

The financial crisis at Historically Black Universities in South Africa: an analysis of the policy debates with special reference to the University of the Western Cape



Thesis submitted in partial fulfillment of the requirements for the M Admin at the University of the Western Cape

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DECLARATION

I declare that the thesis submitted for examination titled :

The Financial Crisis at the Historically Black Universities in South Africa: An analysis of policy debates with specific reference to University of the Western Cape.

is my own work, that it has not been submitted for any degree or examination in any other university, and that all the sources I have used or quoted have been indicated and acknowledged by complete references.

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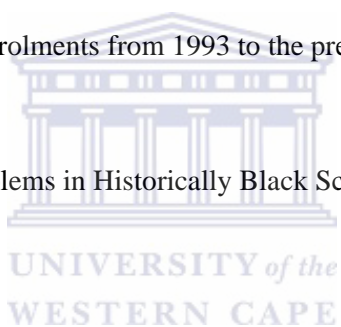


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ABSTRACT

This research is based on the financial crisis of the Historically Black Universities as well as the access problems encountered by students from poor backgrounds. Furthermore the research highlights the problems encountered by these students once they are accepted into these universities for example the inability to cope up with the high standards of studying at these institutions as well as the problem of paying their fees.

The thesis shows the history of university funding in South Africa with emphasis on the different funding formulas, dating back to the era of the Holloway funding formula as well as the Van Wyk de Vries report, the Sapse funding formula and different other mechanisms up to the present funding formula. Views of different educationalists will also be dealt with in regard to the funding problems of university education in South Africa. The funding problems for university education started easing up as from 2004/5, with the introduction of the New Funding Formula (NFF) which increased subsidy levels if universities registered more black students or even tried to increase their numbers as well as increasing distance learning, but the question is asked what impact this had on the enrolment of previously disadvantaged students.

In the next chapter the enrolment of students at tertiary education institutions is therefore analysed, both historically and with emphasis on the position after 2000. It is found that although African student enrolment increased, the increase was lower than expected, and that this needs to be addressed by policy. The research thesis then explores the problems being experienced in high school education and how these contribute to the lack of sufficient numbers of historically disadvantaged students at universities.

The thesis concludes with several recommendations to address this situation, essentially based on key literary sources, and discusses several measures which need to be taken in order to facilitate easier access to universities for poor and historically marginalised South African students.

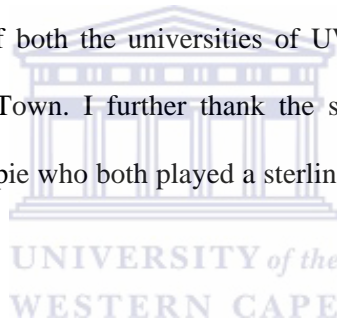
Key Words:

Tertiary education funding; Funding Formulas; UWC student enrolment.

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I thank the library staff of both the universities of UWC (ISD) and UCT as well as the South African Library in Cape Town. I further thank the staff of the ISD (UWC) especially Lance Scheepers and Pricilla Kippie who both played a sterling role in helping me through thick and thin with my research thesis.



CHAPTER ONE: INTRODUCTION

This research thesis is concerned with the lack of access of historically disadvantaged students to the tertiary education system in South Africa. It therefore also discusses the financial problems that beset the South African universities with specific reference to the historically black universities. These financial problems date back to the Apartheid era. The University of the Western Cape is used as an example of the issues under discussion.

Arguably one of the most far-reaching consequences of apartheid in South Africa has been the damage done to the education system. Employment creation, skills development, affirmative action, economic growth and many other developmental strategies depend on a sound primary and secondary education system, with sufficient access for those who meet the required standards, to university level education. If this is not taking place, all development will be at stake. Therefore this is seen as a key area of investigation and the thesis examines the enrolment of historically disadvantaged students over a period, while asking whether they have sufficient access to tertiary education.

Problem statement

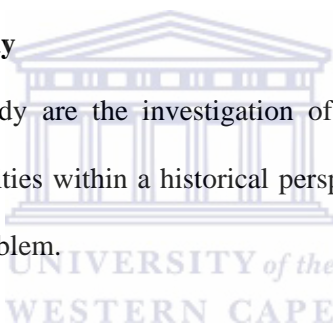
The research examines the problem that historically disadvantaged students often have unequal access to higher education in South Africa, even though there is now a democratic state. The current situation at the University of the Western Cape is used as a case study to examine this situation, and the problem is also discussed within a wider South African context, and within a historical perspective. The research is therefore concerned with the role both the government and the universities can themselves play in tackling the problem.

The Research design and method

The research involved a literature review of the historical development of unequal education funding in South Africa as well as of the enrolment of students from different race groups over the apartheid and post-apartheid periods. This also included the analysis of student numbers at the University of the Western Cape over the period 2000 – 2006 by race and faculty. Conclusions and recommendations were based on this analysis and on the current literature.

The aims/goals of the study

The aims/goals of the study are the investigation of the causes of the financial crisis at the Historically Black Universities within a historical perspective and to consider what measures can be taken to address this problem.



Structure of the thesis

Thus this research will be structured into five chapters. This is an introductory chapter, while the second chapter will deal specifically with the South African university finance policy. In this chapter different funding formulas will be examined in trying to address the funding problems that beset the HBUs. It will also discuss in detail the funding of HBUs as well as the proposed mergers of most of the HBUs.

The third chapter will deal with the empirical numbers of black students registered at universities in South Africa from 1993-1999, as well as their overall numbers. The main focus of this chapter is the head count enrolments at all universities in South Africa and the reasons why these enrolments have been fluctuating over this period. A number of detailed tables will be presented in this chapter in trying to explain enrolment numbers and percentage fluctuation.

A comparison will be made as to why the student numbers within the HBUs were fluctuating on a yearly basis as compared to the HWUs, where the increase was more substantial. This chapter will also give an explanation of the institutional planning, which includes students from all races for UWC between 2000-2006. This institutional planning will show the continuously changing enrolment numbers of both males and females irrespective of race and an explanation for this will be given. African students at HWUs and their growth will be dealt with in this chapter.

Chapter four of this research will be based upon the current problems in historically black schools and how these contribute to the low numbers of black students at universities in South Africa. This chapter will primarily be based on the work of Van der Berg about the role of the poor and the under performing school system. Another aspect of this chapter will be an analysis of the difference between private and public schools and their funding. I will also explain the reasons, which lead to many problems within public schools e.g. inappropriate spending of the budget allocated by the government as well as matriculants who are ill equipped for university education. This chapter will explain the learning situation at these schools i.e. the relationship between the teachers and the learners, as well as other serious problems in the primary and secondary school system. Measures will be proposed that the government can take in order to remedy the situation.

Chapter five will be based on the conclusions and recommendations of the different chapters. Based on this research, recommendations will be made that South Africa could adopt in trying to address its education funding problems, with particular emphasis on the work of HBU's and on the creation of educational opportunities for promising but poor black students. It is maintained that these strategies would be crucial for the economic and social future of the country.

CHAPTER TWO: THE FUNDING HISTORY OF SOUTH AFRICAN TERTIARY EDUCATION

Introduction

This chapter deals with the background to the funding of tertiary education in South Africa. The idea behind each of the funding models since the 1960's will be explored, with emphasis on funding arrangements after 1994. Ironically, the growth in black enrolments at universities in South Africa decreased after 1996, exactly when everyone expected them to increase. Thus this trend will be looked at, and the funding problems, which might have contributed to this, will be analysed.

This chapter is therefore concerned with the history of funding of tertiary education in South Africa, with special emphasis on previously Black higher institutions in South Africa. It covers the period from the Holloway formula in the 1950's to the present, dealing with the various government commissions on tertiary education funding and university finance policy. It deals in depth with the funding formula, which preceded the Van Wyk de Vries report, and the changes the Commission recommended to the university finance policy. It then considers the Van Wyk de Vries report that has been the cornerstone of the previous funding policy. Furthermore, this chapter is concerned with the Green and White papers on higher education funding of 1994 and 1996 and their recommendations. This review will also include the 2001 National Plan for Higher Education as well as the New Funding Framework of 2004, which could in some sense be regarded as the result of an evolutionary process of formula funding which started more than 50 years ago with the introduction of the so-called Holloway formula for universities. (Steyn and De Villiers 2006:33) The "evolutionary process" will be examined, and the changes in approach to the funding of tertiary education will be interpreted.

The inferiority of education within the black universities hindered the academic progress of many of the black students in that it was difficult for them to adjust and cope successfully if they registered at a white university for a new course or programme not offered at the black university (Christopher 1994:153). Since the students from black high schools did not get as good an education as given at the previously white high schools, they were also not as well prepared for the job market. Up to 1989 they were not allowed to register at the HWUs, as they needed ministerial approval to do so. In addition the HWU's received and still receive substantially more funding from the private sector and they also attract many students from middle and upper middle class homes who have always been able to pay their fees (Christopher1994: 153-154). The funding policy and how it contributed to these problems will be explored below.

THE HOLLOWAY FUNDING FORMULA FOR UNIVERSITIES_(1959-1974)

University history in South Africa is deeply linked to apartheid. The Extension of the University Act (1959) segregated universities according to colour and tribal lines. According to Van Wyk de Vries, the Holloway funding formula for tertiary education, also dating from 1959, operated according to two methods, which were both government controlled and administered. The National Treasury played a central role in the allocation of funds in both instances.

The first method of funding students through university was that of sending public funds on a yearly basis to the different institutions. The division of the money differed according to different requests made by the universities. The Treasury, after submissions by the Department Estimates of Education, could decide whether to increase or not to increase any amount of money to the respective institutions. This first method depended upon Cabinet and Parliamentary approval (De Vries 1974:388).

The second method of funding students through university-administered funds was established by the National Study Loans and Bursary Act No 89 of 1964. What actually took place here was that donations were made from different quarters e.g. by the private sector or individual donors who, on

yearly basis, awarded bursaries and/or loans for their own specific interests. The State also made its own donations to this fund (De Vries 1974: 390) In the end the overall amount was divided amongst different universities but all depended upon the donated amount of money.

In 1971, according the Van Wyk De Vries Commission, the then Cabinet approved loans for specific courses e.g.Engineering, Architecture and also Land Surveying in order to channel students into technical careers and by enrolling for these courses, they were guaranteed employment. All these courses were sponsored in order to encourage the students to work within the country and not to seek employment overseas after completing their studies. The conditions to these scholarships were that students who, after their studies, entered the state employment services would not have to pay back the loan money. Those students, who chose to work outside the state employment services, would have to pay back the loan. The grants for these courses were increased on yearly bases in line with inflation. At the beginning of 1971 this State-controlled bursary was R60, 000 but it kept increasing annually and by 1973/74, it had increased to R72, 000 (De Vries 1974:391). According to the De Vries report (1974:392), any student who had been funded through this loan system still had a chance of converting their loans into Public Service bursaries. To avoid repaying the loan they had to join state employment for a specific period.

This funding system secured a constant flow of well qualified mostly white professionals into the government service and also made it possible for poorer white students to study. Black students were limited to the black universities, and had very few career opportunities at the conclusion of their studies.

In essence the Holloway formula therefore introduced three concepts: that of state funding of tertiary education, largely based on student numbers; a combination of state and private funding for student loans and bursaries for students in certain technical careers; with thirdly the possibility of government employment for bursary holders, from which black students were largely excluded.

THE VAN WYK de VRIES REPORT: 1974

The Van Wyk de Vries report is a policy document on university funding which dealt with issues relating to funding of mainly white universities between 1974 and the early 1980s.

The Van Wyk De Vries report was released in 1974 and dealt with issues important to university education with specific reference to the HWU's. According to this report there were three central ways in which the costs for students' fees could be covered, one was by payment from the student or his/her family, through loans and through bursaries. The Commission found that most people did not favour an increase in university fees, the reason being that even the poorest of all students should be able to have access to university education. The Commission argued, however, that university education could not be the sole responsibility of the government, but that the students should also pay part of the costs for their education. Those students who were from poor family backgrounds could still pay for their fees by means of bursaries or loans.

Bursaries came from the private sector and from the State and the terms thereof depended on the agreement made between the State and the students. One of the conditions was usually that the student needed to work for the state after completion of studies in lieu of paying back the money. The state bursaries were important in the old system. The bursaries were for teachers or for people who then had to work in some other government departments (De Vries 1974: 387).

According to the Commission, the amount offered for bursaries or loans was in accordance with the fees the student needed to pay to the institution. The Commission further found that some universities were financially better off than others, but that all needed government assistance in the form of subsidies. The Commission indicated that, even if the universities were autonomous, they were still under State control and operated in accordance with the University Act of 1959 through the Department of National Education (De Vries 1974:388).

According to the De Vries report (1974: 389) universities since their inception had been making financial submissions to the Department of National Education. Their annual funding needed to be increased to enable them to meet increasing costs. In every submission universities handed in, they indicated that the State should increase their subsidies.

The University of the Witwatersrand gave examples of the predicament universities would find themselves in if the subsidies were cut down. They would be forced to turn back many poor students because of financial problems. The University of the Witwatersrand indicated that in 1968, 644 students applied for financial assistance but only 410 were funded and that was due to the cutting of subsidies. Thus, irrespective of being a well-off university, Wits indicated that the ever-increasing numbers of students forced the universities to request additional funding from the State (De Vries 1974: 389-390).

In conclusion there were some suggestions in the De Vries report made by some members of the Commission, that student fees should be increased regularly so as to achieve almost total funding independence from the State. The role which the State would then play, would be that of providing loans for specific students and that could take place after the students passed a university conducted means test (De Vries 1974: 394). Furthermore, the students who had been awarded the loan would then have to pay back the loan and its interest once they were employed. Students, who performed well in their studies, would not be required to pay back the entire loan amount. (Such students have always been in the minority).

According to De Vries (1974:395), if such a scheme were adopted it would have altered university education and affected many students. The scheme might have had more negative consequences and, at the end of the day, students would have been forced to pay their full university fees. Such measures would in the end have affected students in many ways - for example students, particularly those from poor backgrounds, would be discouraged from going to university as they would be faced with the heavy burden of paying back the loan as well as that of helping their poor

families. Furthermore the administration of such a scheme would have been expensive to both the university and the state.

As a matter of fact, if the State had then adopted such a scheme and had not increased subsidies, many poor white students would have been deprived of university education. The negative effect of the entire scheme would have been twofold: the first effect would have been that, after completing their studies, there would have been no guaranteed employment. The second effect would have been the possibility of high loan interest by the time of the completion of their studies.

THE CHANGES RECOMMENDED BY THE COMMISSION

The Commission did recommend a radical change to the funding formula although it also indicated that it was preferable for the student fees to remain low in order to accommodate poor students i.e. it was very important that students at university should be responsible for part of their fees. The Van Wyk De Vries Commission (1974:391) also indicated that by then most universities had a lot of bursary money, which they could have paid out as loans instead. When repaid, this money could have improved the financial position of the universities. It argued that such a loan scheme needed to be well administered to ensure a stable situation of self-sufficiency. The repayment rate would be slow, but as long as the loans were honoured, they would ultimately strengthen the economic position of the universities.

The Van Wyk de Vries proposal in brief, was that university fees should not be hugely increased as that would be detrimental to poor students who, in most instances, would not be in a position to raise money to pay for their university fees. The government should rather increase the university subsidies, which would then help students in the form of loans or bursaries. Loans should be repayable after completion of studies as they would help many poor students who could not afford to pay fees on their own (De Vries 1974: 393).

Thus, on consideration of the De Vries report, it is clear that the government might have changed hands in 1994, but the system of financing education was not immediately changed. In fact the Van

Wyk de Vries report and its recommendations continued to control funding of university education. In the past the State decided on the level of subsidies, but the allocation to each university had depended on the student numbers and the pass rate of the particular university.

THE SAPSE FUNDING FORMULA FOR SOUTH AFRICAN UNIVERSITIES

Introduction

Different writers who had insight into and knowledge of the universities' situation in the country e.g. Melck, Merisotis and Gilleland presented the SAPSE funding formula for South African universities. These papers explained the harsh realities that faced universities in the country and in particular the HBUs.

THE SAPSE SUBSIDY FORMULA

The SAPSE subsidy formula was introduced in 1986 and modified in 1993 in order to cater for all universities and not only HWUs, as was the case in the past.

According to the National Commission for Higher Education or the NCHE (1996:Chapter 5), the SAPSE subsidy formula was based on the principles of shared costs, equity and redress i.e. the government, as well as the students and their parents, needed to have contributed towards the costs involved in higher education. These are the same principles as those outlined by De Vries. Furthermore, the principles of equity and redress were based on the aspect of the elimination of all forms of discrimination and inequality in higher education. Additionally, there was also the principle of development, which was concerned with the improvement of human skills. According to this principle, it was only through skilled people that a country could develop.

With the revised SAPSE formula, government tried to both pull more historically disadvantaged students into university education, and to steer the universities towards educating people in scarce skills. The ways in which the SAPSE system operated will be examined below.

The base funding formula was done through the South African Post Secondary Education (SAPSE). Furthermore, Gilleland stated that the base funding formula was largely meant for full-time registered students. Gilleland also said that all universities received subsidy according to the then number of registered students. The base funding formula was further based on or determined by the government contribution factor i.e.the number of subsidy students and unit costs (Merisotis and Gilleland, 2000: 42).

According to NCHE (1996:5), the base-funding formula could easily be identified through one of the three forms and these were the transfer of resources according to their costs; secondly, the base-funding formula was concerned with the actual student costs at university; thirdly, the base-funding formula was also concerned with the government contribution to different fields of study.

University funding could also come from different State departments as well as the provincial legislatures in the form of loans or bursaries. The conditions thereof in most instances were that the incumbent should work for the particular department for a certain period after the completion of studies. Another source of funding was that which came from universities themselves in the form of a work-study programme, where most of the money earned by the student was being paid directly towards the fees and the remainder went directly to the student. Universities had different policies for operating their workstudy programmes (Merisotis & Gilleland 2000: 26).

According to Melck the SAPSE funding formula had its origins in the Van Wyk De Vries formulae. The de Vries formula only focused upon current expenditure, as the University Advisory Committee decided upon the capital funding after hearing submissions from the individual universities. This funding formula was based upon the attempt to place capital funding on a more objective basis. Additionally, the SAPSE funding formula was remodelled and referred to as SAPSE-110. This funding formula was based upon the number of full-time students as well as the subjects they were registered for and their success rate in those subjects. In addition, the funding also included other university components such as the library equipment as well as

building renewal. Hence the total university subsidy was based upon block grants. The university funding formula in South Africa has an apartheid legacy. Universities were funded along racial lines hence the funding formula at that time, suited the HWUs more than all the other universities. The departments of Coloured Affairs and Indian Affairs funded the Universities of the Western Cape and Durban-Westville but initially they received funding from the Dept of Internal Affairs in the mid-1980s. The capital funding was from the Department of Community Development (Melck1995: 128).

In support of Melck, the Council for Higher Education (2002:2) stated that initially from its introduction, SAPSE was mainly for the HAUs but still affected all other universities with the exception of those situated in the former TBVC states. All universities in this regard, had to submit information to the state in accordance to the SAPSE system. SAPSE was then replaced by HEMIS ((Higher Education Management Information System) information system in 1999/2000 and it was only then that all universities irrespective of geographical location were funded by one department. CHE further indicated that HEMIS dealt mainly with the student enrolment data, which only covered the period 2000-2003.

The Black universities, according to Melck (1995:129-130), i.e. those outside the then homelands were funded separately from the rest in the 1980s -Turfloop, Fort Hare, Zululand, and Medunsa were funded through the Department of Education and Training and before 1977/78 part of their funding came from the South African Development Trust. The homeland universities were funded through the Department. of Foreign Affairs as well as the Department of Education and Training (Melck: 1995:129-130).

According to Melck (1995:130), apart from trying to bring the funding formula of other" non-white" universities to the level of SAPSE funding formula; the funding of universities was based upon the increase in student enrolments at different universities irrespective of colour.

One of the important premises upon which the formula was based was that students were free to decide what courses they wanted to study rather than to have to follow some centralised planning.

In this sense the theoretical foundations of the formula were broadly in line with the prevailing socio-economic thinking. Furthermore, the system depended upon the student's enrolment in particular courses. That in itself turned the entire admission process into a competition for students to be admitted and be funded (Melck 1995: 130 & 131).

According to Stumpf (2001:2-3), funding for higher education between 1983-1994 was mainly based on SAPSE (South African Post Secondary Education) which focused mainly on white universities. Other universities (black) relied on other forms of funding e.g. by submitting yearly budgets to different departments and were allocated insufficient funding and this led to funding inequalities in comparison to their white counterparts.

SAPSE funding thus allowed for extensive state subsidising of higher education, with state support increasing in the case of post-graduate students. There was also substantial support for buildings, libraries and other assets. This led to a very fast growth in the numbers of university students during this period, and to a revision of SAPSE in 1993 (Steyn and De Villiers, 2006:39).

Because of the previous funding problems, which had been part of the apartheid system, it was impossible to successfully apply SAPSE's funding principles to all universities.

The funding problems were attributed to the following reasons:

Firstly, the funding which was agreed upon was 80 % public and 20 % private. In practical terms however it was impossible to even reach the 20% particularly for the HBUs where the majority of students were black and from poor communities and this caused most of them to be excluded.

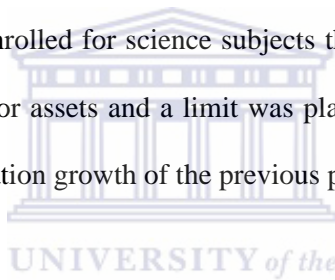
Secondly, SAPSE was designed more for HWUs, where students had better high school education which gave them an advantage over their black counterparts who had had bad high school education - e.g. the then Bantu Education system with its inferior school curriculum. The problem in this regard also originated from the apartheid context.

Thirdly, HBUs had the disadvantage that they had fewer private sources as they normally had little partnership with business; hence they found it difficult to obtain private funding.

Fourthly, white institutions through SAPSE funding, acquired a lot of administrative expertise, which the black institutions often did not have, which can also be ascribed to the legacy of apartheid.

In 1993 SAPSE was revised in order to fund all other universities. The SAPSE funding formula was driven by inputs (student enrolments) plus outputs (successful students and research publications.) Before its modification in 1993, SAPSE furthermore impacted negatively on the position of black students, in that funding for their institutions was very limited and as a result these institutions could not offer these poor students enough financial support. Additionally, these poor students could not afford to pay the high university fees.

With its modification in 1993, SAPSE then concentrated on funding the universities which registered more students enrolled for science subjects than arts oriented subjects. There were also lower subsidies available for assets and a limit was placed on the total annual subsidy putting an end to the fast higher education growth of the previous phase (Steyn and De Villiers, 2006:41).



THE RELATIONSHIP BETWEEN THE HOLLOWAY, VAN VYK DE VRIES AND SAPSE FORMULAS

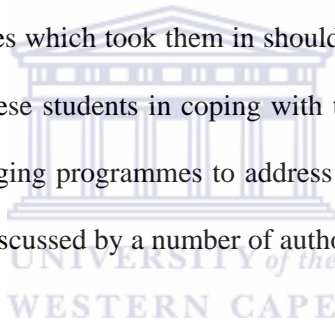
The formulas for funding university education in South Africa have been changing from one period to another. The old Holloway funding formula of 1959-1974 was about a system totally controlled by the government, in that the money was available according to different requests i.e. the universities wholly depended on the government for funding. Loans were also under government control; courses were sponsored through the National Study Loans and all was conditional.

The emergence of the De Vries Commission changed the face of funding for higher education in South Africa in that it advocated shared costs by all the stakeholders i.e. the government, students as well as their parents (i.e. all parties should be responsible for fees). This commission mainly focused on HWUs but still affected even the HBUs.

SAPSE on the other hand, which was introduced in 1986, was focusing on the entire university education irrespective of origin; although most of its focus was on HWUs, SAPSE was trying to explain the harsh realities that universities, particularly the HBUs, were facing. SAPSE advocated for the government to rescue university education, particularly the HBUs, as they had accumulated significant problems during the apartheid era. The revised SAPSE formula of 1993 proposed equity and more realistic limits to what government could subsidise.

THE CRITIQUE OF THE SAPSE FUNDING FORMULA

The critique of the first SAPSE formula has been based upon the fact that this formula did not allow, or at the least, recognise the fact that students from the old Bantu Education were from schools which had fewer resources and that they were generally not well prepared for university education. Thus, universities which took them in should have received higher subsidies in order to have been able to assist these students in coping with the high standards of university education. Many universities ran bridging programmes to address this problem, without receiving additional funding. This problem is discussed by a number of authors, some of which are cited below.



The first critique was drawn from Bunting on the SAPSE funding formula in South Africa. According to Bunting, this subsidy formula was based on public and private benefits and it was characterised by inequalities. The inequality was clearly seen within the HBUs who had been receiving fewer funds than the HWUs. According to Bunting, this university education funding formula originated from the apartheid system of inequality and that needed to have been considered in order to have both HWUs and HBUs on the same level. Another aspect that needed to have been considered was that HWUs had higher student success rates because their personnel were often more highly trained than those from HBUs. This was further supported by the fact that HWUs have produced more publications than their black counterparts and that led to more funding. The HWUs also received funding from the private sector. Hence they were better equipped than the HBUs. One major reason for this discrepancy, given by the private sector, was

that there were many academic disturbances at the HBUs when political protests disrupted academic programmes. Furthermore, according to Bunting, university subsidies were insufficient and needed to be changed in order to be suitable for specific funding problems i.e. of HBUs, which were being funded less than their counterparts, HWUs. Funding also needed to be divided into certain sections i.e. funding for research, funding for academic support and also funding for institutional development with specific reference to HBUs. (Bunting 1995: 123-124 &127)

Melck, in his findings on university funding, echoed the same problems as those identified by Bunting - in that university funding reflected the old apartheid legacy and needed to be changed. The formula structure was based upon the Van Wyk de Vries framework that only dealt with the expenditure of universities and technikons had been left out.

(Melck 1995:128)

Melck furthermore criticised the cutting of subsidies which, he stated, would impact negatively upon the HBUs as well as on students from poor backgrounds in the sense that these universities would be forced to increase their fees in order to cover their operational costs. Once fees were increased, then poor students would forfeit the opportunity to acquire university education. Therefore, this funding formula needed to be changed in order to meet the new demands, which were supposed to have benefited the nation at large. Furthermore, the cutting of subsidies would impact negatively on the HBUs as they still had lower student numbers, due to lack of resources and such conditions would have further led to students migrating to HWUs, which have always been better resourced. (Melck 1995:129-130) This is in fact exactly what happened.

Melck (1995:131-132) also identified the problem discussed above of poor students who entered university often being ill equipped and in need of assistance in the form of bridging courses. He also emphasises that that could only be achieved if extra funding was provided for such programmes.

According to CHET (2000:12), the funding formula of university education needed to be based upon national interests with specific reference to HBUs who have been faced with a series of financial problems which needed attention. These universities needed financial assistance in the form of redress funding. The redress funds would have helped to bring better-qualified teaching staff into these institutions, as well as to upgrade the laboratories for scientific research. These redress funds would not only help the poor students and the less qualified teaching staff, but in general it would be to the economic advantage of both local communities and the country as a whole.

GOVERNEMENT MODELS AND FUNDING MECHANISMS

According to Bunting (1996:5-6), the South African higher education system until 1994 was characterised by several funding models, which were applicable during the Apartheid period:

Formula funding

This type of funding was based on the funds, which were received from diverse sources hence they were referred to as global amounts and were for full-time student enrolments. Furthermore, the funding was spent at the discretion of the institution and the balance could be kept by the institution concerned.

Negotiated budgets

These were funds that were negotiated for by the institutions and came from the Education Department. These funds were supposed to be used in accordance with agreements reached with the Education Department. Thus any unused funding was supposed to be returned to the department.

Full funding of all activities

In this regard, all was fully funded by the government: there were no submissions of any budgets or any previously prepared accounts as everything was regarded as the full responsibility of the department concerned. Furthermore, Bunting stated that, by 1994, what should have been taken

into consideration, was that both negotiated and full funding mechanisms were falling away and were being replaced by the formula mechanisms which were modelled according to the mechanisms of funding university education and there was no consideration of what possible difficulties might occur due to the shifting of funding mechanisms. (Bunting1996: 6-7)

POSSIBLE FUNDING MECHANISMS AFTER 1994

After 1994, South Africa introduced various new policies in an effort to override the effects of apartheid. One was to place emphasis on the funding of primary and secondary education, unfortunately somewhat at the expense of tertiary education. The HBUs were obviously the most affected.

Tertiary Education funding was also reviewed. According to Bunting (1996:11-12), funding mechanisms after 1994 included earmarked and input formula funding as the key funding principles.

(i) Equity and Development goals.

Plans were supposed to be formulated through the approval of the Minister of Education and they needed to indicate the actual goals for the equity redressed of the educational system. Strict measures were to be applied by the appointed bodies in overseeing that the funding was actually used for what it was requested for.

(ii) Programme and Level targets.

This was about the specific programmes of study, where size and shape of the system was determined by the groupings of disciplines and all this was to be in line with the National Qualifications Framework (NQF). The programme and targets were to be embarked upon inline with the places students would occupy within higher education institutions.

(iii) Funds for student's places

The highest priority in the allocation in 1994 was for funding for registered students.

THE GREEN AND WHITE PAPERS FOR HIGHER EDUCATION

The higher education scene in South Africa has in the recent past undergone massive changes. These changes have been necessary as in the past education was based on racial lines. The most disadvantaged were poor black students and they needed to be helped as much as possible and all universities ought to have been encouraged to help them. Massive change or transformation in this regard was needed in order to redress these imbalances. Thus, through the adoption of both the green and white papers, the State was trying to find mechanisms to address these problems. Both these papers urged speedy action for the redressal of the education imbalances that occurred in the South African educational system with specific reference to black education, whether at primary or tertiary level. The two papers have been linked to the Van Wyk de Vries report in that their funding methods have been similar to those applied during the old order i.e.during the apartheid era. Both these papers came about due to change in government and the ANC government saw the need and importance of the general overhauling of higher education. Furthermore, the ANC government saw that to secure the better future for the country, higher education should be a priority. Hence the emergence of these two papers after the establishment of the National Commission on Higher Education.

THE GREEN PAPER ON HIGHER EDUCATION: 1996

The Green Paper on Higher Education highlighted the educational situation at tertiary level in South Africa. This Green Paper dealt with mechanisms, which could be embarked upon in order to transform the higher education system so that it could be beneficial and affordable even to the disadvantaged sector of the population. One of the most fundamental problems of higher education in South Africa was that of funding; hence the government established the National Commission on Higher Education (NCHE) to draft the Green paper on higher education with the intention of redressing the educational imbalances of the past. Thus NCHE came up with six proposals, which

were the core of the Green Paper and were intended to alleviate the funding problems of higher educational institutions.

The intentions of the Green Paper on funding were clearly underlined through all the six proposals presented in relation to higher education in South Africa.

According to the Green Paper (Department of Education, 1996:46), the funding mechanisms and policies for higher education had been subject to several problems during the apartheid era. These problems included the fact that institutions were differently funded and that white institutions were more highly funded. Some institutions were funded according to itemised budgets and others according to mechanical formulae. That in itself, was a clear indication that funding for higher education in South Africa had been unequal and that it emanated from the apartheid system. Furthermore, the funding of higher education was not consistent and did not serve the entire higher education sector equally. There was no long-term vision for higher education nor specified funding policy objectives. Thus the Green Paper was based on achieving one national funding policy for higher education.

The first three proposals in the Green Paper based on NCHE's recommendations were concerned with closely related higher education funding aspects.

The first proposal focused mainly on the funding of higher education, which needed to be the joint responsibility of both public and private sectors - i.e. it was not only seen as the sole duty of the government to fund or subsidise university education but the private sector also needed to assist in that regard. This is similar to the argument of De Vries. (Department of Education, 1996: 46)

The second Green Paper proposal concerned the different needs of different institutions in accordance with their different student composition i.e. the HWUs and the HBUs. This proposal indicated that the previously disadvantaged institutions needed more funding so as to assist more previously disadvantaged students in gaining access to university education. These universities

needed to have enrolled these students for bridging courses, i.e. not necessarily to lower their standards but just to help these students as they came from a poor high school background.

(Department of Education, 1996: 47) This therefore addressed the problem with funding of bridging courses discussed above.

The third Green Paper proposal was concerned with the problems found within the current allocation mechanisms on university funding. This needed to be allocated in a balanced manner so as to be sufficient for all the universities. This proposal was about better funding for all universities irrespective of historical background i.e. all universities needed to be funded according to their needs and responsibilities. e.g. the number of students they have registered. (Department of Education, 1996: 48)

The fourth proposal was based on goal oriented public funding. This proposal stated that this public funding should meet two requirements:

- (i) appropriate balance between institutional autonomy and public accountability
- (ii) procedures should be simple, transparent, flexible and fair

The intention of goal oriented funding, according to the NCHE, was to redress the problems of higher education and improve its quality as well as to help disadvantaged students to gain access to higher education. To help with the implementation of the NCHE funding plan, the institutions themselves needed to play their own part by submitting their own financial plans for any particular year. (Department of Education, 1996:49-50)

The fifth Green Paper proposal recommended that government funding should depend on the field of study the student was following. In brief, research projects were considered central to university education and this research should in the future help the government to have its own homegrown researchers and thus avoid reliance on foreign experts. One of the aims of the NCHE was to develop a methodology for funding the teaching of students from different backgrounds. (Department of Education, 1996: 51-52)

The sixth Green Paper proposal was based on earmarked funding, which is directly linked to public funding and was based on three levels or forms, and they are funding for institutional redress; funding for individual redress as well as funding for other specific purposes e.g. scientific research. The institutional redress funding addressed the issue of financial assistance to historically disadvantaged institutions. Funding of this nature needed to be accompanied by information based on the manner in which they had been disadvantaged and their immediate needs. Social redress in a student's financial assistance was concerned mostly, if not entirely, with tuition and at times with accommodation. Furthermore, according to NCHE's report, student financial aid before 1994 was often characterised by irregularities - for instance money allocated to needy students ended up helping students whose parents could afford to pay their university fees. According to the report, this was a problem, which the affected universities needed to guard against.

(Department of Education, 1996: 53)

The Green Paper of 1996 was therefore an important document, which signified a clear break with the apartheid past, and initiated a new phase in university funding. However, the exact way in which universities were going to be funded on an equal level were not yet worked out, and some work remained to be done. This was attempted by the White paper of 1997.

THE EDUCATION WHITE PAPER: 1997

The White Paper (1997) emphasised the question of university education being expensive for poor students. What further compounded funding problems was the ever-increasing enrolment of students at this time. It was just after the first democratic elections, more people saw a future in tertiary education, and universities like UWC opened its doors to as many students from a previously disadvantaged background as possible. This however led to the overstretching of resources that were limited from the onset. Funding problems occurred not only because of a lack of resources but also because of misappropriation of funds by the institutions themselves. The White Paper, like the Green Paper, advocated sharing of all costs by all the parties concerned with specific reference to both the public and private sectors. Students from upper class families tended

to be more in numbers than the poor at university as their parents could easily afford to pay for their fees. (Department of Education, 1997:43, 44)

The White Paper also supported the access to higher education for all students irrespective of social or financial background. What needed to be checked when allocating funding to students was their academic capability and also, particularly in the Western Cape, their race group in order to be able to address previous inequalities. The Education Ministry also needed to play a role in promoting and implementing goal oriented incentives in relation to public funding. The results of goal oriented funding for university education, needed, at least, to produce access to education for students; high quality in research and teaching and a good student pass rate to achieve the intended purposes with specific reference to student financial aid. Hence, goal oriented incentives will have to be based on encouraging students (from a poor background) in registering in other fields which they did not register for in the past. e.g. engineering/scientific research.

(Department of Education 1997:44)

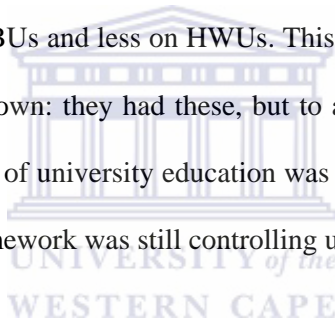
In the Green Paper a trust fund was proposed to establish a system of revolving loans. According to the White Paper (1997:49), it was not necessary to establish a trust fund for higher education as it would have problems of recapitalisation and would need massive support to avoid bankruptcy. Both departments of Education and Finance needed to embark on strict monitoring of fund allocation in relation to university education.

The other objective of funding higher education was that of trying to help produce indigenous researchers rather than importing outside researchers. When the department embarked on research, certain targets needed to be identified and be concentrated upon in order to bring about the required results. Thus in any national project, that the government intends to embark upon, there was a strong need to consult with all the stakeholders e.g. the departments of Arts, Culture, Science and Technology and the National Research Foundation (NFR).(Department of Education 1997: 51)

According to the White Paper in Higher Education, (1997:51-52) the enrolment of postgraduate students was declining and that needed to be encouraged and particularly at doctoral level. The

best way or method of stopping the decline was that of availing funds for research on a long-term basis, which would benefit the country. Furthermore what had to be done with funding scientific research was that there should be strict measures in place in order to account for the usage of the money allocated for whatever research being undertaken.

As a matter of fact, the objectives of these two papers were good but nothing or little was said about the implementation plans of these proposals. What needed to have been taken into consideration was that irrespective of how good plans might have been, what was more important was their implementation. The funding problem within the HBUs in South Africa and their unequal financial position was a reality and needed immediate consideration. These two papers were focused mostly on HBUs and less on HWUs. This did not mean that the HWUs were without funding problems of their own: they had these, but to a lesser extent than the HBUs. The central point in relation to funding of university education was that, irrespective of racial composition, the old Van Wyk de Vries framework was still controlling universities.



THE PERIOD 1994--1999

In the 1994-98 period, according to Cloete and Bunting (1998:63), the government's allocation of funds for universities was around 50% of the university's income. The remainder of the university income came from student's payments (25%); the other 25% were from gifts, donations as well as research contracts and income from investments. The government allocated money according to the then subsidy formula and also according to earmarked funds.

Furthermore, according to Cloete and Bunting (1998:64-65), the government funding of university education, in 1998 and 1999, was based on redress and was R27 million in 1998 and R60 million in 1999 respectively. In percentage form, the funding for 1998 was 0.05% and for 1999 was 0.1% of the government's total appropriation for higher education. The government channelled redress

funds through the Tertiary Education Fund of South Africa (TEFSA) and since 1996, the government has assisted individual students to the following extent:

1996: R300 million

1997: R200 million

1998: R296 million

1999: R385 million

As a matter of fact, the amount allocated to students through TEFSA was fluctuating between 1996 and 1999 between R200 and R300 million. For instance, the amount in 1997, dropped by R100 million and in 1998/9, it increased again. (Cloete & Bunting: 1988:65)

RESEARCH AS A SOURCE OF UNIVERSITY FUNDING: NATIONAL PLAN FOR HIGHER EDUCATION.(2001)

According to the report from the Ministry of Education (2001:21), funding has been an integral part of research and for better quality in research more funding is needed. Before 2001, only six universities were producing about 65% of the research outputs and they had been collectively responsible for 70% of all masters and doctoral graduates mainly from the HWUs.

Research capacity does not only concern funding, but also includes the academic environment and that was not the case in the past, particularly with the HBUs before 1994. Irrespective of the government's redress process, only the universities of Western Cape and Durban Westville have been leading at this point from the HBUs. By the 1997/1998 academic year, HBUs had received R40million and by 1998/1999, that had increased to R76million but this was still very low for redress. Another aspect that has been persistent within the HBUs is that of low enrolments at both Masters and Doctoral level and the main problem has been lack of funding for prospective candidates. (Ministry of Education 2001:73)

RESEARCH CONCENTRATION AND FUNDING LINKED TO OUTPUTS

The Council for Higher Education made two recommendations about funding:

- (i) to identify the institutions which needed immediate funding for research that would be beneficial to the country.
- (ii) to advocate for earmarked funding for university research programmes instead of the formerly blind research funding components.

The Ministry agreed to the two recommendations but indicated that blind funding of 15% need not be scrapped immediately, but should be phased out gradually and replaced by a new funding formula. (Ministry of Education 2001:74-75)

STRATEGIES FOR RESEARCH FUNDING

Three mechanisms for funding were proposed by the Ministry of Education:

- (i) A separate research component within the new funding formula that would be based on research outputs including, at minimum, masters and doctoral graduates and research publications.
- (ii) Earmarked funds to build research capacity that would be awarded on the basis of a research development plan approved as part of an institution's three year "rolling" plan.
- (iii) Earmarked funds to facilitate research collaboration: i.e. inter-institutional collaboration both regionally and nationally with specific emphasis on collaboration that would enhance research capacity in HBUs. (Ministry of Education 2001:77)

THE NEW FUNDING FRAMEWORK: 2004

The New Funding Framework (NFF) for Public Higher Education determined by the Minister of Education was first applied in the 2004/05 financial years. This new funding framework differs

completely from the SAPSE funding framework used up until 2003/04. The conclusions arrived at from this funding investigation, would be applicable only from the years 2004/05 onwards.

According to the Ministry of Education, the main feature of this funding framework concerns grants for higher education based on national and institutional planning. All these are based on planning and policy priorities as well as funds for the national higher education budget and approved funding for different institutions. The main features of this planning process are the actual student output performances, which are about pass and failure rates (Ministry of Education: 2004:78-79).

In 1996 the then minister of Education, Kader Asmal, highlighted the following as the key goals of the NFF:

- ❖ more equitable student access
- ❖ improved quality of teaching and research
- ❖ increased student progression and graduation rates, and
- ❖ greater responsiveness to social and economic needs (Government Notice 2003, 1.2 in Breier and Le Roux, 2007:14)

BLOCK GRANTS

This new funding framework 2004 is further explained through a number of block grants which are categorised into four sections: namely research output grants, teaching input grants, teaching output grants as well as institutional factor grants. As with any other form of funding for higher education the Ministry, on a three-year basis, approves block grant funding. Approval, in this regard, is made in accordance with the conditions being laid down by the ministry. (Ministry of Education 2004:7)

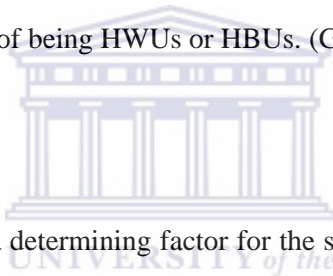
In addition, Breier & le Roux (2007:14-15) indicated that under the New Funding formula about 90% of funding for university goes to block grants and more than 8% of the funds are earmarked for NSFAS. They further stated that NFF came with a new innovation of rewarding universities

that enrol more black students. Additionally this NFF gives a higher subsidy to institutions which produce more research publications and also for full theses on Masters and PhD degrees.

Currently, the type of courses chosen by the students determines the subsidy. More funding is being allocated to courses such as engineering, artichitecture, maths etc. Furthermore, funding depends upon the success rate over the three years of a degree or of a diploma for which it is registered and completed.

Research Output Grants

These grants are based upon the number of senior graduates being produced as well as the number of publications by the university concerned. It is through these grants, that the funding for the particular university will be determined. These grants are a yardstick for determining the progress of a university irrespective of being HWUs or HBUs. (Government Gazette 2003:3-4)



Teaching Output Grants

These grants are used as a determining factor for the success of students i.e. their success will be measured by their graduation rate. These grants are focused on junior graduates who are not involved in any research work i.e. junior graduates and diplomas. (Government Gazette 2003.4)

Teaching Input Grants

The teaching input grants are based upon the number of enrolled students at a particular university including first year, honours, and masters up to doctoral level. i.e. the number of students that pass at the end of the year. (Government Gazette 2003:4)

The Institutional Factor Grants

These grants are focused mainly on the institutions with students who were previously disadvantaged and they are divided into two sections. The first institutional factor grant concerns the increase of the teaching input grant mainly for disadvantaged students. This grant is

applicable to students who are enrolled full-time and those who are enrolled on a part-time basis. The second institutional factor grant concerns the additional amounts that are being added to the input grant and that depends upon the number of full-time enrolled students being added to the input grant (FTE) The allocation of these grants works on a sliding scale from 0% additional funds for the HEI (higher education institutions) with 25 000 or more enrolled students; 9.3% for the HEI with about 12 00 full-time enrolled students. (Government Gazette 2003.5)

EARMARKED GRANTS

The earmarked grants are used for specific purposes such as the national student financial aid scheme (NSFAS), teaching research and community development, interest and redemption on loans approved before 1999, new capital projects as well as institutional restructuring. Additionally, the earmarked funds are used for the higher education quality assurance (QA) framework and a good example of the earmarked funds is that during the period 2004/5 to 2006/7, 1 % will have to be allocated for foundation programmes and that is only done on application by the concerned institutions for funding over three years. (Government Gazette 2003:6-7)

THE NATIONAL STUDENT FINANCIAL AID SCHEME. (NSFAS) 1996

The new government established the National Student Financial Aid Scheme (NSFAS) in 1996 in order to assist academically capable students without sufficient resources to have access to university education. The establishment of NSFAS was the government's initiative in funding higher education. NSFAS indicated that the funding being channelled through it was insufficient to help all the poor students and could not cover all student costs.

NSFAS since its inception has been administered by the Tertiary Education Fund of South Africa (TEFSA) and has provided loan schemes to university students e.g. Contingent loans. Loans did really help students to have access to university education but most covered only tuition costs. Loans are being administered directly by the university and were being regarded as part of

Financial Aid Package (FAP). Universities used different criteria in giving loans to students for example factors such as family size or even at times the distance from the student's home were considered. In some cases students were required to have surety in order to be eligible for a loan and this was a handicap for most students as it was not easy to get surety. (NSFAS. ACT 56 1999:1)

According to TEFSA (Act 121 of 1993), NSFAS had the right to arrange with the employers to deduct a certain portion from the graduate's salary as part of repayments towards the loan. Currently NSFAS, which operates under promulgated act 56 of 1999, has the following functions: to allocate funds for loans (60%) and bursaries (40%) to eligible students; to raise funds; to recover loans and to advise the Minister on matters relating to student financial aid. Other aspects of NSFAS are the conditions under which loans and bursaries should be awarded to eligible students. Furthermore, NSFAS deals with the recovery of loans from the borrower who is expected to start repaying the loan once he/she starts working. The borrower is also obligated to notify NSFAS about any change of employment as well as the name and address of the new employer in order to make deductions from the borrower's salary. (NSFAS ACT 56 1999:1-2)

NSFAS is being used as an income-contingent loan and bursary scheme where students are being awarded a full loan and will start paying back after completion of their studies. Payments are made with the interest that has accrued over the period of the loan. NSFAS is being administered by TEFSA on behalf of the Department of Education and the introduction of NSFAS, which is used as one of the government's patterns of funding, has assisted many poor students to gain access to a university education. The government's allocation by NSFAS is not only from the state coffers, but also from outside donors and another state department involved is the Department of Labour. Thus by the end of 2002/03, the bulk of NSFAS funds were contributed by the state at around 69% and the remaining percentage was made up of 20% from the donors and 11% as repayment by the students i.e. 11% irrespective of students being expected to refund most of the money. The scheme has managed to assist many students to gain access to a university education.

Colin Bundy echoes these same sentiments in stating that NSFAS while depending heavily on donors, cannot guarantee total support for poor students, hence some of them, have to drop out due to lack of sufficient funding. (CHE: 2002:194 & Bundy: 2002:3)

DISCUSSION ON THE FUNDING OF TERTIARY EDUCATION AND DISADVANTAGED STUDENTS

Most of the students at HDU's are from a poor background and are always confronted with the non-payment of fees. Due to several problems such as insufficient and inadequate facilities as well as their geographical location, these institutions are still unable to attract better-qualified conscientious staff and potentially brilliant students. The National Department of Education is charged with the responsibility for developing the policy for funding of university education irrespective of category. (HBUs or HWUs)

Pityana (2004:13) echoes the same sentiments as the National Treasury in that irrespective of higher education being mainly the responsibility of the government, the funding allocation thereof, is decreasing on a yearly basis. The introduction of NSFAS, as a funding body (subsection of government safety net in funding HBUs) has assisted many poor students. According to Pityana, university funding is not only for student fees, but also university facilities such as well-equipped laboratories as well as properly stocked libraries with relevant books and publications, which the student needs, in-order to produce better results.

Furtheron, Pityana indicates that it is hightime that the State played a very active and positive role in university education by forming partnerships with the universities so as to be able to see the problems being experienced by these institutions and not just allocate some funding to them. Pityana also stated that the private sector is not playing an active enough role in higher education, as the state cannot on its own manage to fund the country's education. The private sector only funds studies they think are of benefit to them and that leads to bursaries and scholarships being allocated to the selected few. (Pityana 2004:14)

In support of the views of Pityana, Breier and le Roux stated that student enrolment patterns have changed the face of funding especially for Historically White Institutions. These institutions are still being allocated more subsidy than their HBIs due to the fact that they are attracting more students even those from the Coloured and Black communities. The HBUs share of the NSFAS award fell from 36% in 1999 to 27% in 2003 while that of HWIs increased by 27% from 20% within the same period of time This meant that the average of a NSFAS award to HWUs was 77% higher than to HBUs. These statistics indicate that HWUs managed to enrol more students from the impoverished communities. (Breier & le Roux: 2007: 23)

According to Steyn and de Villiers (2006:50) who have similar views as those of Dr Pityana, research and research results form part and parcel of applied studies and thus need government subsidy. The research results are always published in journals and are regarded as public assets. The main problem of research studies at university level is that the private sector, as mentioned above, also funds some research, which it regards as its sole property and cannot be accessible to any member of the public. In this regard, the private sector contracts the highly skilled experts to conduct these private research projects and even attaches a clause of confidentiality that makes that information exclusive only to the private sector or to a few individuals. The private sector needs to form a partnership with the government in funding all research projects in order to empower any interested member of the community. Melck (1982:19) has further stated that a study should be undertaken in trying to establish the education benefits between the public and the private sectors. According to him, the benefits of education, although difficult to quantify, need to be studied in order to establish who benefits the most: - public or private sector - as education is supposed to benefit the public at large.

Steyn & De Villiers 2006 (51-56 & 74-75) further agrees with the above mentioned writers in stating that there are differences between the public and private benefits and the costs of higher education. De Villiers and Steyn in their argument stated that the direct benefits of education are

the higher earnings for skilled workers, as due to the high standard of their education they are more productive. The private benefits are beneficiary to a few individuals and come at a high cost unlike the public benefits, which are less expensive and are for the majority of the people.

My view supports those of Pityana and Melck in that the government needs to form close ties with the universities in order to see how the money it allocates is being used and whether that funding is sufficient or not. This can only come to light if government forms a constructive liaison with the universities and does not just allocate money and then take a back seat with regard to accountability and evaluation. Private sector funding for their own purposes, as previously discussed, only sponsors studies they think are directly of benefit to themselves and lay claim to the sole ownership of the research information. Furthermore, in my view this means that, even if students are very brilliant, but do not intend to follow any of the private sector's prescribed studies then they stand no chance of furthering their studies because of financial problems. Hence the government needs to establish a partnership with the private sector in funding research so as to empower any interested person with the information from the research, as I believe that education, irrespective of its level, needs to be more of a public good than private good.

In echoing the same sentiments above, Pityana stated that the government under the pressure of poor students was forced to establish a fund for student's fees i.e. NSFAS. This student financial aid scheme, although being on a loan basis, has relieved many poor students from fee troubles. The loan can turn into a bursary depending on the progress of the student. The only problem with this fund is that it brings a debt burden on the students even before they work. To avoid such a situation continuing, the government should be more involved in the funding process of university education. (Pityana 2004:8)

This thesis proposes that the government subsidy formula should address these problems. This will be discussed in the following chapters.

MERGERS OF HISTORICALY BLACK INSTITUTIONS

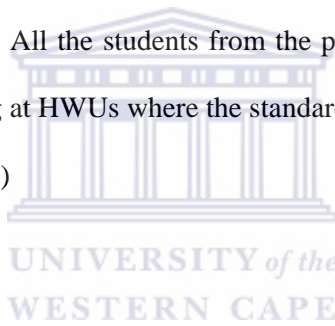
The aspect of mergers amongst the historically disadvantaged institutions dates back to 2002 and the government's intention was to reduce the number of higher education institutions from 21 universities down to 11 and 15 technickons down to 5. The main aim was to reduce costs in higher education and promote efficiency. Furthermore, the mergers were intended to avoid other old black institutions in particular from facing possible closure, due to their teetering on bankruptcy for a long period in the past. Apart from financial aspects, the mergers were proposed in order to promote a new institutional identity and to create more equitable demographic figures as well as ease the possibility of valuable senior academic staff leaving for better opportunities. Furthermore, the mergers were intended to try and close the old racial divisions in education. (Koen 2003:1)

Another aspect raised by Koen, were the concerns of the academic staff in that some of the mergers involved financial costs, identity implications, job security and lastly the promotion of junior academics. Salaries also played another role in this merger problem and this dated back to the 1970s when racial grouping determined the salary of the individual. All these, brought a lot of intense opposition from those who thought the intended mergers might affect them and their arguments were based on the perception that the decision to go ahead with the mergers, despite opposition, was irrational as well as incoherent and was not in the interests of higher education, but was a political decision. (Koen 2003:2 & .Jansen 2003:1)

Jansen further indicated that mergers would help the HBUs in particular, to avoid being closed down. His arguments were further based on the fact that the HBUs had never developed the capacity to become viable and sustainable and were unable to develop research capacity. There were some people within these very impoverished institutions who for their own intentions opposed the concept of mergers. Most of the opposition to mergers were based on political arguments that tended to forget that the HBUs were never made to be able to hold their own within theocrat changing society, as they were all established during the apartheid era. The reality of the matter is that since 1994, HBUs had been more heavily funded than the HWUs, in order to get to

the same level as HWUs, yet about 80% of research information was still being produced by the HWUs. The problems were still the old ones i.e. HBUs were never made to be self sustainable due to the previous regime, so it was very difficult to change them into top level institutions. It was clear that this would be a very expensive exercise for the state to achieve and the best option, in spite of stiff opposition, were the mergers. (Jansen 2003:1-2)

According to Breier and le Roux, the HBUs who did not merge, are still having funding problems as compared to their counterparts the HWUs i.e. their funding is still less. Their funding problem have been compounded by the loss of their best and promising students to the HWUs, where funding is much easier to access. Additionally, these HBUs are now being forced to enrol historically poor students who are unprepared for university education; hence their poor results and lack of research capability. All the students from the previously model C and private schools are more interested in enrolling at HWUs where the standards are high and the staff is highly qualified. (Breier & le Roux: 2007.14)



CONCLUSION

In concluding this chapter, what needs to be realised, is that South African education has been characterised by inequalities due to the apartheid system. The Van Wyk de Vries report clearly indicated that SAPSE focused mainly on the HWUs but in the end, this affected even the HBUs. This report maintained that SAPSE needed to change drastically in order to assist the HBUs, as it was inadequate for the funding of higher education. The critique of SAPSE by different education experts clearly exposed the shortfalls of that system, as being insufficient for funding higher education.

The new democratic order in 1994 was set to bring about massive changes in higher education, firstly by establishing in 1996 the National Student Financial Aid Scheme (NSFAS) in trying to assist academically capable students from poor backgrounds to access university education. The administration of NSFAS by TEFSA proved valuable to needy students as they managed through

loans to access university education. These loans needed to be paid once the students became employed.

It was therefore clear that, after 1994, the government was eager to try and bridge the funding gap between the HWUs and the HBUs. Hence the government introduced several funding mechanisms and these were facilitated through the Green (1996) and White (1997) Papers proposals on higher education, but also in the capital grants paid to HBUs.

In addition to the proposals of the Green (1996) and White (1997) papers, the government also introduced the National Plan for Higher Education (2001) which was not only about redressal but also about the importance of the research capacity of the HBUs and their low enrolments at Masters and Doctoral level. Furthermore, in 2004 the government introduced the New Funding Framework which was about grants for national and institutional planning for all the institutions irrespective of their previous background and these were based on different types.

Another aspect of trying to help ease funding problems, especially of HBUs, was that of the proposing of mergers amongst some of these institutions, in order to avoid possible closures.

Le Roux and Breier (2007) indicated that funding problems for university education started easing up as from 2004/5, with the introduction of the New Funding Formula (NFF) which increased subsidy levels if universities registered more black students or even tried to increase their numbers as well as increasing distance learning; something which would never have occurred under SAPSE.

The next problem that needs to be examined in order to understand what provision is being made for previously disadvantaged students in the South African tertiary education system is to look at student enrolments by race after 1993.

CHAPTER THREE: STUDENT ENROLMENTS FROM 1993 TO THE PRESENT

Introduction

In order for the researcher to be able to ascertain, whether the funding formulas from 1990 to the present, succeeded in bringing about higher numbers of historically disadvantaged students into universities in South Africa; student enrolments at these universities will be considered for periods under discussion.

This chapter is concerned with the empirical number of black students registered at universities in South Africa as from 1993 to 2004 and their overall numbers. The main aspects of this chapter includes: head counts enrolments at universities in South Africa between 1993 -1999 which have been fluctuating since then; the proportion of head count enrolments by field and institutional type between 1995 -1999 where field of study were based on race; the enrolment by race between 1993-1999 where enrolments were fluctuating according to race' the African and White students head count enrolments by institutional type between 1993 -1999 where student numbers were fluctuating. A discussion follows on overall registrations by race between 1988 and 2004. This chapter will subsequently also deal with the institutional planning for UWC between the years 2000and 2006 and this part will be focusing on the number of registered students at both undergraduate and postgraduate levels over this period, as an illustration of the trend at HBU's after 2000.

The analysis of the numbers of black students at South African universities will illustrate the problems experienced in the tertiary education system with relation to black students, even after the end of apartheid.

THE EMPIRICAL DATA ON THE NUMBER OF BLACK STUDENTS AT UNIVERSITIES AND THE OVERALL NUMBERS

Firstly the data on student enrolments at all universities in South Africa from 1993-1999 will be discussed and the trends during this period will be pointed out.

The empirical data below, on the numbers of students at universities in South Africa, has been divided according to race and academic years.

Table: 1

THE HEAD COUNT ENROLLMENTS AT UNIVERSITIES: 1993-1999 (SA)

1993	1995	1997	1998	1999
340, 000	384, 000	394, 000	397, 000	372, 000

(Chet: DoE 1999:4)

According to Table 1 the enrolments at universities fluctuated and several reasons might have been the cause. For instance, the university fees had been increasing yearly and students from poor backgrounds had fallen victim to that. Furthermore, it might have been that there was a shift of students from university education to technikon education. The reason for this might have been that technikons cost less and that they presented the students with possible employment opportunities while still on internship with their studies. Another factor could have been that white students might have decided to move to overseas universities or even enrolled for private education; hence the numbers were fluctuating and not static. It might even be that students, after passing Matric for various reasons, decided to look for employment.

According to Cooper and Subotzky (2001:18), the number of students at universities in South Africa experienced a brief growth of 23% between 1988 and 1993. The turning point came after 1993 and up to 1999, where growth of only 1% took place. From 1988 and 1993 the head counts at

Technikons increased by 53% and thereafter from 1993 to 1999, by only 34%. This indicated that there was a major shift from the universities to technikons due to the above-mentioned reasons.

Table: 2

PROPORTION OF HEAD COUNT ENROLLMENTS BY FIELD AND INSTITUTIONAL TYPE.1995-1999

	SCIENCE	TECHNOL OGY	BUSSINES S	COMMER CE	HUMANIT IES	HUMANIT EIS
	1995	1999	1995	1999	1995	1999
HBU	14%	19%	10%	16%	76%	63%
HWU/AFR	28%	23%	14%	15%	58%	62%
HWU/ENG	43%	39%	17%	21%	40%	40%
UNISA	9%	10%	20%	28%	71%	62%
UNIV.TOT AL	20%	21%	15%	20%	65%	59%

(Chet: DoE 1999, Tables, 32-34:5)

According to facts in table 2, it is clear that there was proportionally a higher enrolment in the fields of Science and Commerce at the HWUs, irrespective of being Afrikaans or English institutions. HBUs showed an enrolment of more students in the field of the Humanities. The most likely reason for such a vast difference was that the students at HWUs did have good high school education and they were able to choose subjects, which required a background in maths, unlike their black counterparts, who had had a bad high school education and therefore had a more limited university subject choice. Furthermore students from model C high schools, i.e.the multiracial schools, had better qualified teachers than most of their black counterparts, so that they could more easily cope with university education. The black students, particularly those from the

township schools, had had a limited exposure to science and commercial subjects; hence their alternative was the humanities related subjects.

Cooper and Subotzky (2001:19) further indicated that the issue of student numbers needed to have been followed through geographically i.e. provincially where higher education enrolment has been very skewed. The enrolments have been very unequal in both residential universities as well as in those who offer distance education. Gauteng province has been in the forefront in student enrolments due to the fact that it is well resourced.

Table: 3

ENROLLMENT BY RACE: 1993-1999

	1993	1995	1997	1999
African	191,000(40%)	287,000(58%)	345,000(58%)	332,000(59%)
White	223,000(47%)	213,000(37%)	182,000(30%)	163,000(29%)
Indian	30,000(7%)	37,000(7%)	38,000(7%)	40,000(7%)
Coloured	29,000(6%)	32,000(6%)	31,000(5%)	29,000(5%)
Total	473,000(100%)	569,000(100%)	596,000(100%)	564,000(100%)

(Chet: DoE, 1999:Tables, 14-17: 5)

According to this table (3), African students were the majority of registered students from 1995 onwards. An uninterrupted decline between the years 1993 and 1999 took place amongst White students, which was probably because many white students left the country after 1990 and Coloured student numbers decreased steadily from 1995 to 1999. In the case of Coloured students, the declining numbers have been caused by a lack of funding as well as unemployment.

The only population group, which showed a steady increase in enrolments, between the years 1993 and 1999 is the Indian student group. Their enrolment numbers increased from 30,000 to 40,000. There are several reasons for this, of which the most important is probably that most of the Indian

population group is middle class in origin and that therefore they could afford good school and university education.

The above confirms the work of Cooper and Subotsky (2001:18), that white students were in the majority at university level up to 1994. Furthermore, by 1998 African females accounted for 30% of all the students, followed by African males at 26%, then White males at 17% and lastly White females at 15%.

Table 4: AFRICAN AND WHITE STUDENTS: HEAD COUNT ENROLMENTS BY INSTITUTIONAL TYPE, 1993 &1999

	AFRICAN		WHITE	
	1993	1999	1993	1999
HBU	78,000(41%)	70,000(21%)	790(0%)	640(0%)
HWU Afrikaans	6,000(3%)	60,000(18%)	64,000(29%)	59,000(36%)
HWU English	10,000(5%)	20,000(6%)	33,000(15%)	23,000(14%)
Distance(UNISA)	53,000(28%)	56,000(14%)	53,000(24%)	43,000(26%)
Universities	147,000(77%)	196,000(59%)	151,000(68%)	126,000(76%)
Total				

(Chet: DoE 1999, Table.39.1: 5)

According to table 4, the enrolments by institutional type differed according to both racial grouping and institutions. It is clear that between the years 1993 and 1999 the enrolments of students within the HBUs decreased. Possible reasons might include the lack of funding, exodus to HWUs due to their better resources and better staff or even perhaps a shift to Technikon where they could gain job experience whilst studying. With the HWUs, there have been two categories i.e. English and Afrikaans speaking groups as with their HBUs counterparts, the enrolments have

been fluctuating from year to year without any stability. There could be several reasons for this e.g. decisions to study abroad, shifting to technikons in order to stand a better chance of employment or to be competitive in the future job market. Another reason might have been the enrolling for private education within the country or even overseas.

What is interesting in the above table is that African enrolment at Afrikaans HWUs increased from 30% to 36%. In contrast, African enrolments at English HWUs increased only by 1% from 5% to 6%, and white enrolment at these universities by 2% from 24% to 26%. Steyn and De Villiers however noted that the 6% increase of African students at Afrikaans speaking universities was due mainly to the rapid growth of distance education at that time, particularly as a result of teachers trying to improve their qualifications. (Steyn and de Villiers in Breier and le Roux, 2007:13)

Cooper and Subotzky discuss the head count enrolments of African students at HAUs, and indicate how they increased rapidly after 1993 with the exception of the University of Stellenbosch. Between 1996 and 1998 the headcount of African students at all HAUs irrespective of being English or Afrikaans oriented, increased enormously. The African numbers increased even more at the traditionally conservative Afrikaans institutions than at the traditionally English institutions. The Afrikaans speaking universities, by enrolling more African students, were in line for the larger state subsidies. This massive increase was mainly attributed to registration of African students to these institutions for other courses of study e.g. teaching courses. In addition, Bundy stated that the student numbers at the HWUs initially began rising in the 1980s and by the 1990s there were many African students registered at these universities, and that this trend, in the meantime, spelled problems for the already ailing HBUs. The problem was resulting from the state subsidy situation, where they would receive less subsidy due to less registered students. (Cooper & Subotzky: 2001:49 and Bundy: 2002:3)

According to my own view, the high enrolments of African students at Afrikaans oriented institutions irrespective of affiliated colleges, could be attributed to several reasons. One of those reasons being that these institutions wanted to move away from their historical past and adapt and

be part of the current education transformation. Furthermore, these institutions started to enrol more black students on the basis that the State allocates more subsidies to institutions that have enrolled more disadvantaged students.

The English oriented institutions had taken the lead in the past, in enrolling black students for different courses of study, but after 1993, matters took a different turn and the Afrikaans institutions surpassed them. The main reason was that Afrikaans institutions who, in the past, were very conservative in their admission policy towards African students, had to transform their admission policies because of the new democratic process. Again, these Afrikaans universities were also aiming to receive more government funding which would depend on enrolment profile and numbers.

The question now arises whether African students from disadvantaged schools were successful in entering the university system in the post-apartheid period. This will be investigated in the following section.

OVERALL UNIVERSITY ENROLLMENT BY RACE 1988-2004

The following table gives an account of annual changes in enrolments at South African universities by race group from the period 1988 to 2004.

TABLE: 5

Percentage annual change in students in tertiary education by population group: 1988-2004

Year	African	Coloured	Indian	White	Total
1988-1993	15.4%	4.7%	5.6%	2.6%	7.2%
1993-1996	15.7%	1.1%	1.2%	1.2%	5.0%
1996-2004	5.0%	1.5%	5.1%	0.5%	3.3%
1996-2000	4.0%	0.1%	2.4%	4.1%	1.0%
2000-2004	5.3%	8.2%	7.8%	3.3%	5.0%

(Breier and le Roux: 2007:10)

It is clear from the above that there was a very fast growth in the participation rate of African university students between 1988 and 1996, but that this trend changed after 1996. The increase in African enrolments then decreased to between 4.6% and 5.3%. According to Breier and le Roux (2007:10) the white participation rate in 2004 was still five times higher than that of Africans

“Overall racial disparities remained high with the whites having a gross participation rate of about 60% in 2004, as against 12.1% and 11.5% respectively for the coloured and African population.”(Breier and le Roux 2007:12).

It therefore seems that African students were not able to use the changed environment to enter tertiary education after 1996 to the extent that was hoped for.

This was also the trend at the University of the Western Cape. Figures released by the university show that the student enrolments for African students decreased between 2000 and 2005 with a small increase again in 2006.

Table: 6:Student enrolments at UWC by three race groups: 2000-2006¹

Year	African	Coloured	Asian
2000	51%	40%	6%
2001	49%	42%	6%
2002	44%	46%	6%
2003	38%	49%	6%
2004	34%	34%	10%
2005	33%	50%	10%
2006	35%	49%	9%

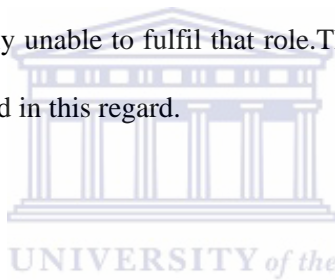
Source: UWC INSTITUTIONAL PLANNING: 2000-2006

¹ For comprehensive statistics on student enrolments at UWC per faculty and per race group, 2000-2006, see appendix 1

During this period African enrolments increased by 5% while Coloured enrolments increased by 90%. African enrolment amounted to a total of 51% of total enrolments in 2000 and 33% of total enrolments in 2005. In 2006 it was marginally higher at 35%.

The reasons for this overall drop in the percentage of African students could be the result of any number of reasons. Firstly, it could be for financial reasons. It could also have been because many Africans students enrolled at HWUs, particularly the Afrikaans universities. The third possible reason is that the subsidy formula now punishes universities like UWC when they enrol previously disadvantaged and poorly prepared students, and UWC has therefore started to prefer enrolling students with better school results. (Le Roux, 2007)

Because the HBUs are not compensated for their role in bringing poorly prepared students into the system they are increasingly unable to fulfil that role. The following chapters will explore ways in which HBUs can be assisted in this regard.



CONCLUSION

This chapter dealt with the total profile of African students in the tertiary education system in South Africa. It became clear that the fast growth in numbers of African students in the period 1988 through to 1996 did not continue during the next phase and that, although the numbers of African University students continued to increase, they increased at a much lower rate after 1996. This was contrary to what was expected and also contrary to what is needed for the growth of the South African economy. The University of the Western Cape was used as an illustration of these trends, and it was found that African enrolments between 2000 and 2006 increased by 5%, in contrast to Coloured enrolments, which increased by 90% during the same period.

It seems clear that the position of African students has been adversely affected by the various subsidy formulas to date. In the next chapter the role of the government school system in this regard will be examined.

CHAPTER FOUR: CURRENT PROBLEMS IN HISTORICALLY BLACK SCHOOLS

Introduction

In this chapter, I shall review the poor school situation, as explained by Van der Berg, and its complexities and why the government should pay attention to this matter. I will briefly discuss the budget allocation by the state to the education sector including that to poor schools. Furtheron, this chapter will also deal with the differences between private and public schools and how they are being funded.

This chapter will also focus on the disorganisation of learners and teachers at these schools. These problems also include the poor learning facilities such as ill-equipped libraries as well as overcrowded conditions. I also discuss the question of learners who, irrespective of having to learn under difficult situations, continue to produce good matric results. I will also highlight the issue of teachers who are not just there to further their studies at the expense of the learners, but who try to help them succeed resulting in good matric results at the end of the year. At the end of this chapter, I make some suggestions as to what I think the government needs to do, in trying to remedy the situation.

CURRENT PROBLEMS IN SOUTH AFRICAN SCHOOL SYSTEM

According to Garson, the state of education in South Africa is not in good shape especially within the poor communities at primary as well as at secondary level. To gain university entrance, one first needs a Matric exemption, and then the new student admission into university is based upon a point system. At present, every faculty has its own admission requirements e.g. Economics and Management Sciences have tests based on English and Mathematics .The admission in this regard is determined by the scores the student receives in these tests, plus the Matric results: scores differ according to the different degrees for which students may have applied. The conditions in most poor community schools are far below acceptable learning standards and need the state's intervention for their survival and these schools are found in two categories: i.e. rural and

township. The poor conditions in these schools, especially in township schools, are the main reason for the continuous disruption of academic programmes. (Garson 2006:1)

THE BUDGET

According to Garson, education in South Africa receives about 20% of the total budget from the state and in 2006, the overall amount allocated to education was R59,7 billion, and amounting to 24% of non-interest expenditure but is still insufficient for the entire sector. The insufficiency of the education budget in most provinces is due to the backlog left by the apartheid system in the township and rural schools. The most important and vulnerable part of education is early childhood development and in most provinces, this is being neglected. The problems emanated from the legacy of Apartheid, but even now, the provincial authorities are currently failing to manage their education funding properly. (Garson: 2006:1-2)

PRIVATE AND PUBLIC EDUCATION

South African education is divided into two sectors i.e. public (wholly dependent on government) and private (different funders), hence both differ in terms of resources. Public education can again be divided into historically white schools (model C schools) and historically black schools. 93% of all South African children attend these schools. (Pandor: After eight debate: 26.01.07)

The model C schools are the previously white schools that are expensive and are primarily for children whose parents can afford the high fees. The previously black schools were consistently underfunded during the apartheid years and, during the political struggle for liberation, children from these schools had decided to have "no education without liberation". Although funding to these schools increased after 1994, they still suffer from the years of deprivation and their standard of education is often low. This is attributed to a number of reasons e.g. bad spending of the budget allocated by the government; poorly trained teachers hence bad results as well as the education boycotts of the past. All this totally affected learning as well as teaching, thus the majority of matriculants from these schools are ill equipped for the demands of university education.

Additionally, the classrooms at these public schools are not conducive to learning (overcrowding as well as lack of proper furniture). Another problem is the lack of a work ethic at schools where both learners and teachers are neglecting their duties. Class sizes are often very large and make it even more difficult for the teachers to teach effectively. Another problem is that of violence at schools, where learners themselves are a threat to their fellow learners, as well as to the teachers. (Garson 2006:2) Private education caters for 2% of learners, countrywide. The standards are said to be high, as are their fees, and can only be afforded by rich families and most children from these schools are coping with university standards. (Garson 2006:3) In addition to this, Van der Berg in his account indicated that private schools do receive funding from private donors and the quality of their teachers is high and pupils are very disciplined. Furthermore, facilities at these schools are good and conducive for better learning hence better Matric results.

(van der Berg 2004:29)

Van der Berg is in agreement with Garson, who states in that even after years into the new dispensation, the performance of township/rural high schools is very poor compared to the former predominantly white schools. The government did try to reverse the damage educational aspects e.g. facilities, teachers qualifications as well as in the discipline from both teachers and learners. Both learners and teachers at private high schools are more disciplined and more serious about their work than their counterparts in the townships. Furthermore, the township schools have a problem attracting good teachers due to their location and this is more evident in the rural schools, where the facilities are not up to standard. Another reason for township schools failing to attract good teachers is the behaviour of some of the pupils, which does not guarantee the safety of the teaching staff. (van der Berg 2004:29-30)

The other aspect that van der Berg raises is that poor education quality leads to poor labour skills especially amongst children from a poor background. Since 1994, resources have improved for schools with a poor background, however, their quality of education, continues to drop and lack of skills and commitment as well as discipline from both teachers and pupils contribute to this

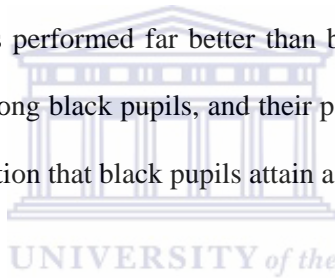
decline. Furtheron, van der Berg states that it is very likely that children from well-educated families stand a better chance of being educated compared to those whose parents are less educated. In addition to this, with specific reference o the Western Cape, the higher the parent's education, the more likelihood there is that offspring will also be educated and it follows that the higher the education the child receives, the better the chances of earning a higher salary. (van der Berg 2006)

Van der Berg also raises the aspect of educational attainment by race and according to information based on the period from 1920-1970, the white population group have been in the lead over other population groups. Indians were in second place and only came into the lead more recently. Van der Berg further raises the issue of education according to age and income group; and found that whites have been in the lead rather than blacks, due to their different economic standing. The only exception in this regard, is middle class blacks who emerged after 1994 as a black elite and, irrespective of age, can still afford better education. However, the rest of the black community is lagging far behind. By the year 2002, the level of educational attainment in South Africa, i.e. around the age group of 20 years and more, differed according to racial composition and it was found that whites, irrespective of being male or female; rural or urban have the highest level of educational attainment, compared to all the other racial groups of the same age - the lowest score being a 12.0 attainment. The next highest racial grouping is the Indian group with nothing less than a10.1 attainment. The Coloureds and Blacks are ranked the lowest, with their numbers differing according to both residential area and gender. In most instances, males in both groups, in urban and rural area, have a higher educational attainment than females. (van der Berg 2006)

The quality of education between 1979 and 2005 at Matric level has been inconsistent regardless of the ever-increasing number of candidates. The contributing factors for this inconsistency are the number of dropouts and the high failure rate. That on its own has proved that higher candidate numbers do not guarantee higher pass rates. (van der Beg 2006)

Van der Berg compares higher and standard grade matric passes in Mathematics and Physical Science for all pupils and black pupils in 2000 and 2002 respectively. In both subjects, all other pupils had better pass rates than black pupils had in both higher and lower grades. Furthermore, with these other pupils more than half of those who wrote exams in both subjects were successful, but in the case of black pupils far less than those who wrote both papers were successful. These results are a clear indication that black pupils, especially those from a poor background, due to their poor schooling have a problem with succeeding in both these subjects. The standard of education in townships is still very poor. (van der Berg 2006)

Further evidence of this trend among black scholars was obtained in 2003, when matriculants were measured by performance. It was found that all other population groups, in mathematics higher and standard grades performed far better than black pupils did. The numbers of dropouts and failures was higher among black pupils, and their pass rate was lower than other pupils. These findings give a clear indication that black pupils attain a lower aggregate than other pupils do.



Additionally, the poor standards of black pupils in South Africa in particular can easily be seen through comparison of Grade 6 reading scores from different countries. For instance, poor countries like Tanzania, Swaziland as well as Mozambique just to name a few with very limited resources; have better reading scores for grade 6 pupils than South Africa, which has far better resources. (van der Berg: 2006) This raises the question of resources: it is not the abundance of resources which creates a high standard of education; as even with very little resources, as long as they are well managed, the standard of quality education can still be high, as proved by the above mentioned countries. In regard to the lowest regression on the schools' average maths scores, South Africa still lags behind most of the Southern African Consortium for Monitoring Education Quality (SACMEQ) countries. In the Mean SES and mathematics score by country and quintile, South Africa is still very low in both categories e.g. even lower than poor countries such as Tanzania and Mozambique. This further proves the point, as I have already mentioned above, that

better resources in education do not guarantee higher standards: a poor country can still have high standard of education. Van der Berg further discusses the issue that mean mathematics for all children and for children with a parent with a degree is more successful in other countries, irrespective of their economic standing, as it is in South Africa. It is expected that a child whose parent has only achieved a Matric level of education may attain a lower scoring than a child whose parent is a graduate; nevertheless, in that regard, South Africa is still the lowest even among some of the poorest countries. (van der Berg 2006)

What needs to be considered seriously, is that schools in South Africa have now more resources than during the apartheid period however the bulk of the increased resources that have gone to education after 1994 have been allocated to teacher salaries and teacher in-service training. It is a fact that the expected improvements in educational standards have not yet occurred. The education system has apparently been unable to convert these resources into successes, as many children find it very difficult to read and write even at grade 6. (van der Berg; 2006) The conditions in most black schools need to improve drastically as intervention at secondary level will be too late. Another problem in most schools is accountability, as parents and communities play a very small role in the education of their children. (van der Berg 2006)

Students from poor backgrounds can still succeed at university; however, these are usually from the old model C schools. The majority of pupils do not have any choice but to remain at township schools, where low matric results on a yearly basis are the norm. South Africa has better resources than most countries in Africa but its pass rates are lower than most of these poor countries e.g. Tanzania which has a far higher pass rate than South Africa, as has already being mentioned above, succeeds by reason of the discipline of both pupils and teachers who take their studies and work very seriously. (van der Berg 2004: 33) In addition to poor conditions and lack of discipline, South African schools have poorly trained teachers, who are ill equipped to teach scientific or commercial subjects which are necessary subjects for better course choices at university level. Mathematics is very important for studies such as engineering, medicine and commerce so good

Matric results are needed for admission to these subjects. (van der Berg 2004:35) As stated before, Matric results according to Garson, in science and mathematics are very poor in these disadvantaged schools.

In support of the above information, Van der Berg has shown that between 2000 and 2002, in both mathematics and physical science, the number of black pupil passes were the lowest compared to all other racial groupings. In mathematics higher grade - out of 20243 pupils who wrote, only 3128 passed and in standard grade - out of 180 202 who wrote, only 41 540 managed to pass. In physical science - out of 33 657 who wrote the higher grade paper, only 5136 passed and in standard grade - out of 77 680 who wrote, only 32 874 passed. These statistics clearly highlight the problems faced by these schools.

These are some of the several challenges, which are facing South Africa.
(University Weekly 2004:2-3 and Van der Berg 2006)

Assessment of major problems in black school education in South Africa

Following the discussion above, it is clear that the problems with the education of previously disadvantaged students in South Africa have not been resolved, and these students are in danger of not participating in the economic future of the country. This will have dire social and economic consequences, and therefore these issues need to be addressed.

I would like to point out the following issues, which need to be taken into consideration In my view this would entail the transformation of the entire education system and specifically the preparation of students for university education, identifying those many capable students from poor communities. This is not an easy task to undertake and cannot be done entirely by the government but in partnership with all relevant parties, including the private sector. However, it might require that the government must take a leading role in this regard.

The Matric results are not the only focus for identifying problems in the South African education system; the entire education system needs reassessment. The most problematic aspect, is that of the

quality of teachers (at primary and at high school level) as well as their shortage. Most teachers received their training during the Apartheid era and are unqualified to teach the very subjects they are supposed to be teaching. This problem continues throughout all the grades of the school system and does more harm to learners than to the teachers. The results of bad education can be seen in the dwindling numbers of learners in the higher grades - 10,11 and 12 As a result there are fewer students from poor communities going through to university. Additionally, what discourages many learners is that even if they pass, they might not have money to continue their studies, and future job prospects are very bleak as experienced by their own peer group.(IRIN 2006:1-3 & University Weekly: 2004:3).

Blaine further highlights the problem of teacher quality, in that poor primary and high school education can be attributed to both teachers themselves with low qualifications, and to teachers embarking on improving those qualifications. Most teachers who study to improve their qualifications whilst still working, do so at the expense of their pupil's education. For many, the motive to improve their qualifications is for the salary increment. This aspect of a salary increment should not constitute a problem as long as teachers take the education of their pupils into consideration (Blaine 2006:1).

Since the introduction of the new curriculum, teachers have been encouraged to further their studies by various incentives, but not at the expense of learners. . The incentives are mainly for teachers who focus on scarce skills or fields. The major difficulty is that most teachers at a lower level of education are still under-qualified and it will be sometime before they become better qualified. Thus the road to the reconstruction of our education system at the lower levels has still a long way to go. The previous (Apartheid) schooling and teaching had an enormous negative effect on poor community education and the lack of proper teaching practice, in these state-funded schools have only become more clearly evident recently. There are some promising pupils within the mediocrity of poor community education who have shown the capability of succeeding at

university level and need to be assisted by the government in the form of bursaries and scholarships. (Blaine 2006:2)

The New Curriculum Statement (NCS) is supposed to be solving a lot of old teaching problems, but instead in some schools (particularly in the Eastern Cape), it has created more chaos than solutions. Unfortunately it is Grade 10 – 12 learners who are being caught in the middle of the chaos, as most school principals have not been informed as to the new syllabus for grade 10 and they do not know which textbooks to order for this grade. As an example, as reported in 2006, the Langa Lumphumile High School, which is a Section 21 school, is self-sufficient in managing its funds but the principal and his staff do not know the syllabus for Grade 10 pupils hence they are unable to purchase stationery for this grade. (Daily Dispatch 2006:1)

In my view, this is a capable school with serious teaching staff within a poor community and, being a Section 21 school, it has the potential for producing pupils who can succeed at university, but this potential is being jeopardised by the Provincial Education Department.

Most of the schools in this province, irrespective of their capabilities, are in a state of chaos. Many claim that they have not yet even received any stationery for the year, and those that have, find it insufficient. Some schools claim that some of the newly introduced subjects are foreign to them, so that they cannot teach them. What adds to the confusion is the problem of overcrowding as well as well as the lack of facilities (Daily Dispatch 2006:2). Within these poor schools and some improvement has been acknowledged but there are still some outstanding problems, which are only evident when the Matric results are released. The high schools, especially those in the townships, are rapidly disintegrating in many

In my view, the provincial department in this case must take the blame. It is unrealistic to expect schools to teach a subject without having made sure that there are qualified or knowledgeable teachers for that subject or that some training has taken place. Teachers and their pupils cannot be expected to perform without guidance from the Department of Education through curriculum development in these subjects.

Many anomalies within the South African schooling system, particularly within poor communities, are still continuing unabated in many areas. In Qunu (Eastern Cape) for instance, parents are scrambling to enrol their children at the Dalinyebo High School due to the schools' excellent Matric results in both 2004 and 2005 in spite of the current poor facilities at the school.

An important reason, stated by some parents, for enrolling their children in this school, is that it was still upholding social morals i.e. the pupils and their teachers were still behaving in an acceptable manner in all aspects of education and social interaction, hence their pupils were able to pass their exams with flying colours. (Daily Dispatch 2006:1)

In brief, the school not only teaches pupils what to study, but also how to behave themselves in society and how to become better citizens in the future. Furthermore, this general discipline not only applies to pupils but also to the entire staff, hence the high success rate at the school. The staff at this school works as one unit and sets targets, working very hard to reach those targets. Additionally, there are incentives for the staff when they have achieved a particular target. The pupils, on the other hand, are motivated, for example, by an orientation partnership of the school with Rhodes and UPE. (Daily Dispatch 2006:2)

In my view, this success, although a rural school is very encouraging, as can be seen through its Matric pass rate in spite of its poor facilities. Pupils at schools like this need to be identified and assisted by the government education departments, as much as possible, in order to further their studies at a higher level. Although they are from a poor community background, they have proved themselves to have the potential of coping with tertiary studies.

CONCLUSION

In concluding this chapter, I would like to raise the problems of previously black schools and point out that the situation is currently more bleak than prior to 1994. In the past these schools were under funded, however even though currently well funded their performance has deteriorated. Some of the problems in these schools emanate from both teachers and learners in that both tend to

neglect their duties. Furthermore, some of these schools operate under conditions, which are not conducive to learning and need urgent government intervention.

The problem of ethical behaviour within a society has fallen more obviously to the teachers in education, as many parents in modern society have failed to fulfil their traditional role in this matter. Teachers have become important role models and need to be made aware that the learners need their consistent assistance to succeed with their studies, Learners, on the other hand, need to respect their teachers as well as their fellow learners. To try and solve these ethical problems, the government needs to play a leading role in setting up a system of accountability to ensure that teachers are well qualified to teach learners and follow certain standards of professional behaviour. Furthermore, the government should regulate learners who also need to conform to school regulations and to behave within the law, where no learner should endanger the safety of either teachers or the safety of their fellow learners.

The government also needs to look into the issue of excellence; of teachers who, in spite of bad conditions; are doing everything to assist the learners, maintain good behaviour in their classrooms and achieve good results at the end of the year. These teachers show that it is not only resources that create success but also teachers who perform with dedication and determination play a very important role. In these cases, teachers need extra motivation in the form of better salaries, and /or scholarships to improve their qualifications while learners should have bursaries made available for them to advance to tertiary level education. Lastly, the government needs to take full and total control of the public (previously black) schools and see to it that needs are met, learning conditions are conducive to both learners and teachers and to be able to deal effectively with problems that might arise from within.

The problems in historically disadvantaged schools have a direct influence on the success or lack of success of black students at universities. Addressing these problems should therefore be part of a holistic strategy aimed at assisting more historically disadvantaged students to succeed at university.

CHAPTER FIVE: CONCLUSIONS AND RECOMMENDATIONS

Introduction

The financial policy of the South African universities had its origin in the Apartheid era i.e. from the Van Wyk De Vries report and its recommendations, when funding was allocated on racial lines. The Historically White Universities in the past were more resourced than their counterparts, the Historically Black Universities. The current education policy on university education has been revised but the HWUs are still more resourced than their counterpart i.e. the HBUs. The current financial policy does not do much to alleviate the problems the HBUs are facing because these institutions are still less resourced than their counterparts. Such disparities lead to the HBUs losing a large number of students to the HWUs because of lack of resources. The problem of lack of resources, currently lies more with the government than the private sector, and the government needs to concentrate efforts on the HBUs, as it is totally aware of the situation in these institutions. In addition, most of the current government members, are the products of these HBUs. The government since 1994 did embark on the process of redress for the previously HBUs but that has not solved the problem as many of those universities are still in financial problems.

Review of findings

In the previous chapters it was shown how the different subsidy formulas from the Holloway formula to the New Funding Framework in 2004 were tools that different governments used to steer education policy in different directions. On analysis it became clear that the revised SAPSE formula of 1993 and the different policy documents after 1994, including the NFF, did not achieve what they set out to do, namely to reverse the effects of apartheid era education.

“The NFF is not likely to produce significantly better results because it does not do enough to support the institutions and individuals that cater for students from disadvantaged backgrounds.”

(Breier and Le Roux, 2007:2)

It was also shown how African student enrolment at all South African universities increased more slowly during that period. At UWC, which was used to illustrate this trend, the growth in African students slowed down to 5%, as opposed to a growth of 70% in Coloured student numbers during the same period. It was pointed out that there were some reasonable explanations for that, such as the increase in African student numbers at Afrikaans and English speaking HWU's, but it was also clear that the problem was partly due to lack of funds for black students from poor schools. In the discussion on the NSFAS, it became clear that there was a need for more financial support than presently available.

“Likewise the NSFAS, while it has made a major contribution to higher education access for poor students, still leaves much to be desired.” (Breier and Le Roux, 2007:2)

One of the problems has been that, until recently, the definition of black students included non-South African black students, which although worthy in itself, did nothing to address the education problems in South Africa. The main problem was that race and not socio-economic need was used as a condition for assistance. (Breier and Le Roux, 2007:24, 25).

Breier's recent research on UWC supports this finding:

“Research at UWC supports the growing realisation at national levels that many students leave before completing their degrees because they cannot afford to stay. Impoverished families are called upon to top up loan and bursary funding or students have to find work. Many leave to do so but intend to return when they can.” (Breier: 2007:14)

She also found that 70% of students who drop out of their studies in the seven universities and technikons, studied are from low socio-economic backgrounds. At UWC this figure is 79%. At UWC the total number of graduates from a low socio-economic background is the second highest in the research - namely 75% of the total student number. (Breier, 2007:14) It is therefore clear that universities, such as UWC, struggle because of the financial status of their student population. Because extra resources are needed to help many of these students to complete their studies successfully UWC is often forced to rather take in students who are better prepared.

The next chapter dealt with problems in the South African school system, and it was shown that these problems contribute to the relatively low numbers of black students in South African universities. The main problem identified by both Breier and le Roux, with which I agree is that students with poor matric results struggle to gain access to higher education and that solutions must be formulated.

Recommendations

In this section I will review the recommendations made by others, such as Breier and Le Roux (2007) and Breier (2007), adding my own recommendations.

Breier and le Roux (2007:26,27) say that several steps are needed to solve problems in admission policies. Firstly, higher education institutions should be encouraged to admit students with sufficient grades from low socio-economic backgrounds. For these poor but promising students, who are unable to further their education, financial assistance is needed. The universities who enrol these poorly prepared students should get financial support from the state for bridging programmes. Part-time studies also need to be encouraged in order to afford these pupils the opportunity to enrol for university education while they work. Many poorer students have often had to work for economic reasons and part-time study has not until now been possible under the NSFAS rules. Lastly, poor students should be encouraged to study to a Masters level, and these higher degrees should be accessible to first generation university students. In this regard, I fully agree with both writers in that many students from poor schools need assistance in the form of bridging courses as they are unprepared for the high university level of studying. My only problem is that it is not that easy for poor students to register for higher degrees, as many after passing their first degree, need to work in order to repay the loan they might have made for their studies. Furthermore, some are faced with their families who are looking at them to help alleviate their poverty.

Breier (2007:14) warns however that matric exemption is still a good guarantee that a student will succeed at university, and this supports the above point that promising students from

disadvantaged schools should be targeted and identified by school guidance and comprehensive admissions policies

Furthermore, Breier and Le Roux (2007:27) indicate that the funding formula now selects students who have been best prepared for university education. NSFAS allocates more funds to universities that enrol more black and coloured students from ex-model C and private schools. Additionally, more funding is allocated to institutions where students have enrolled for a full thesis. Breier and le Roux made some suggestions about four aspects of NFF.

Firstly, what conditions would constitute a definition of a disadvantaged student and this should depend on how students have been prepared for higher education, as well as the quality of the school the student had attended. The aspect of race was previously used as a yardstick but this is now outdated. The authors recommend that promising students from schools where they are more poorly prepared should be given priority, and that this priority should be built into the subsidy formula, by for instance, giving a doubled subsidy to universities, which undertake the task of teaching these students. Hidden costs are built into taking these students, as they require assistance and often take longer to complete courses. Universities should not be punished for these admissions (as the current formula does) but be rewarded.

Secondly the graduation benchmark of part-time students should be half as high as that of full-time students and the same categories that are used for distance students, should apply to part-timers.

Thirdly, a Master's mini thesis should be given half the weight of a full thesis and not be compared to Honours courses.

Fourthly, both writers propose that NSFAS funding needs to be based upon the number of students at a university who come from the lower socio-economic class instead of race. This would address the fact that support has been shifting to universities that accept students from formerly Model C and private schools rather than those from lower socio-economic backgrounds and poor schools.

(Breier and Le Roux, 2007:27, 28)

I fully support these recommendations as measures which could go far in addressing the problems discussed in this thesis. I also recommend that the government should embark upon proper funding for HBUs in order to try and put them on a similar basis as HWUs. In addition to that, I agree with the recommendations of both Breier and le Roux in that more focus should be on students from a disadvantaged background who have the potential to study at university level. It is only through more subsidies that the institutions that admit more poorly prepared students, can be in a position to assist these students.

The onus therefore remains with the government to see to it that the conditions within the previously HBUs do improve and that the gains made do not disintegrate. Furthermore, in my recommendations, I would like to highlight the issue of the empirical data set out in chapter three.

In that the years between 1993 and 1999 the numbers of black students at all universities, has been fluctuating. This has been attributed to several reasons, but in my own opinion, the main reason is that of poor matric results within poor communities. Another reason is the lack of interest in university education because of a perceived lack of job opportunities after completion of studies.

It is also important to raise the point that the ever-increasing fees also contribute to fluctuating student numbers, especially those from low socio-economic backgrounds. This is a matter that the government should address and play a leading role in providing poor students with enough funding to enable them to access higher education. To support my conclusions on the lack of sufficient funding is the evidence of the fluctuating statistics on registered student at UWC between the years 2000 and 2006. Availability of spaces for certain subjects and enrolments based on gender and race are further factors to consider regarding these fluctuating enrolment figures. To that end, I also propose that the government needs to investigate the reasons for such fluctuations and to consider ways to remedy such a situation.

The main recommendations put forward in this thesis are based information regarding students/pupils from disadvantaged backgrounds.

The problem of disadvantaged students stems from problems within the South African school system especially within poor communities. As has been stated by Garson (36) in chapter four: for a student to be admitted to a university, a matriculation pass is needed. In addition to that, every faculty has its admission requirements based on the subjects it offers. That means that the students with higher marks/points are able to gain admission. Another important conclusion is that learning conditions in these poor schools are very difficult and thus need massive government intervention for better matric results. This recommendation for government intervention is based on the fact that after 1994, more funding was allocated to these poor schools but no improvement resulted. This situation of disintegrating township schools as has been discussed quoting both Garson and Van der Berg in chapter four (36-37) of this research is being aggravated by several issues such as poorly trained teachers, bad spending of the budget allocated by government, bad learning conditions in some of the schools such as overcrowded classrooms and ill-equipped libraries and laboratories and discipline problems among teachers and learners. . My recommendation in addressing this problem, is that the old system of inspectors needs to be reconsidered and reintroduced. This system kept total order and proper organisation in all schools irrespective of their location hence end of the year results were better than they are now.

The South African schooling system has more resources than most of its neighbours within the SACMEQ region but the standard of education in this country is being rated amongst the lowest in the region. (Van der Berg in chapter four (38) Thus I would agree that more resources do not mean inevitable success, however, determination as well as dedication coupled with discipline can lead to success as has been the case in poorer counties such as Mozambique and Tanzania. The standard of education at these poor schools should not only be blamed on the lack of resources, but also on teachers who concentrate on improving their own qualifications and neglecting their students' wellbeing. Again school inspectors should be re-introduced to monitor studying practices by teachers.

Currently, most of the township and rural schools are being maladministered and the state needs to act decisively and swiftly in order to stop the present rot from going further as this endangers national education.

What I need to point out, in the case of the high school Dalinyebo, in the Eastern Cape mentioned in chapter four (43-44), is that this is one of the few schools which, in spite of poor educational conditions, has managed to produce very good results in both 2004 and 2005 respectively. Thus it is not all schools from disadvantaged communities that produce bad results. I recommend that the government needs to help such a school as much as possible and turn it into a role model for other poor schools. The success of schools such as these, need to be maintained or supported with some incentives such as upgraded learning facilities and bursaries for both the students and staff in order to maintain the good standards.

Thus the crux of this chapter is based upon the needs of the disadvantaged student and the schools at which they matriculate hence I recommend, as has been stated by le Roux (2007), that students from poor backgrounds, who are admitted at university, should be judged according to the schools from which they matriculated. It is matter of fact that at most universities, newly admitted students are from different high schools and their standards are unequal. In this regard, I support Prof le Roux in his recommendation that admission of students from poor schools in the lower socio-economic group should be determined by the schools at which they matriculated and be given a special university entrance status. My reasoning in this regard is based on the argument that very few students from these poor schools achieve very good matric results and an admission policy at universities needs to be formulated accordingly.

The case of Dalinyebo high school as I have already said above is one of the very few exceptions. Furthermore, I would like to support the views of both le Roux and Breier in that ensuring the education of students from poor communities is facilitated:

(i) University admission policy and strictures must be revised

(ii) Financial support should be focused on poor but able students (universities, who register such students, should be benefited by receiving more funding to cope with the huge task of assisting those student reach the required university standards);

(iii) Poor working students should be encouraged to enrol for part-time studies to help them improve their education.

(iv) More black students should be encouraged to enrol for higher degrees and programmes at that level should be developed taking into consideration their social background.

(v) Focus on funding students from the lower socio-economic class regardless of race.

In addition, the following are my recommendations concerning institutional factors:

(i) Universities such as UWC should be compensated by a larger percentage of financial support for the lack of research work as they cater more for disadvantaged students.

In South Africa, NGOs have played a more significant role than the commercial banks in that the NGOs have assisted many students to pay for their university education and thus I recommend that they should be supported. (My case is a classical example, in that for my entire university education, Ecumenical Advise Bureau (EAB) of Dr Beyers Naude assisted me). This NGO funded many more students who could not receive loans from the banking sector because they did not have access to surety.

(ii) The banking sector needs to revise its student loan policy to adjust to the conditions in the post apartheid South Africa.

.Another recommendation for attempting to solve the problem of university funding, is that of applying the system of block grants, which are specifically allocated for educational purposes with university education included.

Block grants give the administrative authorities the autonomy to make very suitable decisions in deciding who actually deserves the assistance (the poor). It is the form of education funding that is almost free of bureaucratic measures, which are progress-retarding mechanisms. All that is needed

from this educational method of funding is accountability from all sides i.e. from authorities, state officials as well as from the students themselves.

This student loan system is not the most perfect form of university education funding, but one of the best so far. It is like any other system having its own flaws but it has assisted many students in South Africa. What should be realised is that loans are not the final answer to educational funding problems, but just a mechanism for trying to help the poor to be educated hence I fully recommend that South African educational authorities should embark on this form of funding together with the private sector but with no strings attached. My main reason being that education irrespective of whatever level being involved, is not a privilege but a constitutional right to all students.



Summary of Recommendations and Final Conclusions

I therefore wish to recommend that the government reconsiders its funding of tertiary education as the current funding does not support sufficiently the inclusion of promising but poor students in universities and therefore in the national economy. Based on the evidence I have presented and on the work of various experts in the field, I recommend that an effort should be made to enable more students from lower socio-economic situations to attend university. My main recommendation is that universities should get much higher subsidies for promising students with good marks from schools other than ex-model C schools and private schools, as these students are less academically prepared and need more input from academic staff.

I also recommend that financial assistance should be more available to students from poor backgrounds, which in the case of most HBUs is often the vast majority. Evidence presented in this chapter and in chapter three showed that these students often drop out and experience hardship because of lack of money. Students, who do drop out to work in order to maintain themselves, should be allowed to study part-time and should receive as much support as possible.

Students from poorer backgrounds should be encouraged to study to a Masters level, in order to access the advantages available to those with higher degrees. Many such students would be best suited to a masters that consists of coursework and mini-thesis rather than a full thesis masters. However, in terms of the new funding formula universities receive less funding for mini-thesis masters. This policy should be reconsidered (Breier and le Roux, 2007).

If the South African government does not attend to these major problems in the tertiary education system, it will create problems that will last for many generations.



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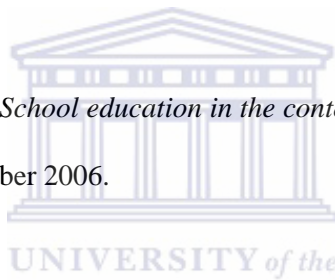
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Appendix 1:UWC: enrollments per faculty and per group. 2000-2006

2000

UNDERGRADUATE	TOTAL	MALE	FEMALE	COLOURED	AFRICAN	ASIAN	WHITE	OT
COMMUNITY HEALTH SCIENCE	1144	268	876	446	576	86	31	5
<u>ECONOMIC MANAGEMENT</u>	1982	971	1011	855	938	166	22	1
<u>FACULTY OF ARTS</u>	1654	569	1085	401	1220	20	11	2
<u>FACULTY OF DENTISTRY</u>	185	76	109	67	70	45	3	0
<u>FACULTY OF EDUCATION</u>	188	67	121	53	133	0	2	0
<u>FACULTY OF LAW</u>	1405	773	632	752	533	88	31	1
<u>FACULTY OF SCIENCE</u>	888	425	463	313	450	110	11	4
TOTAL	7446	3149	4297	2887	3920	515	111	13

POSTGRADUATE	TOTAL	MALE	FEMALE	COLOURED	AFRICAN	ASIAN	WHITE	OT
COMMUNITY HEALTH SC	255	83	172	132	75	15	27	6
ECONOMIC MANAGEMENT	565	354	211	314	212	19	14	6
FACULTY OF ARTS	483	238	245	197	246	13	26	1
FACULTY OF DENTISTRY	32	23	9	6	10	13	3	0
FACULTY OF EDUCATION	575	229	346	157	387	9	20	2
FACULTY OF LAW	53	26	27	21	16	6	10	0
FACULTY OF SCIENCE	273	157	116	164	78	13	17	1
TOTAL	2236	1110	1126	991	1024	88	117	16
GRAND TOTAL	9682	4259	5423	3878	4924	603	228	29

2001

UNDERGRADUATE	TOTAL	MALE	FEMALE	COLOURED	AFRICAN	ASIAN	WHITE	OTH
COMMUNITY HEALTH SC	1253	290	963	536	585	100	28	4
ECONOMIC& MNGT SC	2254	1092	1162	1049	1014	170	14	7
FACULTY OF ARTS	1536	539	997	417	1086	22	10	1
FACULTY OF DENTISTRY	198	79	119	70	72	52	4	0
FACULTY OF EDUCATION	530	195	335	159	367	2	1	1
FACULTY OF LAW	1560	806	754	826	588	107	36	3
FACULTY OF SCIENCE	990	462	528	374	494	102	18	2
TOTAL	8321	3463	4858	3431	4206	555	111	18

POSTGRADUATE	TOTAL	MALE	FEMALE	COLOURED	AFRICAN	ASIAN	WHITE	O
COMMUNITY HEALTH SC	398	114	284	175	151	24	43	5
ECONOMIC&MNGT SC	651	390	261	366	232	30	21	2
FACULTY OF ARTS	438	206	232	186	219	11	22	0
FACULTY OF DENTISTRY	40	27	13	12	13	11	4	0
FACULTY OF EDUCATION	513	201	312	167	315	6	21	3
FACULTY OF LAW	64	38	26	24	15	6	21	0
FACULTY OF SCIENCE	301	166	135	162	102	17	19	1
TOTAL	2405	1142	1263	1092	1047	103	151	1
GRAND TOTAL	10726	4605	6121	4523	5253	658	262	2

2002

UNDERGRADUATE	TOTAL	MALE	FEMALE	COLOURED	AFRICAN	ASIAN	WHITE	OTHE
COMMUNITY HEALTH SC	1395	357	1038	653	594	102	33	0
ECONOMIC&MNGT SC	2812	1351	1461	1411	1115	222	17	10
FACULTY OF ARTS	1901	682	1219	630	1187	42	14	8
FACULTY OF DENTISTRY	283	101	182	112	85	77	6	2
FACULTY OF EDUCATION	1052	326	726	501	515	2	15	4
FACULTY OF LAW	1711	979	832	928	635	119	14	8
FACULTY OF SCIENCE	1219	574	645	517	571	95	18	10
TOTAL	10373	4270	6103	4752	4702	659	117	47

POSTGRADUATE	TOTAL	MALE	FEMALE	COLOURED	AFRICAN	ASIAN	WHITE	OTHE
COMMUNITY HEALTH SC	<u>398</u>	<u>108</u>	<u>290</u>	<u>158</u>	<u>169</u>	<u>21</u>	<u>43</u>	<u>5</u>
ECONOMIC& MNGT SC	<u>762</u>	<u>453</u>	<u>309</u>	<u>416</u>	<u>254</u>	<u>41</u>	<u>30</u>	<u>2</u>
FACULTY OF ARTS	<u>415</u>	<u>191</u>	<u>234</u>	<u>205</u>	<u>167</u>	<u>12</u>	<u>26</u>	<u>2</u>
FACULTY OF DENTISTRY	<u>39</u>	<u>27</u>	<u>12</u>	<u>10</u>	<u>13</u>	<u>12</u>	<u>3</u>	<u>0</u>
FACULTY OF EDUCATION	<u>487</u>	<u>216</u>	<u>271</u>	<u>172</u>	<u>245</u>	<u>10</u>	<u>25</u>	<u>2</u>
FACULTY OF LAW	<u>90</u>	<u>52</u>	<u>38</u>	<u>41</u>	<u>21</u>	<u>6</u>	<u>22</u>	<u>0</u>
FACULTY OF SCIENCE	<u>351</u>	<u>194</u>	<u>157</u>	<u>171</u>	<u>125</u>	<u>20</u>	<u>29</u>	<u>2</u>
TOTAL	<u>2542</u>	<u>1241</u>	<u>1301</u>	<u>1173</u>	<u>994</u>	<u>122</u>	<u>178</u>	<u>13</u>
GRAND TOTAL	<u>12915</u>	<u>551</u>	<u>7404</u>	<u>5925</u>	<u>5696</u>	<u>781</u>	<u>295</u>	<u>60</u>

2003

UNDERGRADUATE	TOTAL	MALE	FEMALE	COLOURED	AFRICAN	ASIAN	WHITE	OTHE
COMMUNITY HEALTH SC	1612	430	1182	805	593	111	67	4
ECONOMIC MNGT SC	3129	1494	1635	1681	1094	255	14	22
FACULTY OF ARTS	2188	819	1369	876	1118	55	24	17
FACULTY OF DENTISTRY	308	120	188	116	91	87	7	5
FACULTY OF EDUCATION	862	280	582	523	276	3	16	20
FACULTY OF LAW	1752	903	849	984	619	114	13	9
FACULTY OF SCIENCE	1468	701	767	640	628	128	24	21
TOTAL	<u>11319</u>	<u>4747</u>	<u>6572</u>	<u>5625</u>	<u>4119</u>	<u>753</u>	<u>165</u>	<u>98</u>

POSTGRADUATE	TOTAL	MALE	FEMALE	COLOURED	AFRICAN	ASIAN	WHITE	OTHE
COMMUNITY HEALTH SC	384	108	276	159	149	18	47	3
ECONOMIC & MNGT SC	847	514	333	423	283	52	40	18
FACULTY OF ARTS	421	184	237	199	151	9	29	3
FACULTY OF DENTISTRY	36	24	12	11	11	10	2	0
FACULTY OF EDUCATION	479	207	272	220	185	5	25	1
FACULTY OF LAW	144	72	72	59	35	9	38	1
FACULTY OF SCIENCE	409	231	178	166	161	25	35	9
TOTAL	2720	1340	1380	1237	973	128	216	36
GRAND TOTAL	14039	6087	7952	6862	5392	881	381	133

2004

UNDERGRDUATE	TOTAL	MALE	FEMALE	COLOUREDS	AFRICAN	ASIAN	WHITES	OTH
COMMUNITY HEALTH SC	1928	485	1443	1033	661	132	78	24
EONOMIC & MNGT SC	2914	1376	1538	1608	945	304	13	44
<u>FACILTY OF ARTS</u>	1996	694	1302	966	843	122	11	54
FACULTY OF DENTISTRY	585	252	333	150	94	134	201	6
FACULTY OF EDUCATION	641	273	368	377	180	15	16	53
FACULTY OF LAW	1391	693	698	832	428	108	10	13
FACULTY OF SCIENCE	1496	725	771	659	579	174	36	48
<u>TOTAL</u>	10951	4498	6453	5625	3730	989	365	242

POSTGRADUATE	TOTAL	MALE	FEMALE	COLOURED	AFRICAN	ASIAN	WHITE	OTH
COMMUNITY HEALTH SC	432	133	299	158	165	54	54	1
ECONOMIC& MNGT SC	856	529	327	423	268	90	46	29
FACULTY OF ARTS	479	236	253	209	186	41	37	6
FACULTY OF DENTISTRY	269	180	89	21	31	74	139	4
FACULTY OF EDUCATION	631	260	371	306	241	42	27	15
FACULTY OF LAW	200	96	102	80	54	17	48	1
FACULTY OF SCIENCE	479	286	193	174	194	57	42	12
TOTAL	3346	1712	1634	1371	1139	375	393	68
GRAD TOTAL	14279	6210	8087	6996	4869	1364	758	310

2005

UNDERGRADUATE	TOTAL	MALE	FEMALE	COLOUREDS	AFRICAN	ASIAN	WHITE	OTHER
COMMUNITY HEALTH SC	2060	485	1575	1132	688	126	101	13
ECONOMIC & MNGT SC	2071	1406	1665	1693	1023	312	15	28
FACULTY OF ARTS	2326	820	1506	1238	895	122	22	49
FACULTY OF DENTISTRY	584	248	336	151	94	147	181	11
FACULTY OF EDUCATION	718	222	496	490	207	3	13	5
FACULTY OF LAW	1538	744	794	925	449	122	24	18
FACULTY OF SCIENCE	1513	738	775	669	605	182	38	19
TOTAL	11810	4663	7147	6298	3961	1014	394	143

POSTGRADUATE	TOTAL	MALE	FEMALE	COLOUREDS	AFRICAN	ASIAN	WHITE	OTHER
COMMUNITY HEALTH SC	441	145	296	142	167	90	42	0
ECONOMIC & MNGT SC	703	418	285	341	233	82	39	8
FACULTY OF ARTS	425	198	227	185	136	54	46	4
FACULTY OF DENTISTRY	279	183	96	23	22	80	150	4
FACULTY OF EDUCATION	557	227	330	275	195	60	24	3
FACULTY OF LAW	127	59	68	51	35	15	26	0
FACULTY OF SCIENCE	483	285	198	156	194	90	42	1
TOTAL	<u>3015</u>	<u>1515</u>	<u>1500</u>	<u>1173</u>	<u>982</u>	<u>471</u>	<u>369</u>	<u>20</u>
GRAND TOTAL	<u>14825</u>	<u>6178</u>	<u>8647</u>	<u>7471</u>	<u>4943</u>	<u>1485</u>	<u>763</u>	<u>163</u>

2006

UNDERGRADUATE	TOTAL	MALE	FEMALE	NEW STD	COLOURED	AFRICAN	ASIAN	WHITE
COMMUNITY&HEALTH SC	2140	504	1636	491	1129	738	120	134
ECONOMICS& MNGT SC	3120	1314	1806	823	1628	1127	305	15
FACULTY OF ARTS	2108	741	1367	727	1104	811	117	19
FACULTY OF DENTISTRY	581	247	334	96	144	96	159	162
FACULTY OF EDUCATION	1098	350	748	286	607	311	8	18
FACULTY OF LAW	1548	713	835	331	956	434	107	29
FACULTY OF SCIENCE	1523	722	801	430	649	649	162	37
<u>TOTAL</u>	<u>12118</u>	<u>4591</u>	<u>7527</u>	<u>3184</u>	<u>6224</u>	<u>4166</u>	<u>978</u>	<u>414</u>

POST GRADUATE	TOTAL	MALE	FEMALE	NEW STD	COLOURED	AFRICAN	ASIAN	WHITE
COMMUNITY& HEALTH SC	482	163	319	0	151	208	58	47
ECONOMIC&MNGT SC	667	401	266	24	351	218	60	34
FACULTY OF ARTS	459	218	241	0	190	176	42	41
FACULTY OF DENTISTRY	191	123	68	0	22	23	47	77
FACULTY OF EDUCATION	415	161	254	1	208	152	28	19
FACULTY OF LAW	108	59	49	0	41	37	14	15
FACULTY OF SCIENCE	521	332	189	0	170	204	86	46
<u>TOTAL</u>	<u>2841</u>	<u>1457</u>	<u>1386</u>	<u>25</u>	<u>1133</u>	<u>1018</u>	<u>335</u>	<u>279</u>
GRAND TOTAL	14961	6048	8913	3209	7357	5184	1313	693