernmental relations and the South African developmental state will be explained. The ultimate goal of this research is to analyse past and current developments in the higher education sector and provide suggestions on how the South African developmental state may be strengthened through the involvement of the higher education sector.

1.2 MOTIVATION FOR THE RESEARCH

This research is motivated by the rising need to assess the role that the South African higher education sector plays in capacitating the developmental state. Generally, a developmental state according to Leftwich (2000: 175-176) has six characteristics, namely:

- i. a determined developmental elite;
- ii. relative autonomy;
- iii. a powerful, competent and insulated bureaucracy;
- iv. a weak and subordinate civil society;
- v. the effective management of local and foreign economic interests; and
- vi. legitimacy and performance.

These characteristics existed in the developmental states of East Asia: Japan, Taiwan and South Korea – the so called “Asian Tigers”. The South African developmental state, however, does not have all the characteristics mentioned above. The South African understanding of the developmental state and its meaning is slightly different from those of the “Asian Tigers”. For example the South African government (elite) is committed to development and is relatively autonomous. However civil society in South Africa, according to Friedman (2002: 21-22), is very active and mostly free from the state’s influence, hence not weak and subordinate. Also in the East Asian developmental states governments were autocratic, while in South Africa the government is democratically elected.

It is important to highlight this difference for the purpose of this research, as it proposes a partnership between higher education institutions and respective government departments, including the Department of Higher Education and

Training in achieving the developmental goals of South Africa. In the “Asian Tigers” situation, partnerships did not exist as governments were autocratic and their interference in the education sector accepted. South Africa is both a democratic as well as a developmental state (Van Dijk and Croucamp 2007: 666) which means that a partnership fostering cooperation should be sought.

None of the developmental goals and priorities can be met if the country does not have skilled and educated people. The South African higher education sector must “address the development needs of society and provide the labour market in a knowledge-driven and knowledge-dependant society, with the ever-changing high level competencies and expertise necessary for the growth and prosperity of a modern economy” (Department of Education 1997a: Section 1.3). Pityana (2006: 4) quotes the Council on Higher Education (CHE) stating that “higher education in South Africa has been charged with producing intellectuals who can engage with the most intractable problems of society and so, develop more generally, the ability of citizens to participate politically, economically and socially; and with producing high-level skilled graduates and new bases of knowledge to drive economic and social development”. Therefore, achievement of the developmental goals of South Africa requires a skilled society and the provision of these skills and education, amongst others, is the responsibility of the higher education sector.

The need for skills is further highlighted in the statement by former President Mbeki (Southall 2006: xx) that the government must ensure all spheres of government have professional, managerial and skilled human resources to enable the state to fulfil its developmental responsibilities. Van Dijk and Croucamp (2007: 667) also mention the importance of skilled human resources for the achievement of the developmental agenda of South Africa. They state that the public service of the developmental state is required to:

- i. be staffed by patriotic, professional and well-trained public servants who believe in the goals of the developmental state;
- ii. be committed to effective training and career development; and

- iii. establish recruitment standards based on education and evaluation that might assist in ensuring at least minimal standards of job appropriate competence.

From the above it is deduced that development is a priority for the state. However to promote development, the higher education sector must play an important role and engage in an effective partnership with government departments. The developmental state must have an education sector that produces skilled human resources that assist the economic growth and social development of South Africa. The “Asian Tigers”, according to Abe (2006: 10), realised the importance of human capital for state development, thus their governments intervened in the education sector to meet the required goals.

Therefore, for the South African developmental goals to be achieved, the education sector must provide for the environment that guarantees the development of the required scarce skills in the country.

The South African government drafted a number of higher education policies that create an enabling environment for the promotion of the developmental goals.

The Education White Paper 3 (Department of Education 1997a: Section 1.12) stipulates that there is a need for human resource development in South Africa. It states that high-level skills training for workers will contribute to national economic development; and there is a need for production, acquisition and application of new knowledge that meets the requirements of the developmental goals. The Education White Paper 3 (Department of Education 1997a: Section 1.4) indicates that the purpose of the higher education sector in South Africa is to address the development needs of the country and provide it with highly-skilled and knowledge-driven human resources – thus, persons with a tertiary/higher education, holders of bachelor, master’s and doctoral degrees (Lowell and Batalova 2005: 3). The realisation of the South African developmental goals depends, therefore, on the higher education sector.

Section 1.14 of the Education White Paper 3 (Department of Education 1997a) outlines the vision of the Ministry of Higher Education and Training. One of the main

points of the vision is to meet national development needs, including the highly-skilled employment needs, through the higher education sector. One of the goals of the Education White Paper 3 is to ensure that research produced in South Africa (for example by the South African higher education institutions) contributes to technological improvement and social development in the country.

The National Plan for Higher Education 2001 (Department of Education 2001: Section 2.1.1) also recognises that there is a shortage of high-level professionals, particularly in the science and economic-based fields – the fields that are identified as being crucial for the promotion of the developmental agenda of South Africa. Both the Education White Paper 3 and the National Plan 2001 emphasise the importance of research for successful development. The aforementioned documents state that national growth and competitiveness are reliant upon continuous technological improvement and innovation, driven by well organised research. Research plays a key role in the production of knowledge and development of highly skilled human resources (Department of Education 2001: Section 5.1; Department of Education 1997a: Section 2.82).

Another attempt of the Department of Higher Education and Training to promote the South African developmental agenda is the Higher Education Qualifications Framework (HEQF) (Notice No. 928 of 2007) that has similar goals to the above mentioned legislation. The goals include the facilitation of the education of graduates who will contribute to the social, cultural and economic development of South Africa and participate successfully in the global economy and knowledge society; and enhancement of the development of a vibrant, high quality research system (Department of Education 2007: 10). This means that the goal of the HEQF is to provide educated graduates who will contribute to the social and economic development of South Africa, hence assist the State in the promotion of its developmental agenda.

The National Education Policy Act, 1996 (Act 27 of 1996) aims to ensure that individuals are provided with knowledge and skills needed for the development of South Africa (Mokhaba 2004: 52) – knowledge and skills that are necessary for the

achievement of developmental goals that can only be provided by the higher education sector.

The South African Qualifications Authority Act, 1995 (Act 58 of 1995) identifies the following objectives of the National Qualifications Framework (Department of Education 1995: Section 2):

- i. facilitate access to and mobility and progression within education, training and career paths;
- ii. enhance the quality of education and training; and
- iii. contribute to the full personal development of each learner and the social and economic development of the nation at large.

The achievement of these objectives will result in the emergence of a skilled and educated society, which is necessary in capacitating the developmental state.

The Human Resource Development Strategy (HRD) has similar objectives to other government initiatives in achieving the developmental goals through the higher education sector. The objectives include (Asmal 2001: 2):

- i. to improve the foundations for human development;
- ii. to improve the supply of high quality skills, especially scarce skills, which are more responsive to social and economic needs;
- iii. to increase employer participation in lifelong learning; and
- iv. to support employment growth through industrial policies, innovation, research and development.

The objectives stress the importance of creating high level skills, creating research and development capacity in realising the developmental state. The objectives, if met, will increase the number of scientific innovation taking place in the higher education institutions and will meet the demands of the developmental state.

From the above the deduction is made that government tries to provide for a higher education sector that assists in capacitating the developmental state in South Africa.

The Department of Higher Education and Training provides for the theoretical and legislative framework in promoting research; development and training of highly-skilled citizens; and highlights the importance of developing scarce skills to achieve the developmental goals.

It is seen that for developmental goals to be achieved South Africa needs a skilled and trained society, which can be provided by the higher education sector. Therefore, the South African government must ensure that the higher education sector directs its efforts towards achieving the developmental agenda. Thus a partnership between the government (in terms of providing the necessary budget and policy-making), Department of Higher Education and Training and higher education institutions is required to achieve this aim.

It seems as though higher education institutions strive to support the aims of the government. For example, the University of Pretoria attempts to ensure that its local impact meets the needs of South Africa through addressing skills requirements of the economy and undertaking the consolidation of national skills' needs and priorities. The University is already the largest supplier of graduate engineers; and is considered to have internationally recognised strengths in natural and agricultural sciences, engineering and technology – fields that are needed for the achievement of the development goals (University of Pretoria 2007).

1.3 PROBLEM STATEMENT

Currently there is a problem in obtaining knowledgeable and skilled labour in South Africa. In order for South Africa to achieve its developmental goals, the country needs more skilled and trained human resources. The only way to achieve this is to make sure that the Department of Higher Education and Training also directs its focus towards the achievement of the developmental objectives of the state. This will require cooperation with the higher education institutions. Therefore, the challenge lies in establishing an effective partnership between the Department of Higher Education and Training (as it is the one who creates and directs higher education policy), as well as the higher education institutions (as they must provide knowledge to students) that will positively affect the developmental agenda of the country. This

research aims to promote an understanding of the policy implications involved in intergovernmental relations between the Department of Higher Education and Training and its partnerships with the higher education institutions aimed at capacitating the South African developmental agenda.

South Africa has a number of developmental goals that will be described further in the following paragraphs. The Department of Higher Education and Training generally supports these goals and thus creates and directs policies and other measures towards this aim. Theoretically there should be no challenge in establishing effective and efficient partnership since all stakeholders are committed towards promotion and achievement of the developmental agenda of South Africa. However, the shortage of knowledge and skills is a reality in South Africa and the extent of the problem will be described in the following paragraphs and chapters.

Universities have necessary policies and plans in place to develop the required knowledge and skills to meet the developmental challenges of South Africa. However, there are some challenges in providing higher education to the students. Universities can only admit a certain number of students and often many good matriculants fail to gain admission to a university due to these limitations. Another challenge is South Africa's shortage of teachers. Teachers are the ones who deliver knowledge to the learners and students. Without them none of the education goals can be achieved. It is estimated that schools need an additional 62,000 teachers to fill the vacant teaching positions, with specific emphasis on mathematics and science teachers (Kgosana 2008). The result is that poor basic education system may lead to the inadequate preparation of students for higher education institutions. Also, according to Pityana (2006: 3), even though the South African higher education system is successful in terms of research outputs, innovation and post-graduate degrees, on the undergraduate level only 15% of students complete their degrees within the prescribed three years; and 50% of students drop out of universities before they complete their studies (reasons include financial challenges, inadequate primary education, language challenges and failure in their studies).

This research aims to assess the role that the higher education sector has in capacitating the developmental state in South Africa. Currently the higher education

sector has a mixed record in assisting the government in achieving the developmental agenda. The sector has right policies in place, provides appropriate budget and identifies the skills needed, but practically still lacks success in contributing to the achievement of the developmental agenda, i.e. producing skilled labour. Therefore it is important to analyse to what extent the higher education sector assists in capacitating the developmental state in South Africa.

From the above overview it seems that a partnership between the government (policy-making and budget provision), Department of Higher Education and Training and the higher education institutions will assist in capacitating the developmental state in South Africa.

The shortage of scarce knowledge and skills necessary for meeting the developmental agenda of the South African government poses a challenge. These knowledge and skills as well as the necessary training can and should be provided by the higher education institutions. The government must also assist the higher education sector in production and provision of the scarce knowledge and skills. As such, the Department of Higher Education and Training needs to cooperate with the higher education institutions and only if this cooperation is effectively and efficiently implemented can the developmental agenda of South Africa be met.

1.4 OBJECTIVES OF THE RESEARCH

Objectives of this research are:

- i. to describe the environment within which higher education attempts to address the needs of the developmental state;
- ii. to explain the composition, role and functions of partnership structures which will address the needs of developmental state by focusing on:
 - the stakeholders that must participate in the partnership;
 - the role of the higher education sector; and

- the benefits of a partnership framework for capacitating the developmental state.
- iii. to predict the role that the higher education sector will play in the promotion of the developmental agenda of the South African government.

The research will assess the role of the higher education sector in capacitating the developmental state; assess the environment for the proposed partnership based on the information obtained from the government departments as well as the case studies of the University of Pretoria and **University of the Free State**.

1.5 RESEARCH METHODS

A whole range of research methods are available (from empirical research to pure literature studies). The following research methods and techniques for data collection used in the proposed research will be discussed.

1.5.1 Approach to the research

The approach to this research is qualitative, as it attempts to propose actions to strengthen the intergovernmental relations between the Department of Higher Education and Training and higher education institutions. The focus is on the process of implementation of policies to achieve the developmental goals through intergovernmental relations. Qualitative research can result in a better understanding of the issue and point of view of everyone involved in it (Mouton 2001: 161). The qualitative research also seeks and explains data gathered from participants through interviews (Khan 2005: 57).

The strength of this method lies in its descriptive nature. The concept of intergovernmental relations in terms of the education sector is described and explained. A literature review will assist in identifying what has already been done in terms of the developmental initiatives by the South African government and higher education institutions and what the issues and debates regarding higher education and its role in developmental agenda are. However limitations of this approach

include the fact that it is almost impossible to evaluate an empirical impact. The result will consist of a description of the intergovernmental relations framework and its intended effect on the role of the higher education sector in supporting the developmental agenda of the country. The review of government legislation provides only for a theoretical explanation of the higher education sector and intergovernmental relations. Practically, however, the results of all the government actions are impossible (or at least too early) to evaluate from these documents.

1.5.2 Population sample

Purposeful sampling is used in the research as, according to Khan (2005: 58), it assists in finding those individuals who are most knowledgeable and directly involved specifically in policy-making and policy-implementation in the Department of Higher Education and Training, the University of Pretoria and the **University of the Free State**. It also identifies the personal opinions of officials regarding the developmental goals; the role of the higher education sector in capacitating the developmental state and the proposed partnership.

1.5.3 Data collection techniques

Unstructured interviews (with open-ended questions) with senior and top management and administrative staff at the Department of Higher Education and Training, the University of Pretoria and the **University of the Free State** will be conducted. Questions asked are open-ended, therefore interviewees are able to reflect their own opinions and suggestions.

In addition to the interviews, a literature review will be conducted. For this research archival or documentary sources will be used. This includes speeches, annual reports, White Papers and news articles (Mouton 2001: 99). In addition, data will be collected through the selection and analysis of texts.

1.5.4 Data analysis

The collected data will be analysed by comparing interview data from the Department of Higher Education and Training, University of Pretoria and University of the Free State with the government official documents, policies and initiatives. Based on this analysis, it will be assessed whether government and educational institutions are working together toward achieving the developmental agenda.

1.5.5 Ethical considerations

This research attempts to assess the environment in which the intergovernmental relations among the Department of Higher Education and Training and the higher education institutions can be implemented. It also attempts to find out what the views of education and university officials are regarding the mechanisms for intergovernmental relations. Each of the participants was given an introduction letter and/or an informed consent letter, which described the purpose of the study. This research ensured that confidentiality and privacy had been protected while ensuring that participation had been voluntary.

1.6 LITERATURE REVIEW

Research on the specific topic has not been undertaken. However, in 2006 Abe conducted research regarding the relationship between education and the developmental state in East Asia. His study entitled “The Developmental State and Educational Advance in East Asia” linked educational advancement with the formation of a developmental state in East Asia. The author explained the theoretical framework for the developmental state and described the characteristics of the education systems in the East Asian developmental states. The research argued that the national education systems contributed to nation-building by cultivating skilled human resources for economic development.

In 2000 Malan conducted a research entitled “Conservation Management and Intergovernmental Relations: The Case of South African National and Selected Provincial Parks”. The research analysed intergovernmental relations with the

reference to conservation management in the national parks. The research investigated IGR in South Africa and also compared the South African IGR with those of Brazil and India. In this research, she also analysed the mechanisms and structures for the promotion of IGR regarding the conservation management. Malan developed a model for the conservation management IGR and provided some recommendations on how to promote IGR. Other researchers, for example Mathebula (2004), Sokhela (2006), Ile (2007) and Mello (2007) also conducted research on intergovernmental relations with reference to the various fields and aspects of IGR.

In 2007 Edigheji conducted research on the South African democratic developmental state. In his “The Emerging South African Democratic Developmental State and the People’s Contract” paper Edigheji analysed the South African state and argued that South Africa is the democratic developmental state. In this paper he reviewed the debates regarding the South African developmental state; focused on the developmentalist ideology of the South African government and its interventionism; analysed whether South Africa is an autonomous state as well as analysed state and civil society relations. Other scholars, including Gumede (2009) also conducted research on developmental state in South Africa.

However, no scholars have conducted research on intergovernmental relations with reference to the higher education sector within the context of the South African developmental state.

This research analyses the South African developmental state based on combination of international views on a developmental state, as well as the views that are voiced in South Africa. This research also analyses the extent to which the higher education sector in South Africa capacitates the developmental state by reviewing policies on education and argues for the strengthening of intergovernmental relations among the Department of Higher Education and Training and the higher education institutions in achieving the developmental goals of South Africa.

1.7 CLARIFICATION OF CONCEPTS AND TERMS

Some concepts should be defined to make it easier to conceptualise the research within the discipline of Public Administration.

1.7.1 Public Administration

There is a difference between public administration and Public Administration. According to Cloete (1986: 35) public administration refers to:

- i. a collection of distinguishable activities (six generic functions: policy and policy-making; organising; financing; staffing; procedure; and control); and
- ii. a field of activity.

The term public administration refers to the total activities of various institutions included in the public sector.

The term Public Administration refers to a specific subject of study with its own field of study. Public Administration is further divided into Public Administration as a scientific discipline – concerned with the implementation of government policy and involves various government spheres; and Public Administration as an academic discipline – concerned with the study of all the scientific disciplines that have a bearing on the contemporary administrative and managerial practices in the public sector (Botes, Brynard, Fourie and Roux 1992: 257).

The research is conducted within the field of Public Administration as a scientific discipline and attempts to increase the body of knowledge pertaining to public policy with specific reference to the education sector.

1.7.2 Developmental state in South Africa

There are various views regarding the context of the developmental state in South Africa. However, all of the views focus on the social and economic development of the country. Some common definitions are presented in the following paragraphs.

The African National Congress (ANC) in 1998 stated that “development is about improving the quality of life; it is about equity and justice [and] entails growing the economy” (Edigheji 2007: 2). Therefore a developmental state is the one that fulfils these duties.

The South African Communist Party (SACP) defines the developmental state as the state that provides “essential social services, creating conditions to achieve development orientated growth, promoting redistribution and responding to market failure” (Edigheji 2007: 3). This is similar to the ANC definition and also focuses on the provision of essential services and economic growth. However, SACP also highlights that state must respond to market failure, which implies government intervention. Education is an essential service provided to achieve economic growth and the higher education sector, as seen from above, must play a vital role in promotion and achievement of the developmental agenda.

The Minister of Higher Education and Training, Dr Blade Nzimande, in his keynote address at the “4th International Conference on Public Administration” at the University of Pretoria, said that a developmental state should intervene in the economy to ensure that the interests of all, particularly the poor, are looked after. At the heart of any developmental state is the economic sector. However, the developmental state also needs an efficient and effective public sector. According to Nzimande (2011b) markets alone are unable to respond to the needs of the people and thus the developmental state requires both economic growth and development. Dr Nzimande (2011b) also stated that the developmental state requires a highly skilled public service and thus public administration plays an essential role in building the South African developmental state.

The former Minister of Finance and current Minister in The Presidency: National Planning Commission, Trevor Manuel (2009), defines the developmental state as being “determined to influence the direction and pace of economic development by directly intervening in the development process, rather than relying on the uncoordinated influence of market forces to allocate resources”. The aforementioned statement implies that state must intervene in the economy of the country by intervening in the process of the allocation of resources and by setting

developmental priorities (Edigheji 2007: 6). In South Africa, the developmental state generally refers to a state that drives development, in contrast to a free market approach (Edigheji 2007: 6).

1.7.3 South African developmental agenda

In 2007 the ANC defined and announced its understanding of the South African developmental state. The South African developmental state includes the following attributes (ANC 2010: 4):

- i. the South African developmental state should be people-centred and people-driven; its development should be based on high growth rates, restructuring of the economy and socio-economic inclusion;
- ii. it should be able to define common national agenda, mobilise and lead society to achieve this agenda – the embeddedness of the South African developmental state;
- iii. the state must ensure that all of its organs and institutions assist in meeting the developmental agenda; and
- iv. the South African developmental state should be able to translate broad developmental agenda into concrete programmes and projects and for that it needs to “ [provide] a proper training, orientation and leadership of the public service and [acquire] and [retain] skilled personnel”.

According to Latchman (2011) after achieving independence the South African democratic government focused on a developmental agenda that aims to address the concerns of the poor. The steps taken by the government included the introduction of the Reconstruction and Development Programme (RDP); the White Paper for Social Welfare; and the Integrated National Disability Strategy (INDS), among others.

The South African developmental goals to be achieved by 2014 include (Soobrayan 2005: 4):

- i. reducing unemployment by half;
- ii. reducing poverty by half;
- iii. achieving an adequate supply of the skills required by the economy;
- iv. massively reducing the incidence of emerging and re-emerging diseases; and
- v. positioning South Africa strategically as an effective force in global relations.

The above implies that for the South African government, development is a concept addressing issues ranging from poverty reduction to the strengthening of the international image of South Africa.

The current South African developmental priorities are education; health; economy (economic growth and job creation); safety and security; as well as rural development.

Chapter two will discuss in more detail the South African developmental state and its agenda.

1.7.4 South African public service

Investor Words (2008) states that the public service is a term that describes part of the economy that provides certain government services to the citizens. These services can be provided directly through the public sector. Public services include services that are promoted as part of basic human rights, including education, health, security, water and housing. Public services are the services that benefit the society as a whole.

According to the Constitution of the Republic of South Africa (South Africa 1996: Section 197[1]) “within public administration there is a public service for the Republic...which must loyally execute the lawful policies of the government of the day”. According to the DPSA (2008) “the government of South Africa has a range of institutions that render services to citizens. These institutions are generally referred to as the public service and range from national and provincial government departments, constitutional institutions (statutory bodies) and national and provincial public entities”. Education is a part of the public services offered and is categorised

as part of the Social Services Cluster. Therefore, the Department of Higher Education and Training is a public service department created in terms of the Public Service Act, 1994 (Proclamation 103 of 1994).

1.7.5 Department of Higher Education and Training

The Department of Higher Education and Training is “the government department responsible for [higher] education [and training in the national sphere]” (Department of Education 1997b: 8). The Department of Higher Education and Training (2009) views South Africa as a state where all people have access to education and training opportunities and who, in turn, will contribute towards improving the quality of life. Its mission (Department of Education 2009) among others includes:

- i. creating a vibrant further education and training system to equip youth and adults to meet the social and economic needs of the 21st century; and
- ii. building a rational, seamless higher education system that grasps the intellectual and professional challenges facing South Africans in the 21st century.

The Department’s mission is to overcome the challenges faced by South Africa through a higher education system that is equipped to address the social and economic needs of its citizens and, thus, meet the developmental agenda.

To assist the Department of Higher Education and Training, the Council on Higher Education (CHE) was created in 1998. The functions of the CHE include (CHE 2009):

- i. advising – on all policy matters to the Minister of Higher Education and Training;
- ii. being responsible for quality assurance and quality promotion within higher education and training;
- iii. monitoring and evaluating how the vision, policy goals and objectives for higher education are realised; and

- iv. contributing to the development of higher education by, for example, producing publications and conducting research.

In addition to the CHE, in 2005 Higher Education South Africa (HESA) was created to replace the South African Universities Vice-Chancellors Association (SAUVCA) and the Committee of Technikon Principals (CTP). Its mission is (HESA 2009a):

- i. to promote and exercise proactive transformation for the sector and the country;
- ii. to address national development imperatives;
- iii. to position higher education at the centre of knowledge production, research and development and innovation strategies; and
- iv. to provide value added services to its members.

When Mr Jacob Zuma became President of South Africa in April 2009, the Department of Education was divided into two separate departments: the Department of Basic Education and the Department of Higher Education and Training. According to the Department of National Treasury (2009: 69), the higher education sector, further education and training colleges, the national human resource development strategy and adult basic education and training functions have been assigned to the Department of Higher Education and Training. The skills development functions also moved from the Department of Labour to the Department of Higher Education and Training. Thus, both the University of Pretoria and University of the Free State will function within an environment determined by the Department of Higher Education and Training.

1.7.6 Education

Education means the act or process of educating or being educated; systematic instruction; or development of character or mental powers. It also means development of knowledge, skill, ability, or character by teaching, training, study or experience (Mokhaba 2005: 13). According to Donaldson (2001: 62), a report from the National Education Policy Investigation (NEPI) research group states that

“education and training contribute to skills and productivity and thus underpin long-term economic growth”.

According to Info Gov (2008) the South African Bill of Rights (Chapter 2 of the Constitution of the Republic of South Africa, 1996) states that everyone has the right to a basic education, including adult basic education and further education. Education in South Africa is divided into General Education and Training, Further Education and Training and Higher Education. The Department of Higher Education and Training is responsible for formulating policy, setting norms and standards and monitoring and evaluating all levels of education (Info Gov 2008).

In this research, education, particularly higher education, is shown as one of the main factors contributing towards the developmental state.

1.7.7 Higher education

Higher education is “all learning programmes leading to qualifications higher than grade 12 or its equivalent in terms of the National Qualifications Framework ... and includes tertiary education ...” (Department of Education 1997b: 8). Higher education is the non-compulsory educational level following the completion of a grade 12 or its equivalent. Higher education usually means university level education. Higher education offers a number of qualifications such as Higher National Diplomas, Bachelor Degrees, Honours Degrees, as well as Masters Degrees and Doctorates (AEGEE 2008).

Higher education is central to the social, cultural and economic development of modern societies. Higher education is the focus of the research and an assessment will be made regarding its impact in capacitating the developmental state.

1.7.8 Higher education institution

A higher education institution is “any institution that provides higher education on a full-time, part-time or distance education basis ...” Higher education institutions can

be public and/or private (Department of Education 1997b: 8). Higher education institutions include universities, universities of technology and colleges.

In this research higher education institutions are proposed to be in partnership with government departments in capacitating the developmental state.

1.7.9 Intergovernmental relations

Malan (2005: 228) defines intergovernmental relations as “a set of formal and informal processes as well as institutional arrangements and structures for bilateral and multilateral co-operation within and among the three spheres of government”.

Malan (2000: 15) also states that intergovernmental relations involve everyday interaction among the officials in the different spheres of government, exchange of information and their views, thus assisting in generating of a policy.

1.7.10 Policy

Policy defines principles that should be followed when attaining goals. A policy process includes the initiation, design, analysis, formulation, dialogue and advocacy, implementation and evaluation. There are three types of policy: public policy, non-governmental policy and private sector policy. Public policy in turn, can be divided into political policy (legislation) and executive policy (Cabinet decisions) (Cloete, Wissink and Coning 2006: 3 and 19).

In this research, political and executive types of public policy will be used. As achieving the goals of a developmental state is the priority of the South African government, adequate policies and actions should be in place to facilitate the process.

1.8 CHAPTER OUTLINE

Chapter 1 outlines the motivation of the research, the problem statement, objectives of the research and research methods.

Chapter 2 conceptualises the higher education and intergovernmental relations within the discipline Public Administration. The chapter explains why current research is important for Public Administration.

Chapter 3 focuses on the environment within which the higher education sector is able to capacitate the developmental state. In this chapter the types of the higher education sector environment are identified and discussed, including: external – policy and legislative framework; and economic environment; and internal – policy knowledge; knowledge of the South African developmental agenda and motivation and attitudes on behalf of the officials involved.

Chapter 4 focuses on the actions and institutions involved in the creation of a multiparty partnership framework for higher education. The roles, responsibilities and functions of all stakeholders are assessed.

Chapter 5 provides recommendations in ensuring a collaborative intergovernmental approach to addressing the needs of the developmental state. The chapter makes conclusions based on the evidence provided in previous discussions.

1.9 CONCLUSION

This chapter outlines the motivation of the research, the problem statement, objectives of the research and research methods. It also provides a conceptual framework for the concepts used in the research. This chapter proposes the assessment of the current involvement of all stakeholders in capacitating the developmental state and identifies a multiparty partnership framework to enhance intergovernmental collaboration.

CHAPTER 2: CONCEPTUALISATION OF THE ROLE OF THE HIGHER EDUCATION SECTOR IN THE DEVELOPMENTAL STATE WITHIN THE DISCIPLINE OF PUBLIC ADMINISTRATION

“Administration is the most obvious part of government. It is government in action.”

Woodrow Wilson, June 1887

2.1 INTRODUCTION

The discipline of Public Administration has been in existence since the early 1800s. With the evolvement of the discipline throughout the time, scholars started to argue for the separation between Public Administration and public administration. The difference between the two will be explained in this chapter.

The focus of this research is on intergovernmental relations as a subfield of the study of Public Administration. This chapter will explain the necessity of intergovernmental relations in the higher education sector of the South African developmental state.

Higher education in South Africa is the realm of the national sphere of government and thus many departments in the national sphere interact with each other to maintain higher education. This interaction is necessary as the higher education sector needs the government to set the sector’s direction, aims, it also needs financial assistance from the government, as well as requires assistance from other government departments, for example the National Treasury, Department of Basic Education, the Presidency, in order to be able to assist the South African government to achieve the developmental agenda of the country. The national sphere also needs to work together with higher education institutions as national departments and higher education institutions depend upon each other for the successful implementation of higher education policy and the developmental agenda of the country. In this regard, the main role players in higher education IGR are the Department of Higher Education and Training, higher education institutions, as well as IGR forums such as the Council on Higher Education and Higher Education South Africa. The latter two are the only higher education IGR forums that currently exist in South Africa.

The South African Constitution, 1996 – the supreme law of the state – outlines in Chapter 3 principles for intergovernmental relations and cooperative government. Intergovernmental relations will be explained in this chapter. It is important to mention that the Constitution provides for three spheres of government which are distinctive, interrelated and interdependent. The focus of this research is the interdependent aspect of the South African government, i.e. intergovernmental relations in the South African higher education sector. In addition, this research focuses on the value of development orientation as stated in Chapter 10 of the South African Constitution as one of the nine values and principles of public administration. The higher education sector is analysed within the developmental South African state, i.e. how the sector can assist the government to achieve its developmental agenda.

This research explains what cooperative government and intergovernmental relations are, as well as outline the roles of government departments which participate in higher education intergovernmental relations.

2.2 PUBLIC ADMINISTRATION

According to Botes *et al* (1992: 257), Public Administration is divided into Public Administration as a discipline and public administration as an activity. Public Administration as a discipline is further divided into Public Administration as a scientific discipline – concerned with the implementation of government policy and involves various government spheres; and Public Administration as an academic discipline – concerned with the study of all the scientific disciplines that have a bearing on the contemporary administrative and managerial practices in the public sector (Botes *et al* 1992: 257). According to Cloete (1986: 35) public administration refers to a collection of distinguishable activities (six generic functions: policy and policy-making; organising; financing; staffing; procedure; and control) and a field of activity. Cloete (1986: 35) also states that often the content of what Public Administration is, is determined by the six generic functions mentioned above. This means that after studying the discipline, an individual should be able to perform the six functions in order to ensure the success of a desired outcome.

Public administration as an activity involves human activity or activity for the people by the people (Botes *et al* 1992: 257). Public administration consists of numerous activities and processes that are performed by public officials who aim to produce goods and render services to the community (Van der Waldt and Du Toit 1997: 61).

The term public administration is a broad term, which, according to Cloete (1986: 4), refers to the administrative activities conducted together with the functional activities of public institutions. Public administration is practiced in the three spheres of government, namely national, provincial and local.

The fourth branch, international administration, was added due to the increasing number of international organisations and globalisation. In addition, the field of public administration is divided into specialised areas, for example financial administration (Cloete 1986: 5).

LeMay (2006: 11), on the other hand, does not differentiate between Public Administration and public administration. He argues that public administration is activities of government agencies that develop and implement public policy. It is the tool to implement public policy (LeMay 2006: 9). Public administration is political process. His argument continues by stating that public administration is about activities of government focusing on the bureaucrats within the government. Public administration involves the allocation of scarce resources and concerns government structures, political actors and actors outside a government and the interaction between them – everyone and everything that constitutes the political system (LeMay 2006: 11).

This research is conducted within the field of Public Administration as a scientific discipline and attempts to increase the body of knowledge pertaining to intergovernmental relations in the higher education sector. It also reflects the view of LeMay as the direction of South African higher education policy is set by the government. The President appoints ministers that are responsible for the promotion of higher education intergovernmental relations and its contribution to the developmental agenda in South Africa.

2.2.1 Three generations of public administration

Public Administration, according to Coetzee (1988: 30), is a relatively young discipline. There are three known generations of Public Administration (Thornhill 2006: 794-796):

2.2.1.1 The first generation

The founder of the science of Public Administration in Europe is Lorenz von Stein. Von Stein thought of Public Administration as an integrating theoretical science with the practical base that combines a number of other disciplines. Woodrow Wilson is, however, more well-known for his contribution to the discipline, mainly due to his “The study of Administration” essay. In this work he argued for the separation between politics and the public administration; a commercial perspective on a government; comparative analysis between political and private organisations and political schemes; and reaching effective management by training civil servants and assess their quality. Wilson’s essay is widely considered as the foundation of the study of Public Administration. The Public Administration discipline is concerned with the executive actions of government.

2.2.1.2 The second generation

This generation continued debate regarding the separation of Public Administration from politics. The generation was led by the work of Luther Gulick and Lyndall Urwick who based their ideas largely on the fourteen principles of organisation of Henri Fayol. They believed that principles on management can be applied in the public sector and the two can co-exist in the form of the Science of Administration which goes beyond public and private sectors. Later, however, the Science of Administration focussed mainly on the government organisations.

2.2.1.3 The third generation

The third generation led to the separation of Public Administration from politics, as it questioned the arguments of the first and the second generations.

Even though the third generation separates Public Administration from politics this is not the case in the South African higher education policy. The higher education policy is formulated by the South African government. The direction of national policies is set at governing party conferences. The ministers that are responsible for the implementation of national policies are appointed by the President. If a minister is not from the ruling party, he has to follow the policy direction set by the ruling party. For example the current Minister of the Department of Higher Education and Training is the General Secretary of the South African Communist Party (SACP). He cannot formulate any higher education policy and implement it without approval of the ruling party and passing it through Parliament. Intergovernmental relations involved in the implementation of higher education policy are conducted among the government departments that follow the overall direction of the national government. As such, Public Administration, including higher education policy, as well as intergovernmental relations cannot be separated from politics in South Africa.

2.3 PUBLIC ADMINISTRATION IN THE HIGHER EDUCATION SECTOR

According to Section 195 of Chapter 10 of the South African Constitution, 1996, the values and principles of the South African public administration include the promotion of the efficient, economic and effective use of resources; development orientation of public administration; accountability of public administration; promotion of good human resource management and career development practices; promotion and maintenance of a high standard of professional ethics; provision of services in an impartial, fair, equitable way and without bias; responsiveness to the people's needs and encouragement of public to participate in policy-making; provision of timely, accessible and accurate information to the public; and public administration must be broadly representative of the South African people, with employment and personnel management practices based on ability, objectivity, fairness and the need to redress the imbalances of the past to achieve broad representation. The Department of Higher Education and Training should abide by all the values and principles as it is a national department. The focus of this study is on the developmental orientation. A development orientation can be realised through the higher education sector's contribution to the national developmental agenda of South Africa. This research focuses on development orientation as it analyses how the

higher education sector and its stakeholders, as well as the promotion of IGR in the sector, contribute to the developmental agenda of South Africa. The development orientation can be achieved through cooperative government (Chapter 3 of the South African Constitution 1996). Promoting higher education can positively contribute to the development of South Africa with the cooperation from all interested parties.

The notion of intergovernmental relations is also supported by research conducted by Shafritz, Russell and Borick in 2009. Shafritz *et al* (2009: 7-25) divide public administration into a number of fields and provide its definition accordingly. The political definition of public administration, according to Shafritz *et al* (2009: 7), is what governments do – all the activities of a government; it cannot exist outside politics. In South Africa, as was mentioned previously, higher education priorities are set by the ruling party, which may influence policies of the government with regards to education.

Shafritz *et al* (2009: 17) also point out that “public administration is the executive function in government”. It is the government departments that put into practice higher education policies to ensure that the higher education sector assists the South African government in achieving its developmental agenda.

As a field of study, public administration, according to Shafritz *et al* (2009: 23), is cross-disciplinary. This is seen in intergovernmental relations relating to the higher education sector – a number of departments (Department of Higher Education and Training, Department of Basic Education and the National Treasury) must consult, assist and inform each other, as well as cooperate to ensure that education policies are successfully implemented.

2.3.1 What is public policy?

It is important to understand what policy and policy studies are in order to address the issue of the higher education sector’s contribution to the achievement of the South African developmental agenda. Policies add structure to government plans and aims and regulate actions. Policy defines principles that should be followed when attaining goals. Policies are directed towards the future and wellbeing of a

society (Cloete *et al* 2006: 28). The latter is the case in higher education policy, as well as general education policy as it is aimed at ensuring that South African education institutions produce knowledgeable, skilled and educated labour that will achieve the developmental goals of the state.

A policy process includes the initiation, design, analysis, formulation, dialogue and advocacy, as well as the implementation and evaluation of policy (Cloete *et al* 2006: 3). There are three types of policy: public policy, non-governmental policy and private sector policy.

Public policy, as defined by Anderson (2003: 3), is developed by government. Public policy can be divided into political policy (legislation) and executive policy (Cabinet decisions, policies implemented by political office-bearers after consultation with high-ranking public officials) (Cloete *et al* 2006: 19). The policies on higher education in South Africa are both political and executive as they are decided on by the Cabinet and approved by the South African Parliament.

The term that covers both policy studies and policy analysis is policy sciences. Both policy studies and policy analysis are types of public policy making (Cloete *et al* 2006: 6) and thus are functions of Public Administration. Cloete *et al* (2006: 7) state that policy studies focus on the study of policy content – describes the origins, intentions and operation of a policy; policy outputs – establishes outcomes and policy outputs; and policy process – explains how policy is made at each stage of policy making.

Policy and administration, as it follows from the above definitions, fall under the discipline of Public Administration. Policy cannot be formulated if its goals are not achievable from the administrative perspective. As Jreisat states (2002: 80), Public Administration is present in the various public policy processes. Public Administration upholds policy's objectives; it participates in the policy formulation and ensures that policy objectives are achieved.

2.3.2 South African higher education policy

The South African higher education policy is a public policy that is developed by the government on advise from various institutions, for example the CHE and HESA and is implemented by the Cabinet, particularly by the Minister of Higher Education and Training. It is an enforceable policy. Enforceability of the policy can be seen in the Delivery Agreement signed between the President and the Minister of Higher Education and Training, outlining what is to be done, how, by whom, within what time period and using what measurements and resources. This will serve as an evaluation of the work of the DHET and ensure that the Minister will have a “hands on” approach towards duties and responsibilities.

A public policy, for the purpose of this research, higher education policy, consists of a number of elements (McKinney and Howard 1998: 94):

- i. government action and intergovernmental relations – national sphere of government, Department of Higher Education and Training, the CHE and HESA, as well as higher education institutions – are stakeholders involved in influencing higher education policy;
- ii. public purpose – the action and policy are intended to be in the interest of South Africans and the state as a whole – to achieve the developmental agenda of the state;
- iii. legal documents – the Constitution, White Paper on Programme for the Transformation on Higher Education, 1997; the Draft National Plan for Higher Education, 2001; the National Education Policy Act, 1996; the South African Qualifications Authority Act, 1995; and other written and unwritten statements and documents;
- iv. decision for implementation – order of the President and the Cabinet to execute a policy; and
- v. results – the consequences of the policy implementation.

In the South African context the correlation between the Public Administration and higher education policy (public policy) can be deducted from the principles of development orientation of the Constitution of the Republic of South Africa, 1996,

Section 195 (1). The following paragraph states values described in the Section 195 (1), however, the focus of this research, is on the developmental orientation of the Public Administration:

- i. public administration must be development-oriented – it should be directed towards the wellbeing of a society, as according to Cloete *et al* (2006: 83), development is “increase in the quality of life of an individual or a community”;
- ii. people’s needs must be responded to and the public must be encouraged to participate in policy making – public policy should be in the interest of a society and a state as a whole; and
- iii. good human resource management and career development practices, to maximise human potential, must be cultivated – Public Administration must ensure career development practices, which in turn can and should be implemented by the Department of Higher Education and Training and the higher education institutions of South Africa.

Public policy, including the higher education policy, cannot be developed and implemented by a single government department. There should be cooperation among a number of departments in order for a policy to succeed.

2.4 INTERGOVERNMENTAL RELATIONS AND COOPERATIVE GOVERNMENT

This study focuses on the higher education sector’s role in promoting the developmental agenda of South Africa and the way in which intergovernmental relations assist in development and implementation of higher education policy. As such, cooperative government and intergovernmental relations should be explained.

2.4.1 Cooperative government

Chapter 3 of the South African Constitution provides for cooperative government and intergovernmental relations. Cooperative government in the South African context means that the government consists of national, provincial and local spheres and these are distinctive, interdependent and interrelated (South Africa 1996: 40 [1]).

Distinctive, according to the Intergovernmental Relations Audit Report (1999: 23), means that each sphere has distinctive legislative and executive competencies. *Interrelated*, according to the Intergovernmental Relations Audit Report (1999: 23), means that each sphere must “co-operate with one another in mutual trust and good faith” to achieve wellbeing for South Africa and its people. The Intergovernmental Relations Audit Report (1999: 23) defines *interdependence* as “the degree to which one sphere depends upon another for the proper fulfilment of its constitutional functions”.

According to Malan (2005: 230) cooperative government is enshrined in the Constitution and governs all the activities of the South African government. The focus of cooperative government is on institutional, political and financial arrangements for interaction among the three spheres of government. Malan (2005: 230) further argues that cooperative government is “about partnership government” and the values that follow this partnership (for example national unity, peace and effective communication).

2.4.2 Intergovernmental relations

Related to the cooperative government are intergovernmental relations (IGR). IGR, according to Malan (2005: 230), is the means to achieve “partnership government” and the values that follow it. Malan (2005: 230) states that IGR may include executive or legislative functions of the government, such as higher education.

The White Paper on Local Government, 1998 (DPLG 1998: Section C 1.2) states that IGR is the “set of multiple formal and informal processes, channels, structures and institutional arrangements for bilateral and multilateral interaction within and between spheres of government”. The White Paper on Local Government, 1998 also states that the strategic purpose of the IGR system is to promote and facilitate cooperative decision-making; coordinate and align priorities, budgets, policies and activities across interrelated functions and sectors; and ensure a smooth flow of information within government and between government and communities, with the purpose of enhancing the implementation of policy and programmes (DPLG 1998: Section C 1.2).

There are a number of characteristics associated with the IGR. Wright (1978: 9) argues that IGR is influenced by the human relations and behaviour – by behaviour and attitudes of the officials occupying government departments. Another characteristic according to Wright (1978: 12) is the continuity of the IGR. Intergovernmental relations is not a once-off process. IGR consists of day-to-day exchanges of information and views among officials among different government departments. Officials in the Department of Higher Education and Training and the Department of Basic Education, for example, must constantly exchange views and information regarding actions taken and policies implemented. Another IGR feature described by Wright (1978: 13) is the all inclusiveness of IGR. All public officials participate in the IGR process – whether it is the President or a Minister. Everyone within the IGR system must participate to ensure that IGR results in the successful implementation of the higher education policy which in turn will assist the South African government in achieving the developmental agenda.

IGR is important in the South African context as the Constitution, 1996, provides for exclusive functions of the national government, for concurrent national and provincial functions, as well as exclusive provincial functions. This allocation, “who does what and with what resources”, according to (Shafritz *at al* 2009: 141), is the core of IGR.

2.5 INTERGOVERNMENTAL RELATIONS AND HIGHER EDUCATION

According to the White Paper 3 (Department of Education 1997a: Section 3.6) the former Ministry of Education adopted a principle 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”. The aforementioned means that there will be “co-operative relationship between the state and higher education institutions” (Department of Education 1997a: Section 3.7).

The White Paper 3 (Department of Education 1997a: Section 1.28.1 and 1.28.2) sets the goals of the DHET that include “transformation and democratisation of 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”. The Ministry should “encourage interaction through co-operation and partnerships among institutions of higher education and between such institutions and all sectors of the wider society”. This means that the DHET, the CHE, HESA and higher education institutions (in this research University of Pretoria and University of the Free State) are interdependent in their actions and co-operatively responsible for the higher education sector’s contribution to the South African developmental agenda. To achieve this cooperation the sector needs effective intergovernmental relations, as it follows from Malan (2005: 230).

The co-operation among stakeholders in the higher education sector has been on the agenda since 1996. The National Commission on Higher Education (NCHE) in its 1996 report stated that higher education institutions should be autonomous but accountable to the state, while the state plays a steering, coordinating role as well as a decision-making role. The state, however, should use “financial incentives and other steering mechanisms” to persuade institutions to follow its policies (NCHE 1996: 5). In addition the NCHE’s report (1996: 5) states that higher education has to establish linkages with “commercial enterprises, parastatals, research bodies and NGOs, nationally and regionally”. For example, currently, higher education institutions established linkages with private sector, national departments and parastatals in order to receive additional funding for bursaries as well as provide students with practical training or work experience.

In its report the NCHE (1996: 10) states that co-operative government implies state supervision. The Report argues that “co-operative governance entails autonomous civil society constituencies working co-operatively with an assertive government” as well as “promotes interaction and co-ordination through a range of partnerships” (NCHE 1996: 10). It is a duty of the state to make higher education decisions (for example funding, access, quality) and develop higher education policy, but higher education institutions are autonomous in the means how to achieve the goals of that policy.

One of the principles of cooperative government and IGR in South Africa is provision for all spheres of government and all organs of state to cooperate with one another by assisting and supporting one another; informing and consulting each other regarding matters of common interest; and coordinating actions and legislation with each other (South Africa 1996: 41 [1]). IGR is vital in the implementation of national priorities of South Africa. The national priorities are the developmental agenda of the country and include, according to the DPLG (2007: 4), economic growth, capacity building, poverty alleviation, job creation and enhanced service delivery among some others.

The best explanation of IGR and its relevance to the research is given by Denhardt and Denhardt (2006: 83) where they argue that the term of IGR is used to cover “all the complex and interdependent relationships among those at various levels of government as they seek to develop and implement public programmes”.

Henry (2004: 379) defines IGR as “the series of financial, legal, political and administrative relationships established among all units of government that possess varying degrees of authority and jurisdictional autonomy”.

IGR are the sets of policies and mechanisms that manage the interaction between different levels of government (Shafritz *et al* 2009: 140), as well as government departments within these levels.

The above definitions establish the relevance of IGR to this study as the implementation of the higher education policy involves the appropriation of funding from the National Treasury, policy setting and direction from the South African government, execution of the policy by the Department of Higher Education and Training, relevant policies and actions from the Department of Basic Education, HESA and the CHE, as well as cooperation and commitment on behalf of the higher education institutions. Higher education policy can also be generated, or at least adjusted by interactions among all the officials in the bodies participating in IGR according to Wright (1978: 13).

IGR is crucial in the general process of final policy making, including higher education policies in South Africa. According to the Education and Training Unit (ETU 2010) the policy making process is as follows: the Cabinet sets broad goals and strategies during the Cabinet Lekgotla (meeting); the Directors General (DGs) of all departments and provinces meet at the Forum of South African Directors General (FOSAD) chaired by the Director General in the Presidency, to make concrete plans; these plans presented to the Cabinet and Parliament in the form of a Budget Vote for a Ministry; the Treasury, while drafting the Budget, must take the submitted plans into account – if the funding for implementation of plans is not available they will not be approved; to ensure that the department knows how much funding is available for its programmes in the medium term, the Treasury develops a Medium Term Expenditure Framework (MTEF) for a three year period.

To summarise the relevance of IGR to the study, a quote from Layman (2003: 10) can be used: “Intergovernmental relations are not an end in themselves, but a means for marshalling the distinctive effort, capacity, leadership and resources of each sphere and directing these as effectively as possible towards the developmental and service delivery objectives of government as a whole. Intergovernmental relations in [South Africa] have this developmental [characteristic]”.

It is important to note that this study focuses on the interdependence aspect of the South African government. In this research the aforementioned definition of interdependence implies that higher education stakeholders are dependent upon one another and government officials for means for successful higher education policy formulation and implementation.

Within the national sphere, the Department of Higher Education and Training depends upon other national departments to ensure that higher education in South Africa assists the government in achieving its developmental agenda. The DHET and other national departments also depend upon higher education institutions for implementation of government’s plans regarding higher education, as well as the higher education institutions depend on the DHET and national departments for policy planning as well as funding.

According to Higher Education South Africa (HESA 2009b: 5) the South African universities are ready to assist the government in achieving developmental goals. This readiness, however, should be supported by the government departments involved in the implementation of the higher education policy. The departments must ensure that policy goals and objectives are clear and realistic, government funding is provided and the skills requirements of the South African economy are clearly defined by the Department of Labour's National Master Scarce Skills List. Also despite the ability of the higher education institutions to assist government in pursuing the developmental agenda, HESA (2009b: 6) states that higher education will struggle if expenditure on higher education does not reach a minimum of 1% and increase to at least 1.5% within 10-15 years.

IGR is a necessary process in the South African higher education policy implementation process and its success in promoting the government's developmental agenda. It is important to know who is responsible for higher education IGR in South Africa.

This research proposes the establishment of a higher education IGR body that can unite all stakeholders in the sector and have authority and power to not only advise on policy but also enforce, if needed, co-operation between all stakeholders, to ensure that the higher education sector capacitates the South African developmental state.

2.6 STAKEHOLDERS IN HIGHER EDUCATION INTERGOVERNMENTAL RELATIONS

As was mentioned earlier in this study, the South African government consists of three spheres: national, provincial and local. Higher education is the realm of the national sphere of government. It is therefore necessary to understand which players in the National sphere participate in higher education IGR. It is also important to identify other stakeholders participating in higher education IGR.

2.6.1 National sphere – Department of Higher Education and Training (DHET)

The main government department at the national sphere of government that is directly involved in higher education IGR is the Department of Higher Education and Training.

According to the former Department of Education, the Ministry aims to develop professional teachers; create further education and training system capable of producing youth and adults that can meet developmental needs of South Africa; and to build a higher education system that is able to meet challenges facing the country (Department of Education 2009).

The Department of Higher Education and Training (2010a: 8) aims to deliver, at an increased rate, the knowledge and skills needed by the South African economy. The Department's aim is a higher education system that serves both the youth and adult population of South Africa; and that provides quality learning. The Department supports the structural interaction between universities, colleges, the Sectoral Education and Training Authorities (SETAs) and other training institutions to ensure the production of knowledge and skills needed for meeting economic needs of the country. It has to develop higher education legislation and policy; and provide support to the higher education system.

2.6.2 Statuary bodies

The Council on Higher Education and Higher Education South Africa are statutory institutions that are involved in higher education IGR. They can be considered as IGR forums. These however do not have authority or power to enforce cooperation amongst all the stakeholders in higher education IGR but are advisory bodies.

2.6.2.1 The Council on Higher Education (CHE)

In 1998 government established the Council on Higher Education (CHE) to assist the Department of Higher Education and Training. It was created to ensure quality education in the South African higher education institutions.

According to the Higher Education Act 1997 (Department of Education 1997b: 11) the functions of the CHE include providing advise to the Minister of Higher Education and Training on policy matters; responsibility for quality assurance and quality promotion within the higher education and training; monitoring and evaluating how the vision, policy goals and objectives for higher education are realised; and contributing to the development of higher education by, for example, producing publications and conducting research.

The CHE has a permanent committee, namely the Higher Education Quality Committee (HEQC), whose responsibility is to promote and ensure quality higher education, as well as accredit higher education programmes (CHE 2010).

2.6.2.2 Higher Education South Africa (HESA)

HESA is considered to be a body that serves as the bridge between the higher education institutions and the South African government. Nevertheless, as it will be explained in Chapter 4, not everyone agrees with the aforementioned statement. HESA does not have the power to foster higher education IGR and to ensure its success.

HESA (2011) was established in 2005. It represents 23 South African public higher education institutions. Its mandate, according to HESA (2011) is to “to facilitate the development of informed public policy on higher education and to encourage cooperation among universities and government, industry and other sectors of society in South Africa”. HESA’s primary roles are policy analysis and strategic research, advocacy and stakeholder influence and sector support (HESA 2011). The policy analysis and strategic research includes focus on an active participation in the direction of higher education policy development as well as on HESA’s influence of

higher education policy development. The advocacy and stakeholder influence role includes focus on the development and strengthening of networks, partnerships and relationships with key higher education organisations and stakeholder constituencies and positioning HESA as a leader in shaping the national higher education policy and regulatory agenda. The sector support role includes focusing on representing and advancing the sector's interests through participation in national structures and the promotion and facilitation of partnerships, collaboration and information sharing between institutions and with other organisations (HESA 2011).

2.6.3 Higher education institutions – universities

Universities are the means to deliver higher education to individuals. They provide knowledge and teach skills that are needed for an individual to enter a career path. They also teach culture and values of a society to the people. Universities are involved and teach students to be involved in community outreach and teach values such as team work. Basically universities have diverse responsibilities to the society and a country as a whole.

Castells (2009: 1) states that universities are essential for scientific and technological development, as well as in training human capital according to the constantly changing economic and technological environment. According to Castells (2009: 1-3), historically, there are six functions of universities:

- i. producers of values and theological institutions – for example Bologna, Oxford, Sorbonne;
- ii. selection of elite – for example Cambridge and Oxford;
- iii. training of the labour force in professional universities, such as schools of medicine, business schools, engineering schools (for example engineering School of Lausanne in Europe);
- iv. production of specific science and knowledge needed for a development of specific industries needed by a country – for example Harvard;
- v. provision of degrees – unlike training of labour force this function helps individuals to receive a degree and then be trained in a specific job (the post-

World War II universities in Europe and post-independence universities in Africa); and

- vi. innovation – entrepreneurial universities connecting science and technology with business (for example Stanford and MIT).

The Vice-Chancellor of the University of Bristol, Professor Eric Thomas, pointed out that “Human society requires universities – they are not an added extra, they are an essential part of the fabric of our civilisation, our educational provision, our search for new knowledge and our civic life” (Thomas 2002). He also correctly acknowledged the fact that universities have existed for centuries and that every major city in the world has at least one university (Thomas 2002). The above statement means that every society needs universities and that they are an integral part of any society, they are the ones that have an ability to ensure that society has knowledge and skills to develop and progress. This is also supported by Van Jaarsveldt (2010: 26) who refers to Jasper’s 1956 book titled “The Idea of the University”. In this book Jaspers states that responsibilities of universities include a provision of the professional training and knowledge, education and research; encouraging students to participate in research and to teach them to think independently.

The combination of thoughts regarding duties of the universities of Rosenstone and Short (in Van Jaarsveldt 2010: 26-33) provides for the following responsibilities:

- i. the advancement of knowledge through basic research;
- ii. teaching students to think analytically regarding social, economic and political environments that students live in;
- iii. regular publications on new discoveries;
- iv. teaching students to be “good citizens”;
- v. provision of a profession specific training;
- vi. training of researchers and educators to ensure that they can also teach future generations of students; and
- vii. protection of a society’s values and community outreach.

Van Jaarsveldt (2010: 29-30) argues that in the current environment universities focus on students' motivation, team work, community outreach, solving problem of a community and analytical skills.

The above will be confirmed in Chapter 4 of this research by representatives of the University of Pretoria and University of the Free State, which are the focus of the research.

2.7 DEVELOPMENTAL AGENDA

The above institutions should assist the South African government to achieve the state's developmental agenda, i.e. to achieve its developmental agenda the South African government needs the assistance of the higher education sector.

According to Soobrayan (2005: 4) the South African developmental goals to be achieved by 2014 include reducing unemployment by half; reducing poverty by half; achieving an adequate supply of the skills required by the economy; massively reducing the incidence of emerging and re-emerging diseases; and positioning South Africa strategically as an effective force in global relations. The South African government is currently focusing on five developmental areas: education; health; economy (economic growth and job creation); safety and security as well as rural development. Education is the number one priority, as all other priorities depend on a quality education. The role of education is to produce a knowledgeable, skilled and educated labour force in order for the government to meet the developmental goals of the state.

The former South African President, Thabo Mbeki, has also highlighted the need for skilled labour that will assist the government to achieve its developmental agenda. According to Thabo Mbeki all spheres of government must have professional, managerial and skilled human resources to enable the state to fulfil its developmental responsibilities (Southall 2006: xx).

The South African developmental agenda includes a wide range of goals. However success in achieving these goals depends on the higher education system as well as

cooperation amongst all the stakeholders involved in education and developmental agenda setting in South Africa.

2.8 CONCLUSION

As it is seen from this chapter there is a difference between public administration and Public Administration. This research falls under the domain of Public Administration as it analyses the education policies in South Africa and the viability of a partnership between the Department of Higher Education and Training, Department of Basic Education, higher education institutions and other government stakeholders which will ensure successful achievement of developmental goals.

This chapter has shown the role of each government department involved in intergovernmental relations specific to the higher education sector and its contribution to the promotion of the developmental agenda of the South African government. The chapter also described the higher education forums and two higher education institutions.

This chapter showed that there are bodies and institutions that participate in higher education IGR. However there is not a structure in place that solely promotes higher education IGR and has the authority and power to enforce cooperation among all the stakeholders. There is not a joint forum that can meet and decide on collective action to strengthen higher education IGR and ensure its contribution to the promotion of the South African developmental agenda.

CHAPTER 3: EXTERNAL AND INTERNAL ENVIRONMENT OF THE HIGHER EDUCATION SECTOR IN SOUTH AFRICA

"Education is the great engine of personal development. It is through education that the daughter of a peasant can become a doctor; that the son of a mine worker can become the head of the mine; that a child of farm workers can become the president of a great nation. It is what we make out of what we have, not what we are given, that separates one person from another."

Nelson Rolihlahla Mandela

3.1 INTRODUCTION

The South African government, since 1994, undertook a number of steps to ensure that the education system, especially higher education, addresses the injustices of the past and contributed to the development of the Republic and its people. A number of policies and institutions were created to ensure this goal is achieved. In addition, the education sector has undergone some reforms in the past 16 years.

There is, however, still a lot that must be done to ensure that the higher education sector assists the government in achieving the South African developmental agenda. The environment in which the higher education sector operates, as well as actions taken by the officials who have power to reform the higher education sector in order for South Africa to achieve its developmental goals, will be described.

3.2 POLITICAL AND SOCIO-ECONOMIC FACTORS IN THE HIGHER EDUCATION ENVIRONMENT

In order to evaluate the higher education policy and assess how the higher education sector is able to capacitate the developmental state through intergovernmental relations, the policy environment needs to be understood.

According to Anderson (2003: 39-46) policy is affected by political culture and socio-economic conditions.

Anderson (2003: 39) defines political culture as a public opinion on what government should and must do; how must it be done, as well as relationship between the government and citizens. Political culture means the way in which government relates itself to the people and their interests, as well as expectations of people from their government.

The political culture is not static – it changes with time. As such, policy and its objectives change as well. Between 1994 and 2004 the South African political culture to some extent was oriented towards past and present – redressing the past inequalities. This was seen, according to Badat (2004: 18-20), in the period between 1990 and 1994 when government was concerned with the transformation of the inherited apartheid system of education; and providing access to education for the previously disadvantaged. From 1995 the government continued to address issues of access to education for the previously disadvantaged and attention was paid to planning a policy on higher education transformation, funding, goals and strategies as well as tools to achieve the desired outcome. This was the time when goals, strategies and means to achieve higher education policy goals and objectives were more clearly defined through various education policies, for example the Higher Education Act 1997 (Act 101 of 1997) and Education White Paper 3. Since 1999, the government is focused on the quality of education and its role in the development of South Africa. The social change that had occurred after the 1994 elections led to a change in the education policy.

Anderson (2003: 40) argues that there are three types of political cultures. South Africa follows a moralistic political culture. In a moralistic political culture, a government advances public interest (it is the public service provider) and the public is allowed to raise policy concerns (Anderson 2003: 40). These will be seen in the numerous steps taken by the government since 1994 that will be described in this chapter.

The socio-economic conditions have also had an important effect on policy. The apartheid history of South Africa left the non-white population – a majority of population – in devastating social and economic conditions. Since 1994, however, the previously disadvantaged South Africans form the majority of the labour force,

i.e. the achievement of the South African developmental agenda, largely, depends on them. As such, all education and other policies since 1994 focused on the correcting mistakes of the past and provision for all previously disadvantaged of education, skills and job opportunities.

The fact that political culture is not static and thus policy objectives also change can be seen in the development of education and higher education policies since 1990s. Since the 1990s, the South African government undertook numerous steps and set a number of goals, some of which have already been met, to ensure that the education sector is developed to address past inequalities and provide for the knowledge and training required to develop the South African economy and ensure the social wellbeing of all South Africans.

3.3 CHRONOLOGY OF THE EDUCATION AND DEVELOPMENT RELATED ACTIVITIES IN SOUTH AFRICA (1990s-CURRENT)

As was mentioned above, since 1994 South African education policies became clearer and more goal oriented. Education is seen as the key to achieve the South African developmental agenda.

3.3.1 Policy development

Since being in power, the ANC government has tried to ensure that education policies are aimed at addressing past inequalities, as well as ensuring the development of the Republic.

3.3.1.1 A Policy Framework for Education and Training and the Reconstruction and Development Programme (RDP)

One of the first steps taken by the ANC was a pre-1994 election distribution of “A Policy Framework for Education and Training” document whose main focus according to Fiske and Ladd (2004: 207), was on redressing the past injustices in the education sector.

The first development oriented policy in the new democratic South Africa – the Reconstruction and Development Programme (RDP) – was drafted by the South African government in 1994. The RDP identified various goals and objectives for the establishment an effective education policy and system.

The focus of the RDP (South Africa 1994: 2.1.4) was on meeting basic needs; urban and rural development; human resource development; democratisation and institutional reform and economic restructuring.

The human resource development and economic restructuring would require an education system that is capable of achieving these goals successfully. The RDP, however, provided a very vague set of actions on how to achieve these goals and objectives.

3.3.1.2 White paper on Programme for the Transformation of Higher Education and Growth, Employment and Redistribution (GEAR) strategy

The step that connects development to education was taken in 1997 with the release of the Education White Paper 3: A Programme for the Transformation of Higher Education Transformation. The document stated that higher education should “serve a new social order, to meet pressing national needs and to respond to new realities and opportunities” (Fiske and Ladd 2004: 207). It was created with the purpose, according to the White Paper 3 (Department of Education 1997a: 1.4), among others, of developing the needs of society and providing the labour market with an educated, competent and professional labour force.

According to the White Paper 3, there is a mismatch between the output of higher education institutions and requirements of a constantly growing economy. This problem continues to exist currently as the economy requires more professional and skilled workers than the higher education institutions are producing. This is confirmed by many South African politicians and researchers. For example Brutus Malada, a Senior Research Fellow at the Centre for Politics and Research and a member of the Midrand Group, argues that the growth of the South African economy

is negatively affected by the inability of the education system to produce enough skills (Malada 2010). Malada (2010) also agrees that the economic success of a country depends on the quality of its education system. The Deputy President, Kgalema Motlanthe, admitted at the 2010 Higher Education Summit in Cape Town that one of the higher education challenges in South Africa is “the skills mismatch between tertiary training and the needs of the economy” (Motlanthe 2010).

Overall, the White Paper 3 (Department of Education 1997a: 1.12) confirms the role that the higher education institutions should play to promote the developmental agenda of South Africa through human resource development; high-level skills training and the production, acquisition and application of new knowledge.

The Growth, Employment and Redistribution (GEAR) strategy, an economic strategy between 1996 and 2000, also highlights that progress in education is vital in the long-run for the economic performance of South Africa (Department of National Treasury 1999: 6.1).

3.3.1.3 Higher Education Act

In 1997 the South African government drafted the Higher Education Act, 1997 (Act 101 of 1997). The Act was created to serve as a legal framework that guides the formulation of an education policy as well as conduct of a Minister of Higher Education and Training with regards to issues of public and private institutions relating to establishment, closure, governance, registration, funding and others. These issues deem to be necessary to achieve success in higher education which will contribute to the achievement of the developmental agenda of South Africa. In the preamble of the Higher Education Act 1997 (Department of Education 1997b: 2) it is stated that, where necessary, the Act must “establish a single coordinated higher education system which promotes cooperative governance and provides for programme-based higher education; [and] restructure and transform programmes and institutions to respond better to the human resource, economic and development needs of the Republic”, among other aims. The Higher Education Act 1997 also provides for the establishment of the Council on Higher Education (CHE).

3.3.1.4 National Plan for Higher Education

The key challenges, such as a mismatch between the output of higher education institutions and the requirements of a constantly growing economy, that were outlined in the White Paper 3, as well as the role that higher education must play, were relevant in 2001 and still remain valid. To address the challenges and highlight the role of higher education in a more effective way, government, on advice from the CHE, drafted the National Plan for Higher Education 2001. The National Plan, 2001, addresses five main goals and objectives to address the transformation of the higher education system and the challenges outlined above. Among those are the production of graduates with the skills and competencies necessary to meet the human resource needs of the country; and building the high-level research capacity to address the research and knowledge needs of South Africa (Department of Education 2001: 1.7).

The plan sets some quantitative aims to achieve the goals and objectives of the White Paper 3.

3.3.2 Restructuring of the higher education sector

The Apartheid regime's system of higher education had 36 higher education institutions (21 universities and 15 technikons) the division of and quality of education in which was based on race. Each of the institutions was under the relevant national authority, totalling eight government departments. In addition to that there were 120 educational colleges, 24 nursing colleges and 11 agricultural colleges (OECD 2008: 333-334).

To address this issue, the Minister of Education, at the time, asked the CHE to investigate the size of the higher education sector. According to the CHE (2004: 42), the Council produced "Towards a New Higher Education Landscape: Meeting the Equity, Quality and Social Development Imperatives of South Africa in the 21st Century" report. The report recommended, among other things, to reduce the number of higher education institutions. This finding, according to Jansen (2004: 294), was confirmed by the National Working Group (NWG) – appointed by the

Minister of Education in 2001 – which produced a report entitled “Restructuring of the Higher Education System in South Africa” in 2002. The report argued for the reduction of higher education institutions from 36 to 21, as well as mechanism for the merger of some institutions. As a result of both reports, the South African government began to implement the reshaping of the higher education sector. After a number of measures, 24 higher education institutions were established by 2004 (see Appendix A). In addition, as reported by the OECD (2008: 334), all the teacher education colleges were incorporated into universities and technikons in 2001.

The restructured higher education institutions were and are focused on research; professional degree qualifications; technological, vocational, career-oriented and professional programmes leading to a certificate, diploma or degree (OECD 2008: 335).

3.4 CURRENT HIGHER EDUCATION REGULATORY ENVIRONMENT

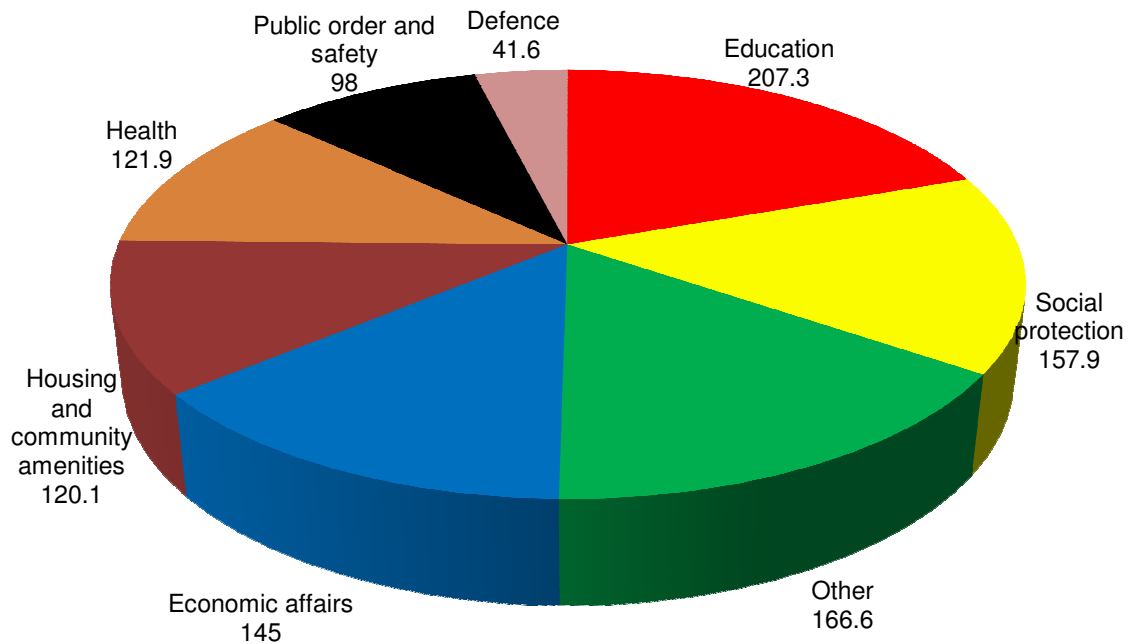
There are a number of policies drafted and actions taken since 1994 by the South African government to develop the higher education system that is capable of assisting the government in achieving the South African developmental agenda. These actions and policies attempt to address issues and improve the South African higher education sector.

3.4.1 Human Resource Development Strategy for South Africa

Since 1994 the South African government has admitted the fact that there is a skills shortage in the economy. In the new “Human Resource Development Strategy for South Africa (HRD-SA) 2010 – 2030” (herein after referred to as HRD-SA 2010) the government again admits the fact that there is skill shortage in the country and that there is a mismatch between supply of and demand for skills (DHET 2010b: 9).

The South African government, as was mentioned earlier, allocates the biggest portion of the budget to the education sector (see Figure 2 and Appendix B).

Figure 2: Education budget 2012 (billion of Rand)



Source: Department of National Treasury 2012

In terms of the quality of university education, according to Sapa (2011), South Africa is ranked 48th and is expected to drop to 50th place out of 60 countries analysed in “The Global Talent Index Report: The Outlook to 2015”. This is the result of a lack of spending on higher education, low enrolment, as well as “shortage of internationally recognised universities”, according to Sapa (2011). More expenditure on and more student enrolment to the higher education institutions is required in order for the country to pursue its developmental agenda and combat unemployment. To illustrate this point, according to the HRD-SA (DHET 2010b: 48), in 2005, 96.6% of those who had either incomplete secondary or matric educational attainment were unemployed. However, only 2.9% of diploma and degree holders were unemployed in 2005.

The HRD-SA (DHET 2010b: 18-19) also lists priorities that should be met within 20 years to ensure the developmental agenda of South Africa is achieved. These priorities include:

- i. ensuring that people remain in education and training until the age of 18;

- ii. employment-focused education and training opportunities should be provided to everyone entering a labour market;
- iii. investment in education should be above global average; and
- iv. South Africa should reach the top 10% of countries in terms of its economic competitiveness.

3.4.2 Strategic Plan of the Department of Higher Education and Training

The newly established Department of Higher Education and Training (DHET) in its strategic plan also confirms that South Africa needs to develop, but the country lacks the necessary skills for successful implementation of development strategies implemented by the government (DHET 2010a: 3).

The Strategic Plan (DHET 2010a: 17) acknowledges that employers voice their concern regarding the fact that knowledge and skills that employees bring to an organisation are inadequate for a workplace. The DHET has set the target of 20% of 18-24 year old youth to be studying at universities and colleges by 2016 and 50% of those by 2030 (DHET 2010a: 17-18). The Strategic Plan (DHET 2010a: 23) highlights the challenges mentioned in the HRD-SA 2010 that must be addressed. These include improvement of graduation rates and quality of graduates; improvement of teaching and learning practises; and ensuring high-quality graduate training and deepen postgraduate studies and research.

Under priority four of the Medium-term Strategic Framework (MTSF) for 2009/10 to 2014/15 in the Strategic Plan (DHET 2010a: 40) it reads: “strengthen the skills and human resources base”, the DHET must “develop a skilled and capable workforce to support an inclusive growth path”.

The DHET has to (DHET 2010a: 40), among others:

- i. broaden access to post-secondary education and improve the higher education throughput rate by 20% by 2014;
- ii. ensure that financial needs do not become a barrier;
- iii. focus resources on areas of study that will address the skills shortage;

- iv. ensure that the proportion of students studying at postgraduate level is increased; and
- v. ensure that training and skills development initiatives respond to the requirements of the South African economy.

The DHET should also pursue intergovernmental relations with the DBE, Ministry of Finance and partner with various non-state actors to improve the quality of education at both basic and higher levels. Even though divided in terms of ministries, the education system should be seen as a whole and thus being attended to as such. The initiative for partnership, however, should come from the DHET as it is responsible for completing and polishing the state's skills.

The DHET identified ten goals that will determine the overall agenda of the Department's work from 2010/11 to 2014/15 (DHET 2010a: 44-45):

- i. understand skills needs – develop an agreement with the public and private sector on skills classification and needs, the Master Skills List;
- ii. communicate skills needs – make the list freely available;
- iii. raise the base – strengthen the schooling system and provide “second-chance” basic entry learning opportunities to those who wish to study further, but who do not currently meet the entry requirements;
- iv. expand access to education and training for the youth – increase the ratio of young people who are in education, employment or training;
- v. PIVOT – provide PIVOTAL programmes (Professional, Vocational, Technical and Academic Learning) to a growing number of young post-school learners and to adults to meet the critical needs for economic growth and social development;
- vi. workplace – increase and improve the quality of workplace learning;
- vii. promote employability and sustainable livelihoods through skills development – train those who currently are unemployed, but who know which skills they require to obtain employment;
- viii. research – expand research, development and innovation capacity for economic growth and social development;

- ix. improve institutional efficiency – build the capacity of individual institutions that provide or facilitate learning; and
- x. optimise institutional capacity – a post-school learning system, capable of providing a skilled and capable workforce to support an inclusive growth.

The above points show that the newly established DHET understands the importance of the role that higher education plays in achieving the developmental agenda of South Africa.

3.4.3 National Student Financial Aid Scheme of South Africa (NSFAS)

To ensure that higher education is accessible to all South Africans, but particularly previously disadvantaged, the South African government, in 1999, has approved the National Student Financial Aid Scheme Act (No 56 of 1999) which provided for the creation of the National Student Financial Aid Scheme (NSFAS) (NSFAS 2010).

According to the DHET (2010c: 17), the NSFAS was established to respond to the human resource development needs of the nation and establish affordable and sustainable student financial aid scheme.

The functions of the NSFAS include the provision of loans and bursaries to eligible students at public higher education institutions (HEIs) and the administration of these loans and bursaries as well as the provision of advice to the Minister of Higher Education and Training on matters related to student financial aid (DHET 2010c: 17). The NSFAS loans cover the entire study costs, which include tuition fees and living expenses (DHET 2010c: 18).

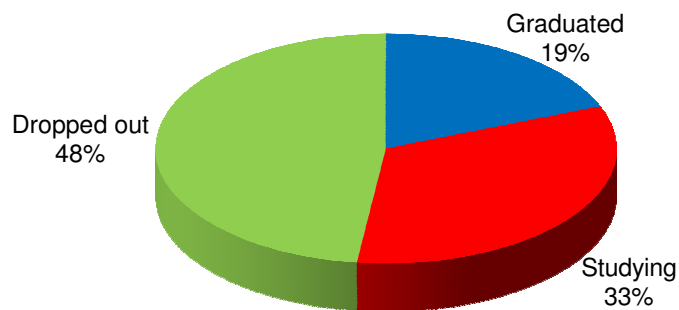
The NSFAS receives funding mainly from the DHET which is annually increasing the funding to the NSFAS (see Appendix C). The funds are divided amongst 23 public HEIs. In addition, other national departments, foreign aid organisations as well as government and non-government entities provide funds to the NSFAS. These include, among others, the Department of Agriculture, Fisheries and Forestry (DoA); Department of Labour (DoL); Department of Social Development (DSD); Eastern Cape Provincial Government; HEIs; Nedbank; Irish Aid (DHET 2010c: 23).

For the past ten years the NSFAS provided 659,000 students with financial aid totalling R12 billion. It provides loans at a low interest rate (as of April 2010 the interest on NSFAS loans is 5.2%). In addition, loans can be converted to bursaries.

The beneficiary students have five years to complete an undergraduate degree. The loans should then be repaid only after students secure employment (DHET 2010c: 72).

However, there is also some inefficiency in the way NSFAS operates. According to the DHET (2010c: 69), 67% of all NSFAS funded students are no longer in education with 33% still studying. Out of those who are no longer in education only 28% have graduated – this means that 72% have dropped out of higher education (see Figure 3).

Figure 3: NSFAS funded student graduation/drop out rate (1999-2009)



Source: Department of Higher Education and Training, 2010

According to Blaine (2010), the NSFAS, regardless of a large demand for its funds from students, has under-spend R50 million – money that could fund the studies of 1,000 more students.

3.4.4 The National Skills Development Strategy (2011-2016)

According to the DHET's (2011: 5) the National Skills Development Strategy III (2011-2016) (herein after referred to as NSDS III), quality education and training is

needed to ensure that all economically active South Africans are participating in the economy and contribute to the growth and development of the Republic. NSDS III focuses on the training necessary for people to get access to formal work or to be self-sufficient.

NSDS III (DHET 2011: 5) especially focuses on those who cannot access employment due to the lack of reading, writing and numeracy skills. The Strategy promotes development of skills required by the labour market, as well as promoting the establishment of closer links “between employers and training institutions and between both of these and the SETAs” (DHET 2011: 6). DHET (2011: 9) states that Human Resource Development Strategy for South Africa, the New Growth Path, the Industrial Policy Action Plan, the Medium-Term Strategic Framework, the rural development strategy, the new environment strategy, to name a few, inform and guide the NSDS III.

NSDS III has eight main goals: establishing a credible institutional mechanism for skills planning; increasing access to occupationally-directed programmes; promoting growth of a public FET college system that is responsive to sector, local, regional and national skills needs and priorities; addressing the low level of youth and adult language and numeracy skills to enable additional training; encouraging better use of workplace-based skills development; encouraging and supporting cooperatives, small enterprises, worker-initiated, NGO and community training initiatives; increasing public sector capacity for improved service delivery and supporting the building of a developmental state; and building career and vocational guidance (DHET 2011: 11-23).

The key drivers of the NSDS III are the DHET, the SETAs and the National Skills Fund (NSF). SETAs must address the demand of employers; develop sector skills plans (SSPs); and must be “the authority on labour market intelligence” (DHET 2011: 23). The NSF assists the government in implementing skills strategies; meeting the training needs of the unemployed, NGOs, vulnerable groups amongst others (DHET 2011: 24). The DHET must ensure that all goals and objectives of the Strategy are met (DHET 2011: 26).

3.4.5 Green Paper for Post-School Education and Training

The paper provides a vision for the post-school sector in South Africa. According to the DHET (2012: 6) “Green Paper signals broad intent, as the basis for public discussion, the development of new policies and the consolidation of existing policies. In some instances, this Green Paper goes beyond the provisions of existing legislation and regulations, which were developed in an institutional environment which was more fragmented”.

3.5 CHALLENGES IN THE CURRENT EDUCATION ENVIRONMENT

The current environment presents the following statistics: 35% of students drop out of degree studies; 52% drop out of certificate or diploma studies; 70% drop out of distance higher education; 50% of students drop out of further education and training (FET) colleges with only 57% of the remaining students passing the final exams (Financial Mail 2010); 54% of the South African learners drop out before Grade 12 (Majavu 2010: 1).

Further frightening statistics suggests that in 2008, South African schools were short of 62,000 teachers, with KwaZulu-Natal and Gauteng being on top in terms of inadequate numbers of teachers (19% and 12% respectively) (Kgosana 2008). Even though this shortage is in basic education, it affects the higher education sector as learners do not have a base knowledge to prepare them for studies at university level. This fact is also highlighted by the Strategic Plan of Higher Education and Training 2010-2015 (DHET 2010a: 22).

The current overall picture in South Africa is: 2.8 million people aged between 18 and 24 are neither in education, nor in employment, nor in training (DHET 2010a: 18). This is the 2.8 million potential graduates that could have the necessary knowledge and skills to assist the government in achieving the developmental agenda and in eradicating the skills shortage in South Africa.

3.6 DEVELOPMENTS IN THE EDUCATION AND HIGHER EDUCATION ENVIRONMENT

The South African government understands the importance of education in achieving the state's developmental agenda. To improve education as a whole and improve its outcomes, the South African government has undertaken a number of steps.

To enhance the results of the education sector, President Zuma divided the Department of Education into the Department of Basic Education and the Department of Higher Education and Training. President Zuma (Mail and Guardian 2009) in March 2009 announced at a conference in Durban that "education was priority number one for his administration". It was shown at the Sports for Peace Gala Dinner hosted by the Sports for Peace Foundation and the United Nations in South Africa when President Zuma declared education to be a main element in halving poverty and unemployment by 2014 (UNDP 2010) that indeed education is a high priority in South Africa.

Government, according to President Zuma (2011) will continue to invest in the training of South African teachers, particularly in the fields of mathematics and science. The President has also announced that the annual national assessments in literacy and numeracy for grades three, six and nine had already begun in February 2011. The focus of the higher education sector, according to Jacob Zuma (2011), will be the expansion of access to education, particularly to the poor (for example qualifying final year students' loans will be converted into bursaries). President Zuma (2011) has also pleaded with state owned enterprises to assist the government in skills development.

At the first summit held since 1994 on higher education in Cape Town in April 2010, Deputy President Kgalema Motlanthe highlighted the need to produce human resources needed for the South African economy to grow. He also emphasised the developmental purpose of the higher education and acknowledged that its role is to "advance the developmental agenda of society in assisting both the public and

private sector to overcome poverty, stimulate research and innovation and accelerate shared economic growth” (Motlanthe 2010).

The overall attitude of the South African government towards the education system in the country is positive. The government tries to ensure that the education system produces skills needed by the economy and reviews its policies and actions to identify weaknesses and shortcomings of policies.

Minister Nzimande has also shown his commitment towards successful higher education in the Republic by announcing in 2009, according to News24 (2010), that government is looking into introducing entrance exams to give a second chance to those who did not get matric exemption to get admission to university. He also stated that in cases when students lack knowledge to cope at university level, it is the universities’ responsibility to assist these students.

To assist students in developing their academic skills the DHET allocated R136 million in 2009 to “foundation grants” (News24 2010). Dr Nzimande also voiced a possibility of increasing the time for obtaining a standard degree from three to four years, which can possibly lead to the reconsidering the necessity for honours degrees (News24 2010).

According to Times Live (2010) the Minister of the DHET said that the “skills challenge needed to be tackled using universities, universities of technology, colleges and Sector Education Training Authorities (SETA)”. He said that these institutions should work closer with each other and that partnership should be developed.

In January 2011, Minister Nzimande announced the increase of learning opportunities from 184,547 in 2010 to 288,487 in 2011 through Further Education and Training Colleges, universities, learnerships and short skills programmes (Nzimande 2011a). He has also announced that students who qualify for financial aid will be exempted from paying academic fees at FET Colleges. In addition, education loans of final year students who are academically successful will be transformed into bursaries. Dr Nzimande (2011a) further announced that practising school teachers will be offered opportunities to enhance their knowledge and teaching practices

through programmes and courses offered by South African universities, NGOs and private providers. The NSFAS, according to Minister Nzimande (2011a), will receive an additional R150 million from National Skills Fund (NSF) to focus on addressing scarce skills in South Africa. The NSF will additionally allocate Career Wise bursaries totalling R100 million.

Another sign of commitment is the budget allocated to the education sector in South Africa. The 2012/2013 financial year saw the increase of R17.8 billion from 2011/2012 to the Department of Basic Education and the Department of Higher Education and Training reaching R207.3 billion (Department of National Treasury 2012: 2). Currently, expenditure on the education sector is the highest government expenditure (see Figure 2 and Appendix B).

The 2012 budget aims to assist government in improving education as well as reducing skills shortage in the South African economy. With this in mind, Budget 2012 provides additional R17.1 billion to the NSFAS for loans and bursaries, according to the Department of National Treasury (2012: 2). University enrolments is planned to be raised to 962,000 in 2014/2015 from 886,000 in 2011/2012, according to the Department of National Treasury (2012: 2).

In addition, the South African government also understands the link between the basic and higher education systems. One of the reasons for the high dropout rate from universities and hence shortage of skilled and well educated labour force is “inadequate support to bridge the divide between school and institutions of higher learning” (Nzimande 2010). To combat this problem, in its February 2010 State of the Nation Address, President Zuma (2010) stated that schools will be provided with workbooks in all 11 languages and all grade three, six and nine students will write literacy and numeracy tests. For this purpose an additional amount of R235 million is allocation to the DBE (Department of National Treasury 2012: 2). This will be done to increase the pass rate to 60% by 2014 from the current rate of 35-40% in those grades. To ensure the progress, each of 27,000 schools will be assessed by an official from the Department of Basic Education. Government plans to achieve 175,000 matriculates to qualify for a university admission annually by 2014 (Zuma

2010). This should provide adequate “support to bridge the divide between school and institutions of higher learning”.

Further commitment to education on behalf of the South African government can be seen in the statistics released by Statistics South Africa (Stats SA). According to the Government Communication and Information System (2010) Stats SA announced that 2009 saw 44.5% learners being exempt from paying school fees compared to 0.7% in 2002.

From the above it is seen that all stakeholders are committed to support the higher education system in South Africa (as well as the education system as a whole) in order for it to contribute to the developmental agenda of South Africa.

3.7 CONCLUSION

The chapter confirms that higher education, as well as education as a whole, is the priority of the government of the day. The South African education sector, including the higher education, have undergone various changes for the past 18 years. Previously disadvantaged students gained access to higher education; the quality of education has improved; and government funding of the education sector in South Africa has been increasing on an annual basis. Government provides bursaries and loans for financially disadvantaged students to be able to access higher education.

Education reforms and policies were created by the government that resulted in students obtaining knowledge and skills necessary for the work place and vital for the country to achieve its developmental agenda. All players in intergovernmental relations relevant to the higher education sector in South Africa are committed to ensuring its contribution to the development of South Africa. However, there is still more that has to be done. From the environment in which the higher education sector operates it is seen that partnership and strengthening of intergovernmental relations is necessary among all the stakeholders involved in and concerned with the higher education system in South Africa.

CHAPTER 4: FINDINGS FROM THE HIGHER EDUCATION RELATED INSTITUTIONS PARTICIPATING IN IGR

4.1 INTRODUCTION

For the government to achieve its developmental agenda, institutions and structures promoting IGR in the higher education sector are crucial. Some of these institutions were described and explained in the previous chapter.

Interviews were conducted with representatives from the Department of Higher Education and Training (DHET), University of Pretoria (UP) and University of the Free State (UFS). In this chapter findings regarding the opinions of the management of these institutions about the current higher education environment, developmental agenda, IGR, as well as institutions' roles and responsibilities will be described.

4.2 INTERGOVERNMENTAL RELATIONS IN THE HIGHER EDUCATION SYSTEM

To address the challenges in the higher education system, the stakeholders in the system try to cooperate with each other and form effective and efficient higher education IGR. Any IGR is a requirement prescribed by the South African Constitution, 1996 which states that the government consists of national, provincial and local spheres and these are distinctive, interdependent and interrelated, as was mentioned in Chapter 2. This means that success in the achievement of the developmental agenda can only be met through the cooperation amongst all stakeholders.

Minister Nzimande (2009: 3) pointed out that to achieve the government's developmental priorities, partnership between institutions is necessary – the success of the South African developmental state depends on such partnership. Nzimande (2009: 3) states that higher education is the top priority area of the developmental agenda in order to “mobilise resources and direct them to the realisation of common goals”. The success of the HRD-SA, for example, according to the DHET (2010a: 34), depends on the “cross-departmental and intergovernmental cooperation, coordination and planning”.

IGR, as was mentioned in Chapter 2, is the “set of multiple formal and informal processes, channels, structures and institutional arrangements for bilateral and multilateral interaction within and between spheres of government”. In this research, IGR is not limited to only spheres of the South African government, but also includes higher education institutions, such as universities.

The success of higher education IGR in South Africa, according to the respondents from the DHET, University of Pretoria and University of the Free State is still too early to measure. Nevertheless, stakeholders attempt to cooperate in the higher education sector to ensure that the sector assists the South African government in meeting its developmental agenda.

4.2.1 Stakeholders in the higher education system – the current situation

The main stakeholders in the South African higher education sector are the DHET, universities, the CHE and HESA. As was mentioned in Chapter 2, the South African government established the CHE and HESA to assist the higher education sector and promote cooperation between the DHET and universities. The CHE has more of an advisory character and HESA can be seen as a “middleman” between the South African Universities and the DHET. Neither of the bodies have the power to enforce an action or impose a policy.

In the opinion of the research participants, the stakeholders in the South African higher education system and hence, in higher education IGR, are higher education institutions, SETAs (consisting of representatives from business, labour, government and community), Department of Trade and Industry (DTI), the Department of Science and Technology, the National Research Foundation (NRF), the National Planning Commission, the Department of Monitoring and Evaluation, the Evaluation and the Economic Development Department (EDD), with the assistance from private and public sectors, community and international players. There are also stakeholder formations: the Human Resource Development Council, National Skills Authority; the CHE; HESA; National Board for FET colleges and the SETA Forum.

The private sector, even though it is not part of IGR, plays an important role in the higher education sector. According to the South Africa Info (2010) Deputy President Kgalema Motlanthe stated at the business breakfast that “partnerships between the government and the private sector were crucial to improving education in the country”. The areas in the higher education sector, in the opinion of the Deputy President (South Africa Info 2010), that need investment from both the South African government and business include bursaries and scholarships for “promising but needy students”.

Some of these players should play a more active role in intergovernmental relations in the higher education sector. The Vice Chancellor and Rector of the University of the Free State is of the view that the Department of Science and Technology and business should be more involved in the higher education sector. Currently, South African universities attempt to ensure the presence of business representatives in their councils and governing structures. Nevertheless, serious attention to business and its role in the higher education sector should be paid, the respondent thinks. In this regard, Pillay (2011: 37) uses the OECD report of 2008, to point out that universities can contribute to innovation and development if they cooperate with both public and private sectors.

The roles and responsibilities of the stakeholders vary. For example the Department of Labour assists the DHET in understanding developments in the labour market; the Department of Trade and Industry directs the DHET with regards of focus areas in the South African economy; also the Department of Science and Technology directs the DHET in high level skills, research and development. In addition HESA interacts with the government on behalf of the universities, according to the Executive Director of the University of Pretoria.

The CHE and HESA were identified by the respondents from the DHET and the University of Pretoria as the bodies responsible for the effective and efficient higher education IGR. The Vice Chancellor and Rector of the University of the Free State, however, is of the opinion that the South African higher education system does not have a body that can ensure successful IGR. The University’s representative thinks that there should be one actively involved body, with regular meetings to discuss

issues and problems, as well as the way forward in terms of higher education IGR – the body which ensures effective and efficient higher education IGR. The Vice Chancellor and Rector thinks that it should be a forum, not a political one, which discusses what each stakeholder can do to assist the government in meeting the South African developmental agenda.

4.2.2 IGR participation

Interviewed respondents of the institutions selected for this research stated that their respective institutions try their best to sustain higher education IGR through communication and involvement in the activities and processes related to the higher education policies and programmes of the DHET.

The Deputy Director-General of the Planning and Monitoring Coordination states that the education policies, plans, strategies and programmes are communicated to all the stakeholders through a thorough consultation process by the DHET: the Department drafts a proposal, tests it and meets with other departments concerned. After consulting and testing internally, the DHET shares the proposal with the stakeholders and as a final step it is published in a government gazette to share with the public. Strategies and programmes are also tabled in Parliament.

The University of Pretoria also tries to be involved in the formulation of higher education plans, policies and programmes. As the Executive Director of the University of Pretoria pointed out, policies are determined by politicians. Universities, however, have the right to make input into policy development, especially at the initial stages of policy formation. Nevertheless, universities do not always exercise this right.

The University of Pretoria aims to contribute to meeting the priorities of the developmental agenda through the production of quality research via increased cooperation with institutions of higher learning, science councils, industry and commerce, government as well as non-government organisations, according to its strategic plan (University of Pretoria 2007).

The University of the Free State is involved in the formulation of higher education plans, policies and programmes through HESA. Beyond that it is up to individual expertise that may or may not be called upon, by for example the Minister of the DHET.

The University of the Free State is also involved in advising on education issues in the Northern Cape, through the FET colleges. Members of the University sit at various councils, boards and commissions at the individual capacities, i.e. not as representatives of the University of the Free State.

Even though all the stakeholders support IGR in the higher education system, the interviewed individuals are of the opinion that autonomy of the universities is vital for successful IGR.

With the above in mind, the University Education Acting Deputy Director-General mentions that there is a need for South African universities to speed up the development of curricula, together with their teaching and learning methodologies to cope with the rapid changes that are currently taking place in the world and South Africa for the developmental agenda to be achieved. The above is supported by Scott (2009: 37) who states that the Minister of Education requested the CHE to study the feasibility of curriculum reform “to enable undergraduate curricula to respond to the increasingly complex demands of the contemporary world”.

The respondents from the University of Pretoria and the University of the Free State are of the opinion that they are ready to assist the government in achieving the South African developmental agenda. For example, the Executive Director of the University of Pretoria and the Vice Chancellor and Rector of the University of the Free State agree with the Acting Deputy Director-General from the DHET saying that the DHET should not and does not intervene in curriculum and course offerings of higher education institutions as universities are autonomous and this autonomy should be respected. Nevertheless, the University of Pretoria’s respondent is of the view that the DHET should ratify what universities are doing to ensure that their actions assist the government in achieving the developmental agenda.

The Vice Chancellor and Rector of the University of the Free State is of the opinion that intrusion from the DHET is not needed as the University of the Free State is ready to assist the government in achieving developmental goals because it recognises that funding for UFS' programmes comes from the government. Relationship with the government, in the opinion of the Vice Chancellor and Rector of the University of the Free State, is uneasy, but necessary to keep and maintain.

4.2.3 The role of the universities in higher education IGR

The roles of some of the government departments participating in IGR were described in Chapter 2. In the following paragraphs an explanation of roles that higher education institutions, particularly universities, play in higher education IGR will be provided.

The DHET's strategic plan states that "universities are the primary loci of knowledge production and the reproduction of knowledge for the country" (DHET 2010a: 23). The University Education Acting Deputy Director-General of the DHET confirms the above by stating that the role of universities is knowledge production, knowledge dissemination and knowledge creation. Universities' responsibility is teaching, learning and linkages with the community. The research that universities produce is generally connected to problems that society faces, both locally and globally, thus they contribute to the development of a society. They produce students and graduates for society, work place and the economy.

The Executive Director of the University of Pretoria agrees with the DHET's strategic plan and its representative and adds that the role of higher education institutions is human capital formation, i.e. production of students who can become quality researchers and public servants. Thus the University of Pretoria supports the seventh commitment of the HRD-SA which states that the DHET "will ensure that the public sector has the capability to meet the strategic priorities of the South African Developmental State" (DHET 2010b: 42).

The Vice Chancellor and Rector of the University of the Free State generally confirms the above and states that higher education institutions have two big roles:

one is to be independent and autonomous and serve as a credible voice in society; and the other is to be committed to and involved in the country's developmental agenda.

The above opinions are supported by Pillay (2011: 46-47). Pillay (2011: 46) states that a state's human capital development receives important assistance and contribution from all university education levels, i.e. bachelor, honours, masters and PhD. Universities also contribute to the scientific development of a state by producing publications; patents; carrying out contract research; technology licensing; hosting meetings, conferences and forums; and alumni networking activities, to name a few (Pillay 2011: 46). Castells (2009: 3) points out that universities are part of a national research system, which, in addition to universities, consists of the private sector and public research centres. Castells (2009: 4) also agrees that universities play a major role in producing quality labour.

4.3 DEVELOPMENTAL AGENDA OF SOUTH AFRICA

The country's developmental agenda, as was mentioned earlier in this research includes five government priorities, i.e. education, health, economic growth, safety and security and rural development. The stakeholders in the higher education sector support these government priorities and align their roles and programmes around these priority areas.

The DHET, according to the Deputy Director-General of the Planning and Monitoring Coordination of the Department, sees its role in the developmental agenda in the provision of access to the higher education institutions to all qualified students, as well as in ensuring success of the higher education system in terms of dissemination of knowledge and skills. The DHET, in collaboration with the DBE, also sees its role as ensuring success at the secondary school level, especially in improving quality of maths and science education. The latter is necessary as: "the poor performance of the schooling system is a major systemic constraint to success in the university system" (DHET 2010a: 23).

The success of higher education for the DHET also means monitoring the quality of higher education at South African universities and colleges. Education is the number one priority for the government, according to the Deputy Director-General, as other government priorities depend on success of higher education, i.e. production of qualified professionals that possess knowledge and skills necessary to achieve the South African developmental agenda. This opinion is supported by the South African government, as, according to South Africa Info (2010), Deputy President Kgalema Motlanthe emphasised that education plays a crucial role in South Africa's development and economic growth.

Another role of the DHET is achieving the developmental agenda through analysing and studying other developmental plans of the South African government. These plans are important for the developmental agenda of South Africa as they, if implemented successfully, will result in economic growth and job creation as well as inform and guide the NSDS III. The plans include the Department of Trade Industry's Industrial Policy Action Plan (IPAP), which, according to the DTI (2011), is drafted to decrease South Africa's reliance on traditional commodities and non-tradable services and to promote long term industrialisation and industrial diversification. Another plan is the New Growth Path (NGP) released in November 2010. The NGP, according to Mills (2011), is the economic development strategy of the South African government that aims to increase savings, propose a wage cap, improve infrastructure and skills and keep inflation low. In addition to the above, additional plans include HRD-SA; National Skills Development Strategy (NSDS); the Medium-Term Strategic Framework; the rural development strategy as well as all other strategies and plans that the South African government and government departments have.

The University of Pretoria, according to the Executive Director of the University, sees its role in achieving the South African developmental agenda through the provision of good quality education – students at the undergraduate level must be able to develop analytical thinking and prepare them for the post-graduate education, as well as for labour market. This is supported by the Higher Education Qualifications Framework (South Africa 2007: 23) which states that the purpose of a Bachelor Degree is to “provide a well-rounded, broad education that equips graduates with the

knowledge base, theory and methodology of disciplines and enables them to demonstrate initiative and responsibility in an academic or professional context. Principles and theory are emphasised as a basis for entry into the labour market, professional training, postgraduate studies or professional practice in a wide range of careers”.

At the post-graduate level, the University of Pretoria’s role is to ensure that programmes and students contribute to research that assists in achieving the developmental goals of South Africa. This statement is seen in the mission of the University of Pretoria that states: “the mission of the University is to be a research-led institution that is recognised for the excellence of its research outputs and its master’s and doctoral graduates” (University of Pretoria 2010: 25). The above is also supported by the Higher Education Qualifications Framework (South Africa 2007: 27) which states that the purpose of a master degree is to “educate and train researchers who can contribute to the development of knowledge at an advanced level, or prepare graduates for advanced and specialised professional employment”.

In 2008 the University of Pretoria received the highest number of publication credits, according to the University of Pretoria (2010: 26). In addition, according to the Executive Director, the University of Pretoria tries to ensure that academics themselves also contribute to research. This is seen in the fact that in 2008, 58% of fulltime academic staff was “research active” (University of Pretoria 2010: 26).

The University of the Free State sees its role in achieving the developmental agenda of South Africa through its faculties, disciplines and programmes, according to the Vice Chancellor and Rector. For example, the University of the Free State has a strong medical school that addresses issues of development not only through training, but also through contribution and assistance with the health issues in communities around the Free State, as well as Lesotho.

As part of the South African developmental agenda, the University of the Free State also understands its role as an education institution whose duty is to educate and train 30,000 students annually for professions and research needed for the development of South Africa.

The above shows that the interviewed institutions act in accordance with the Higher Education Qualifications Framework, which is designed to “facilitate the education of graduates who will contribute to the social, cultural and economic development of South Africa and participate successfully in the global economy and knowledge society” (South Africa 2007: 10).

4.4 SHORTAGE OF SKILLS

The fact that the South African economy lacks skills to ensure that the state meets its developmental agenda was highlighted throughout this research. The lack of skills was highlighted by the White Paper 3, the National Plan for Higher Education 2001, by the Human Resource Development Strategy, by the NSDS III and constantly voiced by politicians and business people in South Africa. Shortage of skills can and will delay the developmental plans of South Africa.

As was mentioned earlier in Chapter 3, the South African government drafted the National Plan for Higher Education (2001) and the Human Resource Development Strategy for South Africa (HRD-SA) 2010 – 2030. The National Plan (2001), as was mentioned before, aims to ensure the production of graduates with the skills and competencies necessary to meet the developmental agenda of South Africa; and building the high-level research capacity to address the research and knowledge needs of the country. The HRD-SA aims to ensure that employment-focused education and training opportunities are provided to everyone entering a labour market, among other priorities. The NSDS III focuses on training and promotes development of skills required by the South African economy, as was mentioned in Chapter 3.

The above priorities are also supported by the stakeholders in the higher education sector interviewed during this research.

One of the DHET’s roles, according to the Deputy Director-General of the Planning and Monitoring Coordination of the Department, is to determine the demand for scarce and critical skills, especially in the areas of five government priority areas mentioned earlier. For example Programme 5 in the Department’s strategic plan is

dedicated to skills development. The objectives of this Programme, among others, are (DHET 2010a: 89-94):

- i. provide a dynamic interface between the workplace and learning institutions and promote learning at work and for work;
- ii. actively promote the alignment of skills development outputs with the needs of the workplace and with the broader growth needs of the country's economy”;
- iii. provide funds to support projects identified as national priorities in the context of the NSDS III;
- iv. advise the Minister on a National Skills Development Policy; and
- v. ensure quality learning at and for the workplace.

The Deputy Director-General also confirmed that the Department is the key driver of the NSDS III, together with SETAs and the National Skills Fund of the NSFAS.

To ensure that skills issues in South Africa are addressed, Minister Nzimande signed “Delivery Agreement 5: A skilled and capable workforce to support an inclusive growth path”. The Delivery Agreement 5 is the result of the “Outcome 5: A skilled and capable workforce to support an inclusive growth path” developed by the Department of Monitoring and Evaluation. The Outcome 5, according to the Presidency (2011), should deliver five outputs namely establishing a credible institutional mechanism for skills planning; increasing access to programmes leading to intermediate and high level learning; increasing access to occupationally-directed programmes in needed areas and thereby expanding the availability of intermediate level skills (with a special focus on artisan skills); increasing access to high level occupationally-directed programmes in needed areas and research, development and innovation in human capital for a growing knowledge economy.

The Deputy Director-General also pointed out that SETAs are responsible for dealing with the skills shortage in South Africa. According to the DHET (2010a: 29) functions of SETAs include the development of a sectoral skills plan within the framework of the NSDS and its implementation; identifying workplaces for practical work experience and approving workplace skills plans; monitoring education and training

in the sector; and allocating grants to employers, education and training providers and workers.

The Deputy Director-General of the Planning and Monitoring Coordination, however, is of the opinion that leaders from business and industry must voice their opinions and provide their suggestions to the government for knowledge and scarce skills shortage in South Africa to be addressed. For this reason, Minister Nzimande and Deputy President Motlanthe often meet with business leaders to discuss issues of skills shortage in South Africa.

In addition, to assist qualified students who study in scarce and critical skills areas, the Department allocates full bursaries, funds for which are provided from the National Skills Fund and administered through the NSFAS.

The University of Pretoria also tries to ensure that South Africa obtains graduates that possess skills and knowledge required to meet the developmental agenda. For example in 2009, according to the University of Pretoria (2010: 10) almost 50% of students were enrolled for Science, Engineering and Technology (SET) degrees and 23% for business degrees. In 2009, 12,924 diplomas and degrees were awarded to graduates, thus making the University of Pretoria one of South Africa's largest suppliers of skills to the economy (University of Pretoria 2010: 18).

Skills prioritisation is also highlighted in the strategic plan of the University of Pretoria which states that the University aims to "contribute to meeting the needs of society and the skills requirements of the South African economy" (University of Pretoria 2007). Thus, a provision of practical working experience before students can obtain a degree or diploma is part of some degree programmes provided by the University.

Medical students, for example, must be interns at government hospitals. Also academically qualified students can apply for junior positions during their studies at the relevant faculties, for example to be tutors or lecturers' assistants which provide them with the working in-field experience, according to the Executive Director.

The University of Pretoria established the Career Placement Unit in the Client Service Centre which provides information on and connects students with graduate programmes, internships and permanent and part-time job opportunities, according to the University of Pretoria (2010: 23).

One of the primary roles of the University of the Free State is to deliver the human capital that is needed to assist the country in meeting developmental agenda, according to the Vice Chancellor and Rector of the University. The University of the Free State does so by adding vocational preparation training to help students during “job hunting” and interview processes – how to handle yourself during interviews, how to present yourself, how to work in a team and so on. In addition to these opportunities students also have access to internships in public and private institutions. Internships are compulsory for some programmes (for example teaching and medical programmes). This is done in an attempt to narrow the gap between academic and practical knowledge of students.

4.5 HIGHER EDUCATION FUNDING

As it was mentioned in Chapter 3 the South African government established the NSFAS to respond to human resource development needs of the nation and establish an affordable and sustainable student financial aid scheme. Funds for the NSFAS are received from the DHET, the National Treasury and other institutions.

Regardless of all the DHET’s attempts, not all academically qualified matriculants from financially underprivileged families can obtain bursaries to study at the post-school level. According to the Deputy Director-General of the Planning and Monitoring Coordination, the NSFAS is currently the only source of funding for qualified students. The funding, however, depends on how much money is available, thus NSFAS accommodates the needs of the poorest students first. Students qualify for NSFAS in terms of “means test” according to the Acting Deputy Director-General: University Education of the DHET. Students whose parents earn a joint annual income of the maximum of R122,000 qualify for the Scheme. If a family is able to contribute, there is a formula that calculates such contribution. Under Programme 3: University Education, one of the DHET’s goals is to “review the funding of the

university education system as a whole and particularly the funding formula and the entire framework” and “support the improvement of the structure and efficacy of the NSFAS” (DHET 2010a: 52).

In addition, the National Skills Fund is established to support skills development in South Africa. The challenges for the NSF, however, include amongst others an alignment between education and training system and HRD-SA with the NSF (DHET 2010a: 31).

The NSFAS is not enough to fund all students that need financial assistance. The respondents from the interviewed institutions highlighted the fact that their respective institutions provide additional funds from their own budgets, sometimes with the assistance from private sponsors, to ensure that the maximum of qualified students can receive admission to a higher education institution.

The University of Pretoria set up a bursary fund to ensure that academically qualified matriculants from financially underprivileged families receive admission to the University, according to the Executive Director. The bursaries, however, are limited. The University of Pretoria tries to attract sponsors for bursary funds from private sector and international organisations (for example African-American Institute and Ford Foundation).

In addition to bursaries, the University of Pretoria also provides academic merit bursaries. To qualify for a bursary at the undergraduate level students must perform excellently at the high school and/or first year level; at the post-graduate Honours level students must perform excellently at the undergraduate level; and to qualify for a bursary at the Masters level, students must perform excellently at the Honours level.

According to the University of Pretoria (2010: 26), the research funding is obtained from two sources: internal and external. For example in 2009 University allocated R60.6 million for the research budget from internal funds and R361.2 million from external sources, such as National Research Foundation, the South African Medical

Research Council, Water Research Commission and the international funders (University of Pretoria 2010: 26-27).

The University, according to the Executive Director, aims to provide money for all students who have the potential to contribute to the development of society and South Africa. The above is supported by the strategic plan of the University of Pretoria, one objective of which is to “eliminate financial barriers preventing access by gifted students” (University of Pretoria 2007).

According to the Vice Chancellor and Rector of the University of the Free State, the University does everything in its power to ensure that academically qualified matriculants from financially underprivileged families receive admission to the University. Most students that pass matric, especially those who pass well, receive financial support from the University of the Free State. The funding for this, in addition to the NSFAS, comes from the University itself, as well as from private sponsors outside the University of the Free State. In addition, the University provides bursaries to the students with a strong academic performance.

4.6 ASSISTING STUDENTS IN DEVELOPING ACADEMIC SKILLS

It was mentioned earlier in the research that Minister Nzimande announced that government considers introducing entrance exams to give a second chance to those who did not receive matric exemption to get admission to a university. He also announced that the DHET allocated R136 million in 2009 to “foundation grants” to assist students in developing their academic skills. Minister Nzimande stated that it is universities’ responsibility to help students who lack knowledge to cope at university level and that the skills challenge needs to be addressed with the assistance from universities, universities of technology, colleges and SETAs.

The Acting Deputy Director-General of the DHET confirmed that the Department provides funds to South African universities for foundation programmes for students who are at a risk of not being able to cope with the university standards.

The foundation programmes, for some of the degrees, are used at Mamelodi Campus of the University of Pretoria to prepare selected matriculants to cope with academic demands of the University of Pretoria. For this purpose some programmes turn into four year degrees, instead of three year (for example, in Economic and Management Sciences faculty), according to the Executive Director.

The University of Pretoria strives to ensure academic success of its students through “facilitating a smooth transition from high school to university study and bridging the gap through, for example, academic orientation and extended programmes, tutoring and peer mentoring” among others (University of Pretoria 2010: 17). These steps coincide with the University of Pretoria’s strategic plan objectives of which include “enabling excellent undergraduates to become research students and to follow academic careers in future; and take leadership positions, work in teams and function optimally in the context of changing societies and economies” (University of Pretoria 2007).

Decreasing the student drop-out rate is also on high priority at the University of Pretoria. According to the University of Pretoria (2010: 18), 27% of its students drop out for a number of reasons. As one of the steps to combat the high drop out rate the University of Pretoria extended its orientation programme, which takes place at the beginning of every academic year, from one week to two weeks. During this orientation programme new comers are taught how adapt to the university environment, “dummy” lectures take place in order to introduce students to what they should expect of academic life at the university, according to the Executive Director. The University of Pretoria also has various counselling services for students. In addition, the University has facilities to accommodate and counsel students with disabilities. Overall, the University of Pretoria provides foundation programmes, flexible and e-learning, tutoring and mentoring, as well as financial support to minimise and prevent students from dropping out (University of Pretoria 2010: 18).

The University of the Free State also supports Minister Nzimande’s opinion that universities should ensure that students who lack basis knowledge receive help to cope at the higher education level. According to the Vice Chancellor and Rector, the University of the Free State provides extension programmes, bridging programmes

and developmental programmes as part of degrees or as a general preparation for those students who do not qualify strongly for the University admission. An additional year or more is provided for this purpose.

The Vice Chancellor and Rector of the University of the Free State agrees that student drop-out is a huge problem. The drop-out rate has a negative impact on the NSFAS (because the Scheme loses money) and can result in delaying meeting the developmental agenda of South Africa (as the dropped-out students do not obtain knowledge and skills needed to meet the agenda). The University of the Free State developed a number of policies to combat the high student drop-out rate. One of these is not admitting weak students to the University. The University of the Free State will rather provide these students with the various assistance programmes to ensure that students are ready than admitting them with a risk of them dropping-out. The lectures take place in smaller classes for some programmes to minimise and eradicate the drop-out practices of students. In addition the University of the Free State has counselling and advisory services for students who need personal or emotional advice. Lastly, according to the Vice Chancellor and Rector, the class attendance for the large number of programmes is compulsory (the biometric finger print system is used) – this has already pushed up class attendance by 40%.

4.7 CHALLENGES IN THE HIGHER EDUCATION SECTOR

Chapter 3 described the challenges facing education and the higher education sector. The shortage of teachers, infrastructure problems, low success rate in math and science and others all result in the higher education institutions not producing high quality research and graduates needed to pursue the South African developmental agenda.

The respondents from the DHET, UP and the UFS also voiced their opinion about the current challenges facing the South African higher education sector.

The Deputy Director-General of the Planning and Monitoring Coordination of the DHET mentioned that it is these challenges mentioned above that resulted in the division of the former Department of Education into two departments and taking the

skills development mandate from the Department of Labour and transferring it to the DHET. The Deputy Director-General believes that South African education and training was fragmented, it was not serving South Africa's developmental goals. Thus, currently the Department focuses on training in addition to the higher education. The Department, according to Nzimande (2009: 1) links higher education and skills development, i.e. the latter must complement the former.

The Executive Director of the University of Pretoria also identified a number of problems in the current higher education environment, which also correspond with the problem identified by numerous government policies mentioned in this research. The challenges include the lack of research needed to meet South African developmental agenda and lack of academics' contribution to research. This challenge is also highlighted by the DHET strategic plan which states that the academic teaching and researcher population should be increased and improved in quality in order to create the knowledge required to meet developmental needs of South Africa (DHET 2010a: 22).

The other challenge, in the opinion of the Executive Director of the University of Pretoria, is the fact that South African universities no longer attract quality students. This poses a challenge of spending more time and effort, as well as funds to shape these students into students that will contribute to the South African developmental agenda.

The Executive Director is of the opinion that higher education lacks the ability to make a contribution to research – South Africa needs quality research to meet its developmental goals. This is supported by the fact that one of the reasons for drafting the Higher Education Qualifications Framework is to “enhance the development of a vibrant, high quality research system” (South Africa 2007: 10).

There is a challenge of accommodating the growing number of students – it is difficult to provide quality education to a large number of students in for example small lecture halls, thus more infrastructure is needed. To accommodate the growing number of students, according to the Executive Director of the University of Pretoria,

new infrastructure construction is taking place in different campuses of the University of Pretoria.

Lastly, a big challenge is the shortage of teachers, i.e. there are not enough lecturers to teach the annually growing numbers of students. The shortage of teachers resulted in teachers' training and development becoming one of the top priorities in education sector. According to the South Africa Info (2011) the South African national teacher unions, educator professional body, education bargaining council, education SETA, university education deans, Department of Basic Education and DHET recently developed a "Strategic Planning Framework for Teacher Education and Development" to address the issue of teachers' shortage and development. The framework also addresses teacher education at university level. In this regard, Pillay (2011: 3) states that by providing well trained quality teachers, higher education institutions will improve the quality of education and graduates at the primary and secondary levels. As Castells (2009: 4) pointed out "if there are no good teachers, there can be no good education".

The Vice Chancellor and Rector of the University of the Free State identified an additional problem. The respondent is of the opinion that the higher education system consists of two big streams: a very good functioning universities that are capable of assisting government in developmental agenda; and underdeveloped institutions that struggle to deliver education, struggle to survive and hence assist government in achieving the developmental agenda. This opinion is confirmed by the DHET in its strategic plan where the Department states that "there is uneven performance in knowledge production across universities, as well as across disciplines" (DHET 2010a: 23). Thus, currently higher education institutions have an uneven ability to assist the government in meeting the South African to the developmental agenda.

There are also challenges related to higher education IGR. The Vice Chancellor and Rector of the University of the Free State is of the opinion that IGR is difficult to maintain due to the fact that each department often focuses on its own priorities and responsibilities. The Vice Chancellor and Rector stated that it is a worldwide trend that effective and efficient IGR are difficult to achieve. This is the result of, in the view

of the Vice Chancellor and Rector, clusters in the government, for example education cluster and social welfare cluster. All of the clusters follow an own agenda. There is not enough political capacity to ensure that all departments follow one national goal. For IGR to work, all the government departments and stakeholders must work together towards one goal.

4.8 CONCLUSION

The chapter shows that overall the interviewed institutions are committed to numerous government policies and plans to ensure that the developmental agenda of the country is met. Each of these institutions have a certain role to play in higher education IGR, however the success of this role inevitably depends on the support from other stakeholders in higher education IGR.

The respondents admitted that funding of the higher education is the challenge as well as cooperation among departments is also difficult. Nevertheless, stakeholders try to move forward and ensure that they work together to assist the South African government in meeting developmental goals of the state.

CHAPTER 5: RECOMMENDATIONS AND CONCLUSION

5.1 INTRODUCTION

This final chapter summarises the findings of the research. The chapter also provides some recommendations that might contribute to the discipline of Public Administration by suggesting what can be done to improve higher education intergovernmental relations, hence to assist the South African government in meeting the developmental agenda of the state. The chapter also suggests some steps which might assist government and the higher education sector to capacitate the South African developmental state.

5.2 SUMMARY

Chapter 2 highlighted the fact that this research is conducted within the field of Public Administration as a scientific discipline. The research attempted to increase the body of knowledge pertaining to higher education intergovernmental relations. The chapter also suggested that even though Public Administration is supposed to be separated from politics, as historical evolution of the discipline led to the separation of politics and Public Administration around the world, in South Africa, the two are connected. Chapter 2 also highlighted that this research is focused on the developmental orientation of public administration. This chapter also explained what policy is. It is important to understand what policy is as policies are means for government to guide higher education IGR in South Africa. The chapter also argued that for higher education to succeed, higher education policy should be developed via cooperation among a number of government departments and higher education institutions. Chapter 2 also explained what cooperative government and intergovernmental relations are. Cooperative government means that South African government consists of national, provincial and local spheres which are distinctive, interdependent and interrelated according to South African Constitution, 1996. Cooperative government is “about partnership government” and the means to achieve it is through intergovernmental relations. The chapter outlined the definition of IGR as well as described and explained the characteristics associated with IGR. Chapter 2 also explained IGR in the higher education sector and stated that IGR is

vital in the policy making process by outlining how a final policy is made in South Africa. Chapter 2 mentioned and described the stakeholders in higher education IGR, which include the Department of Higher Education and Training, the CHE, HESA and higher education institutions. These stakeholders should cooperate with one another in order to ensure successful higher education policy formulation and implementation and hence assisting government in meeting the developmental agenda of the state. Finally, this chapter mentioned South African developmental goals to be achieved by 2014.

Chapter 3 focused on explaining the factors that influence higher education policy. The chapter outlined the chronology of education and development related activities in South Africa. Earlier policies include Reconstruction and Development Programme; Growth, Employment and Redistribution strategy, White Paper on Programme for the Transformation of Higher Education, Higher Education Act and National Plan for Higher Education. Chapter 3 also shortly explained the restructuring of the higher education sector after the end of apartheid. The chapter outlined the current regulatory higher education environment which includes the Human Resource Development Strategy, Strategic Plan of the Department of Higher Education and Training, National Student Financial Aid Scheme and National Skills Development Strategy III. Challenges facing the higher education environment and current developments in the higher education sector were also emphasised.

Chapter 4 provided opinions of representatives from the Department of Higher Education and Training, University of Pretoria and University of the Free State supported by some documents and literature that helps to understand the current environment in the higher education sector and its IGR. The representatives of the Department of Higher Education and Training, University of Pretoria and University of the Free State described their roles and responsibilities in the higher education sector and IGR; highlighted weaknesses in the sector and IGR; provided opinions on the current environment in higher education sector IGR.

5.3 CURRENT INTERGOVERNMENTAL STRUCTURE FOR HIGHER EDUCATION

Currently, South African higher education IGR does not have a structure that is responsible for developing strategy and maintenance of such IGR in order for the sector to assist the South African government in achieving the state's developmental agenda. The CHE and HESA promote IGR in the higher education sector to some extent and their role will be outlined in the following paragraphs.

5.3.1 Council on Higher Education

The main organs of the CHE are Office of the CHE's Chief Executive Officer and the Monitoring and Evaluation Directorate. In addition, the CHE has four Standing Committees (CHE 2012):

- i. *Advice and Monitoring Standing Committee* – “provides guidance and input into the CHE's advice on and monitoring of all aspects of higher education, except those that specifically address funding and infrastructure”;
- ii. *Higher Education Funding and Infrastructure Standing Committee* – “deals with the CHE's advice on and monitoring of all aspects of the funding and financing of higher education, such as “policies, principles, criteria and mechanisms that govern the allocation of public funds among higher education providers; public and private financing and forms of student financial assistance”;
- iii. *Finance and Investment Standing Committee* – “advises and makes recommendations to the Council and/or its Executive Committee on financial matters”; and
- iv. *Audit Standing Committee* – “operates as a sub-committee of Council to assist with the review of the financial reporting process, the system of internal control and the management of financial risks, the audit process and the CHE's process for monitoring compliance with laws and regulations”.

The permanent committee, as was mentioned in Chapter 2, is the Higher Education Quality Committee (HEQC). HEQC, according to the CHE (2012) has three directorates:

- i. *Institutional Audits Directorate* – audits systems of public and private institutions to ensure quality in teaching and learning, research and community engagement;
- ii. *National Reviews Directorate* – re-accredits existing programmes in specific disciplines and/or qualification areas; and
- iii. *Programme Accreditation Directorate* – accredits the learning programmes of public and private higher education institutions.

As it is seen from the above, the CHE together with its committees and directorates has only an advisory role, with the exception of having authority to accredit and re-accredit programmes.

5.3.2 Higher Education South Africa

The main organ of HESA is the Secretariat. The Secretariat, according to HESA (2012) has three main units, namely the Office of the CEO, Sector Support Services and Finance and Administration.

HESA has a few governance and advisory committees whose role is “to study and advise HESA on governance and/or major policy issues in higher education” (HESA 2012). The committees are: Executive Committee, Admissions Committee, Audit and Finance Committee and HR and Remuneration Committee.

HESA also has strategy and working groups, namely Funding Strategy Group, Research and Innovation Strategy Group, Transformation Strategy Group, Building the Next Generation of Academics and Teaching and Learning.

Strategy Groups are established by HESA’s Board of Directors (consisting of the 23 Vice-Chancellors) to, according to HESA (2012), advise the Board of Directors on overall strategic directions pertaining to a specific portfolio; advise the Board of

Directors on positions to be taken on specific issues of relevance to Higher Education; and undertake any other tasks requested of it by the Board of Directors.

Lastly HESA has a number of task teams, namely Infrastructure Study Task Team, Post School System Task Team and Tax Task Team.

In HESA's case, the above committees and groups also have only advisory roles.

The CHE and HESA are considered as the main bodies in higher education IGR. However these bodies do not have the power to give direction to ensure the sector's contribution to the developmental agenda of South Africa. As such, this research proposes using the current IGR structure and players to create a body, which not only has an advisory role, but also serves as statutory body in higher education IGR.

The roles and aims of the DHET and universities were described in Chapter 2. In terms of structure of higher education IGR, the DHET is the main legislative body, with the CHE and HESA serving as advisory bodies as well as bridge connecting universities and other stakeholders with the DHET.

5.3 RECOMMENDATIONS

The following paragraphs provide recommendations, in order of importance, which, if implemented, may result, in the opinion of the researcher, in the higher education sector and its IGR assisting the South African government in achieving the developmental agenda.

This research does not suggest the creation of a completely new body that will be heading higher education IGR. What this research suggests is the utilisation of current higher education IGR mechanisms and establishing a leader – strengthening current higher education IGR.

It will be beneficial to merge the CHE and HESA into, for example, CHESA, as the CHE and HESA have responsibilities of connecting government with the private sector and ensuring quality higher education. Merger of the CHE and HESA will

minimise the chances of duplicating responsibilities and programmes. The CHE and HESA and hence, if merged, CHESA, will continue to have linkages with all the stakeholders in higher education IGR, i.e. the government and higher education institutions as well as private sector.

CHESA can act as the statutory body for higher education IGR and should not just have an advisory role, but decision making as well. The policies and programmes that come out of CHESA should be given for review and approval to the DHET and the Parliament and implemented by the government departments and higher education institutions.

Giving CHESA decision-making powers should ensure the quality higher education is provided to all enrolled in higher education institutions. As the 2008 World Bank report, in Pillay (2011: 30), points out “better quality education can lead to lower graduate unemployment and enable graduates to effectively participate in lifelong learning”. Quality higher education should result in the growth of South Africa, i.e., according to Pillay (2011: 30), workers possessing quality knowledge are able to “make efficient decisions that build the technological capability for competitiveness”.

Whether CHESA is established or not, the leading body in higher education IGR should comprise representatives from the Department of Trade and Industry (the DTI), Department of Science and Technology, the National Research Foundation (NRF), the National Planning Commission, the Department of Monitoring and Evaluation, the Evaluation and the Economic Development Department (EDD) and be assisted by leaders from private sector and community as well as be advised by international players regarding experiences outside South Africa. Such composition will ensure that all the stakeholders in the government developmental agenda are represented in ensuring that the higher education sector contributes to the agenda.

The South African government, in addition to investing in higher education, should also invest more in state’s industries, research and job creation strategies as South Africa cannot achieve its developmental agenda if its educated workforce has no jobs to fill in. The above is supported by Van Heerden *et al* in Pillay (2011: 29) who states that the increased higher education spending can have a negative impact on

South Africa's gross domestic product (GDP) if not accompanied by increased expenditures on "the professional labour force and factor productivity".

Conditions must be created to ensure that matriculants are encouraged to pursue a higher education qualification. Public and private sector as well as higher education institutions should provide funds to increase bursaries and educational loans to individuals who passed Grade 12. The fund should be managed by the CHE and HESA (or CHESA) as their duties are to ensure quality education in the South African higher education institutions and "to facilitate the development of informed public policy on higher education and to encourage cooperation among universities and government, industry and other sectors of society in South Africa" respectively. According to Van Heerden *et al* in Pillay (2011: 29) the above will have a four to five times better effects on the South African GDP than retraining the existing labour force.

Higher education IGR between the government and higher education institutions should result in a better employment of higher education graduates. Graduates must be provided access to an enabling environment that equips students with skills and knowledge needed in the South African labour market. For this purpose, government, together with higher education institutions, should cooperate with the private sector which can assist in provision of internship opportunities for graduates. Such internships are also beneficial as they provide graduates with an opportunity to receive a permanent position at a place of internship.

Currently South African business and government admit that there is shortage of skills and thus meeting the developmental agenda is a slow process. If higher education institutions can provide graduates with some sort of internships and/or practical experience as part of the degree programmes, this will improve practical knowledge of graduates, as well as boost their curriculum vitas. This will also decrease skills shortage.

To determine academic potential and knowledge of the first year students admitted to a programme, higher education institutions should have tests (both to test knowledge and general academic skills) in order to determine which students are at

risk of not coping with the higher education standards. The weaker students should be enrolled into preparation programmes, mentioned by representatives of the University of Pretoria and the University of the Free State.

5.4 CONCLUSION

This research established the link between public administration, higher education and the South African developmental agenda. The research explained what higher education policy, developmental agenda and intergovernmental relations are. The research briefly described the roles and responsibilities of the stakeholders in higher education IGR.

This research has shown that South Africa has come a long way since achieving its democracy in terms of higher education. The education sector was restructured; education budget increases on an annual basis; and a number of policies to overcome past inequalities and provide quality higher education were implemented since 1994. Currently the sector is focused on the quality of higher education and skills creation. All stakeholders in the sector understand that a quality higher education sector is needed for South Africa to achieve its developmental agenda.

This research shows that IGR in the higher education sector is in place and stakeholders know their roles and responsibilities. However, it seems, a leading body should be elected from all stakeholders that will direct IGR and lead it to assist the South African government in achieving the developmental agenda of the state. Based on the current developments and challenges of the higher education sector, as well as opinions of the representatives from the DHET, University of Pretoria and the University of the Free State, this research argues for the restructuring of current higher education IGR, formalising it and establishing a leader by merging the CHE and HESA into statutory CHESA. The research suggests steps that should give IGR in the higher education sector a structure, which should result in the quality of higher education, improve skills in the country and thus help government to achieve its developmental agenda.

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Access: 11 February 2011.



Appendix A: Higher education institutions after 2004

Institutional Type	Action taken	Name
Universities	a) Separate and incorporated universities	<ol style="list-style-type: none"> 1. University of Cape Town (UCT) 2. Rhodes University 3. University of Stellenbosch (US) 4. University of the Witwatersrand (Wits) 5. University of Fort Hare (UFH) + Rhodes University East London Campus 6. University of the Free State (UFS) + Vista University (Bloemfontein) + University of the North (Qwa-Qwa) 7. University of Pretoria (UP) + Vista University (Mamelodi) 8. University of the Western Cape (UWC) + University of Stellenbosch Dental School
	b) Merged universities	<ol style="list-style-type: none"> 1. University of Durban-Westville (UDW) + University of Natal = The University of Kwazulu-Natal 2. The University of the North (UNIN) + Medical University of South Africa (MEDUNSA) = University of Limpopo 3. Potchefstroom University of Christian HE (PUCHE) + University of the North-West (UNW) + Vista University (staff and students of Schokeng) = North-West University
Universities of	a) Separate and	1. Technikon Free State (TFS) + Vista University



Technology	incorporated (technikons) universities of technology	(Welkom) = Central University of Technology 2. Vaal Triangle Technikon + Vista University (infrastructure and facilities of Sebokeng) = Vaal University of Technology
	b) Merged (technikons) universities of technology	1. Cape Technikon + Peninsula Technikon (Pentech) = Cape Peninsula University of Technology 2. Durban Institute of Technology (DIT) + Mongosuthu Technikon + infrastructure and facilities of the Umlazi campus of the University of Zululand 3. Technikon Pretoria (TP) + Technikon Northern Gauteng (TNG) + Technikon North-West = Tshwane University of Technology
Comprehensives	a) Separate comprehensives	1. University of Venda = University of Venda for Science and Technology 2. University of Zululand
	b) Merged comprehensives	1. Rand Afrikaans University (RAU) + Technikon Witwatersrand + Vista University (East Rand and Soweto) = University of Johannesburg 2. University of Port Elizabeth (UPE) + Port Elizabeth Technikon (PET) + Vista University (Port Elizabeth) = Nelson Mandela Metropolitan University 3. University of South Africa (UNISA) + Technikon South Africa (TSA) + Vista University Distance Education Centre (VUDEC) 4. University of Transkei (Unitra) + Border Technikon + Eastern Cape Technikon = Walter Sisulu University of Technology and Science



UNIVERSITEIT VAN PRETORIA
UNIVERSITY OF PRETORIA
YUNIBESITHI YA PRETORIA

National Institutes		1. Mpumalanga Institute of Higher Education 2. Northern Cape Institute for Higher Education
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Source: CHE (2004: 50)



UNIVERSITEIT VAN PRETORIA
UNIVERSITY OF PRETORIA
YUNIBESITHI YA PRETORIA

Cape Peninsula University of Technology

Location: Western Cape



Central University of Technology

Location: Free State



Durban University of Technology

Location: KwaZulu-Natal



Nelson Mandela Metropolitan University

Location: Eastern Cape and Western Cape



North-West University

Location: North-West and Gauteng



Rhodes University

Location: Eastern Cape



Tshwane University of Technology

Location: Gauteng, Mpumalanga, Limpopo and North-West



University of Cape Town

Location: Western Cape



University of Fort Hare

Location: Eastern Cape





UNIVERSITEIT VAN PRETORIA
UNIVERSITY OF PRETORIA
YUNIBESITHI YA PRETORIA

University of the Free State

Location: Free State



University of KwaZulu-Natal

Location: Durban, Pinetown and
Pietermaritzburg, KwaZulu-Natal



University of Johannesburg

Location: Johannesburg, Gauteng



University of Limpopo

Location: Limpopo and Gauteng



University of Pretoria

Location: Gauteng



University of South Africa

Location: All provinces



Stellenbosch University

Location: Western Cape



University of Venda for Science and
Technology

Location: Limpopo



University of the Western Cape

Location: Bellville, Western Cape



University of the Witwatersrand

Location: Johannesburg, Gauteng



University of Zululand

Location: KwaZulu-Natal



Vaal University of Technology

Location: Gauteng, North-West,
Mpumalanga and Northern Cape





UNIVERSITEIT VAN PRETORIA
UNIVERSITY OF PRETORIA
YUNIBESITHI YA PRETORIA

Walter Sisulu University

Location: Eastern Cape



Mangosuthu University of Technology

Location: KwaZulu-Natal



Source: <http://hesa.org.za/sa-universities>

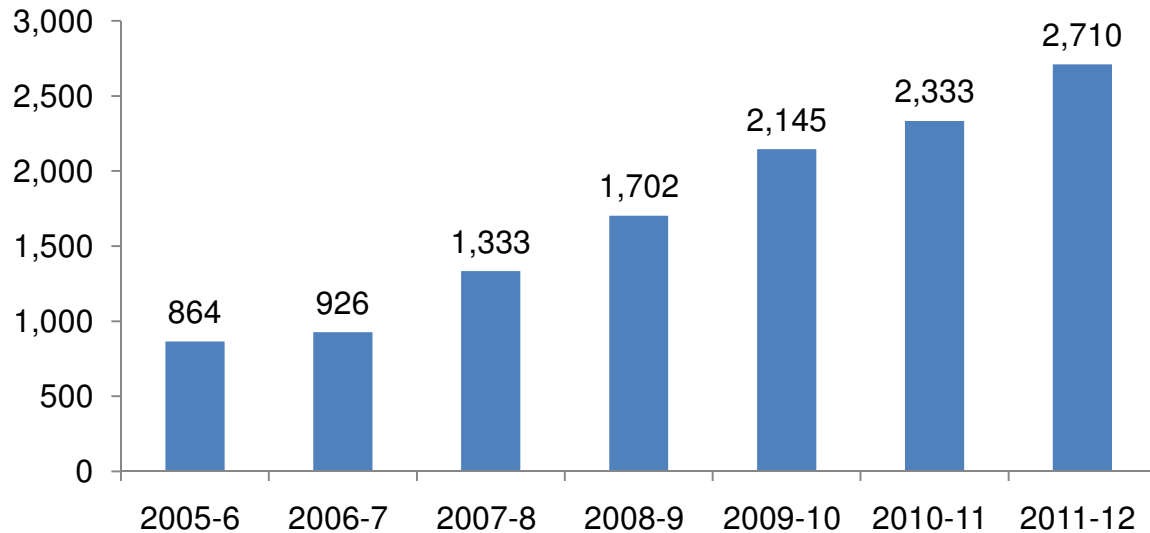


Appendix B: Expenditure on Education 2000-2012 (% of total)

Financial Year	Rank	Top 3 sectors	Expenditure (% of the budget)
2000/01	1	Education	20%
	2	Health	12%
	3	Government services	11%
2001/02	1	Education	21%
	2	Health	11%
	3	Protection	17%
2002/03	1	Education	24%
	2	Health	12%
	3	Welfare	12%
2003/04	1	Education	19%
	2	Welfare	14%
	3	Protection	17%
2004/05	1	Education	20%
	2	Welfare	16%
	3	Protection	16%
2005/06	1	Education	18%
	2	Welfare	17%
	3	Protection	17%
2006/07	1	Education	17.8%
	2	Welfare	15.5%
	3	Protection	15.3%
2007/08	1	Education	17.6%
	2	Welfare	14.9%
	3	Protection	14.7%
2008/09	1	Education	17%
	2	Welfare	14.7%
	3	Protection	13.3%
2009/10	1	Economic Affairs	22%
	2	Education	17%
	3	Protection	14%
2010/11	1	Education	18.3%
	2	Economic Affairs	17.2%
	3	Protection	14.5%
2011/2012	1	Education	19.4%
	2	Social Protection	15.1%
	3	Economic Affairs	13.4%
2012/2013	1	Education	19.6%
	2	Social Protection	15%
	3	Economic Affairs	13.7%

Source: National Treasury, 2000-2012; NOTE: "Others" is not included

Appendix C: Department of Higher Education and Training funding for the National Student Financial Aid Scheme



Formula to determine allocated amount for each of 23 public HEIs is based on an apportionment factor (AF) per institution. AF calculated from the disadvantaged student index (DSI), The full cost of study (FCS), and the Disadvantaged Students' Cost Index.

$DSI = (\text{number of African students} \times 3) + (\text{number of coloured students} \times 2) + (\text{number of Indian students} \times 1)$

$FCS = \text{Tuition} + \text{Compulsory levies} + \text{Residence fees} + \text{Meals (as applicable)}$

$DSCI = DSI \times FCS$

$AF (\%) = DSCI / \text{sum of all DSCI} \times 100$

Source: Department of Higher Education and Training, 2010

Appendix D: Interview questions

Questions to the representative of the Department of Higher Education and Training (DHET)

1. What is your understanding of the developmental agenda of South Africa?
2. How does the Department see its role in achieving the agenda?
3. How would you describe higher education environment in South Africa?
4. Who are the stakeholders in the higher education sector responsible for promoting the developmental agenda?
5. What are the roles and responsibilities of these stakeholders?
6. How often do they meet to discuss developments and issues?
7. How often are education policies revised?
8. How are these policies, plans, strategies and programmes communicated to all the stakeholders?
9. In its strategic plan the DHET confirms that South Africa needs to develop but the country lacks the necessary skills for successful implementation of development strategies implemented by the government. It also acknowledges that employers voice their concerns regarding the fact that knowledge and skills that employees bring to an organisation are inadequate for a workplace. How does the Department aim to ensure that these issues are addressed?
10. What does the Department do to ensure that academically qualified matriculants from poor families receive admission to a university?
11. Does the Department have some sort of bridging year/training programme to prepare matriculants to university academic standards?
12. Does the **National Student Financial Aid Scheme** consider National Scarce Skills List in provision of bursaries and loans?
13. Do higher education institutions provide for some sort of practical working experience before students can obtain a degree or diploma?
14. In your opinion are intergovernmental relations successful in the case of higher education and its contribution to promote the developmental agenda?

15. In your opinion what is the role of higher education institutions?
16. In your opinion, do South African higher education institutions do enough to ensure that the developmental agenda of South Africa is met?
17. Should the Department intervene in curriculum and course offering at higher education institutions?
18. Is there any formal structure/mechanism in place that ensures effective and efficient higher education IGR? (some sort of government committee that ensures that there is communication among the DHET, DBE, the National Treasury and higher education institutions)

Questions to the representative of the University of Pretoria (UP)

1. How does UP see its role in achieving the developmental agenda of South Africa?
2. How would you describe the higher education environment and its challenges in South Africa?
3. What is UP's involvement in the formulation of higher education plans, policies and programmes?
4. According to HESA's "Pathways to a Diverse and Effective South African Higher Education System: Strategic Framework 2010-2020", the South African universities are ready to assist the government in achieving developmental goals. Is UP ready? If no then why? If yes then how?
5. What does UP do to ensure that academically qualified matriculants from poor families receive admission to the university?
6. Does UP have some sort of bridging year/training programme to prepare matriculants to university academic standards?
7. According to the Financial Mail article from 2010 35% of students drop out of their degree studies; while 52% drop out of certificate or diploma studies; 70% drop out of distance higher education programmes; and 50% of students drop out from further education and training (FET) colleges with only 57% of the remaining students passing the final exams. What does UP do to decrease drop out rate?
8. Does UP provide bursaries to academically qualified undergraduate and post-graduate students? What are the requirements? Is preference given to those who study in the scarce skills fields (e.g. economics, engineering)
9. Are there any benefits (e.g. guarantee of employment, financial support, etc) for those who choose to study in a field that qualifies as scarce skills?
10. Does UP provide for some sort of practical working experience before students can obtain a degree or diploma?
11. What is the basis for allocating resources for a particular course?
12. In your opinion what is the role of higher education institutions?

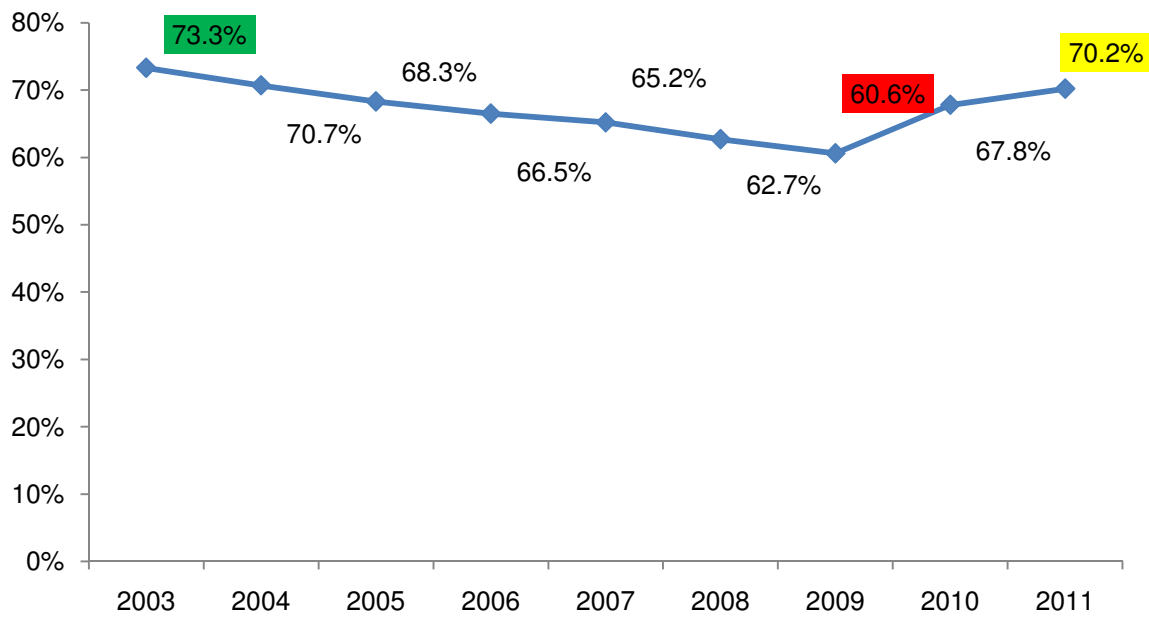
13. Should the Department of Higher Education and Training or government intervene in curriculum and course offering at higher education institutions?
14. Who are the stakeholders in the higher education sector responsible for promoting the developmental agenda and how often do they meet to discuss developments and issues?
15. In your opinion are intergovernmental relations successful in case of higher education and its contribution to the developmental agenda?
16. In your opinion is government doing enough to ensure that higher education institutions assist the state in achieving its developmental agenda? What exactly is government doing in addition to drafting policies?
17. Is there any formal structure/mechanism in place that ensures effective and efficient higher education IGR? (some sort of government committee that ensures that there is communication among the DHET, DBE, the National Treasury and higher education institutions)

Questions to the representative of the University of the Free State (UFS)

1. How does the UFS see its role in achieving the developmental agenda of South Africa?
2. How would you describe the higher education environment and challenges in South Africa?
3. What is the UFS' involvement in the formulation of higher education plans, policies and programmes?
4. According to HESA's "Pathways to a Diverse and Effective South African Higher Education System: Strategic Framework 2010-2020", the South African universities are ready to assist the government in achieving developmental goals. Is the UFS ready? If no then why? If yes then how?
5. What does the UFS do to ensure that academically qualified matriculants from poor families receive admission to the university?
6. Does the UFS have some sort of bridging year/training programme to prepare matriculants to university academic standards?
7. According to the Financial Mail article from 2010 35% of students drop out of their degree studies; while 52% drop out of certificate or diploma studies; 70% drop out of distance higher education programmes; and 50% of students drop out from further education and training (FET) colleges with only 57% of the remaining students passing the final exams. What does the UFS do to decrease drop out rate?
8. Does the UFS provide bursaries to academically qualified undergraduate and post-graduate students? What are the requirements?
9. Are there any benefits (e.g. guarantee of employment, financial support, etc) for those who choose to study in a field that qualifies as scarce skills?
10. Does the UFS provide for some sort of practical working experience before students can obtain a degree or diploma?
11. What is the basis for allocating resources for a particular course?
12. In your opinion what is the role of higher education institutions?

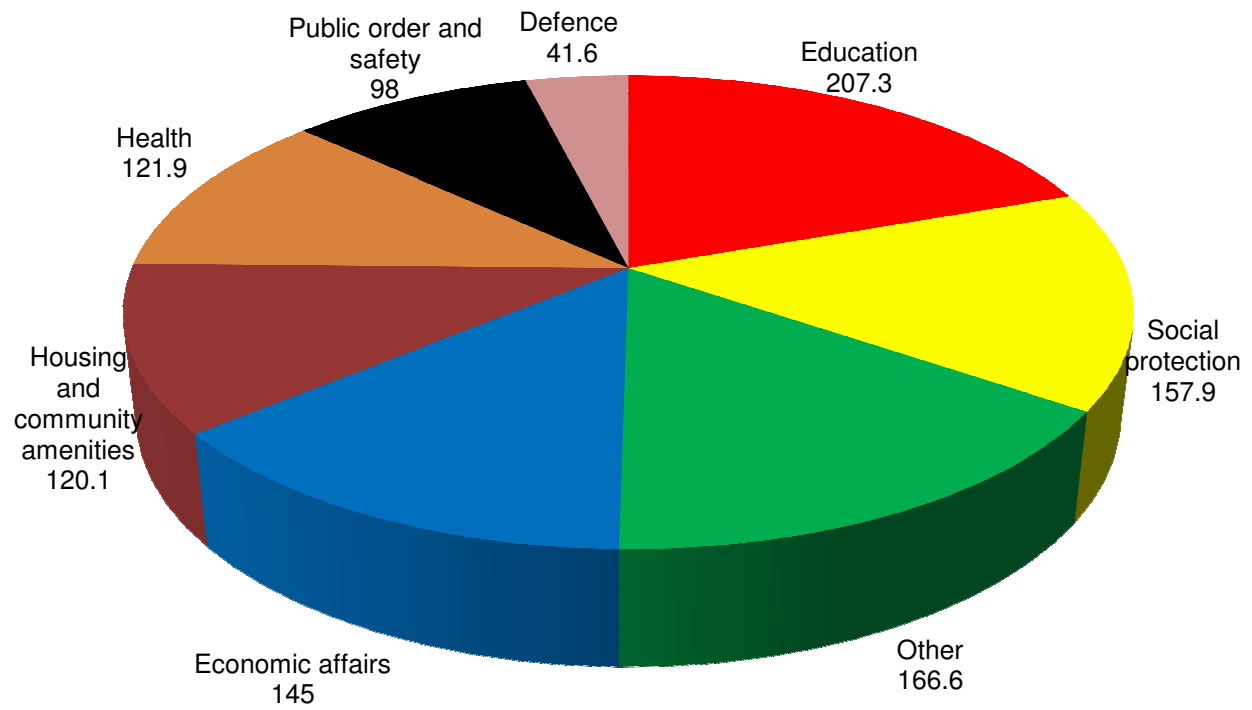
13. Should the Department of Higher Education and Training or government intervene in curriculum and course offering at higher education institutions?
14. Who are the stakeholders in the higher education sector responsible for promoting the developmental agenda and how often do they meet to discuss developments and issues?
15. In your opinion are intergovernmental relations successful in case of higher education and its contribution to the developmental agenda?
16. What other department/s in addition to the Department of Higher Education and Training, Department of Basic Education, and the National Treasury should participate in IGR to ensure higher education contributes to the developmental agenda?
17. In your opinion is government doing enough to ensure that higher education institutions assist the state in achieving its developmental agenda? What exactly is government doing in addition to drafting policies?
18. Is there any formal structure/mechanism in place that ensures effective and efficient higher education IGR? (some sort of government committee that ensures that there is communication among the DHET, DBE, the National Treasury and higher education institutions)

Figure 1: Matric pass rate (2003-2011)



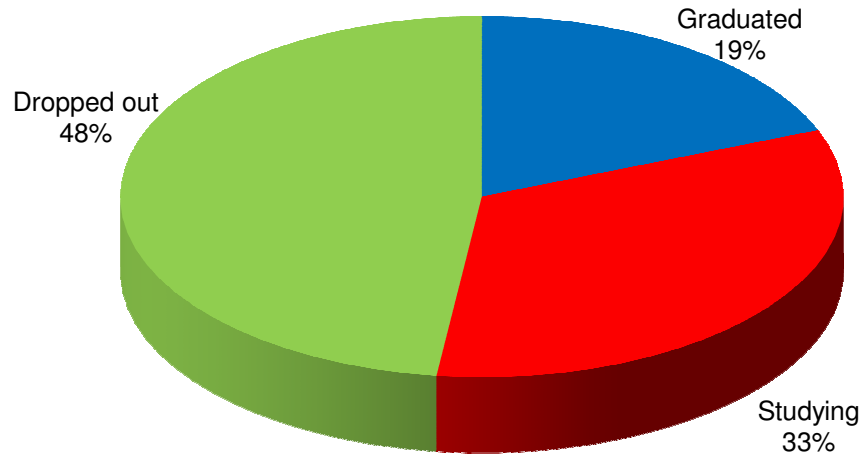
Source: Southafricaweb, 2009; Mike Cohen-Bloomberg 2011; Business Day, 2012

Figure 2: Education budget 2012 (billion of Rand)



Source: National Treasury 2012

Figure 3: NSFAS funded student graduation/drop out rate (1999-2009)



Source: Department of Higher Education and Training, 2010